

ANGELA MARIE PARKER

Neighborhood Recreation Parks – Are They Historically Significant? A Case Study:

Shelby Park, Louisville, Kentucky

Under the Direction of MARIANNE CRAMER

Shelby Park in Louisville, Kentucky is used as a case study to explore the issues in designating neighborhood recreation parks as historic landmarks. By using *rehabilitation* as defined in the *NPS's Guidelines for the Treatment of Cultural Landscapes*, as a management strategy to guide design, neighborhood recreation parks can continue to adapt to changing recreational needs, community concerns and safety standards. The specific master plan and recommendations for the rehabilitation of Shelby Park were developed using historic research and community input. While designation protects the essential design characteristics of the park, community input informs the choice of recreational games and equipment. Finally, historic research of the Playground and Recreation Movements uncovered an important part of the legacy of the profession of landscape architecture thus far ignored.

INDEX WORDS: Playground Movement, Recreation Movement, Neighborhood recreation parks, Preservation, Rehabilitation, National Park Service Methodology, Sand gardens, Settlement house, Playground Association of America, Shelby Park Louisville Kentucky, Community participation, User surveys

NEIGHBORHOOD RECREATION PARKS -
ARE THEY HISTORICALLY SIGNIFICANT?
A CASE STUDY: SHELBY PARK, LOUISVILLE, KENTUCKY

by

ANGELA MARIE PARKER

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ANGELA MARIE PARKER

Approved:

Major Professor: Marianne Cramer

Committee: Ian J. W. Firth
Todd Krohn
Kent Kilpatrick

Electronic Version Approved:

Gordhan L. Patel
Dean of the Graduate School
The University of Georgia
August 2001

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TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS	iv
CHAPTER	
1 INTRODUCTION	1
2 THE PLAYGROUND MOVEMENT	6
Sand Gardens: The First Playgrounds.....	12
The Settlement House	13
Recreation for Adolescents and Adults	22
The Social Center.....	25
Typical Features and Layout of the Playground/Recreation Park	26
A National Organization Supporting Playground/Recreation Parks	32
Transitional Period in Recreation Parks.....	34
Conclusion.....	35
3 SHELBY PARK, LOUISVILLE, KENTUCKY.....	37
Louisville Parks: A Story of Growth 1890-1938.....	37
Olmsted in Louisville	39
Shelby Park History	41
The Original Shelby Park Design	53
A Comparative Study of the Physical Changes in Shelby Park	64
The Present Landscape.....	70
Current Programming in Shelby Park.....	86

Maintenance in Shelby Park	87
Community Participation	88
Conclusion.....	99
4 THE CULTURAL LANDSCAPE APPROACH	100
Methodology.....	100
The Significance of Shelby Park	102
Period of Significance	107
Integrity of Shelby Park	108
Contributing and Noncontributing Features of the Landscape.....	112
5 RECOMMENDATIONS	114
Management Strategies	114
Shelby Park Detailed Recommendations	118
Management and Operations	128
Conclusion.....	130
REFERENCES.....	132
APPENDICES	
A PRESERVATION BRIEF #36	136
B PRESERVATION DEFINITIONS.....	148
C COMMUNITY MEETING SUGGESTIONS	150
D NEIGHBORHOOD SURVEY	152
E NEIGHBORHOOD SURVEY RESULTS.....	153
F PARK-USER SURVEY	170
G PARK-USER SURVEY RESULTS.....	178

CHAPTER 1

INTRODUCTION

The neighborhood recreation park has been part of the American urban landscape for over a century. It evolved from the late nineteenth century playground movement, which was the social reformers' answer to the urban problems of overcrowding and the increase of disease, crime, and social dysfunction that followed. Many reformers were also concerned with the immigrants who were seen as uneducated and "unamericanized" and sought for ways to mitigate these conditions. The Playground Movement began in Boston, Massachusetts in 1885, as a simple pile of sand contained within wooden squares big enough to hold five to six children. These "sand gardens" were hardly a complete solution to the problems of child welfare. Still, their establishment was an initial attempt on the part of the social reformers to deal with the inadequacies of the urban park system.

I became interested in the playground/recreation movement while producing a Master Plan for Shelby Park for the Louisville Olmsted Parks Conservancy (LOPC) in the summer of 2000. The process included gathering historic documentation, organizing community meetings, liaison work between the neighborhood group, a special interest group, and the Louisville Parks Department, and finally designing a preliminary Master Plan. While researching the events in American history that led to the type of design used in Shelby Park, I discovered a fascinating history of the urban condition in the late nineteenth century and the early twentieth century and how that condition sparked a new type of urban landscape.

In researching the origins of the movement it was found that most standard texts on the history of landscape architecture have ignored this period of landscape history. Only two authors of landscape history were found to include the playground/recreation movement and the typical park that followed. Norman Newton's *Design on the Land* included a short but thorough description of the typical characteristics included in this type of park. Galen Cranz's *The Politics of Park Design* filled in many of the gaps in the history of urban parks in America. On the other hand, detailed histories of the era, including the urban conditions that led to the need for playgrounds and later, neighborhood recreation parks, were discovered in books and periodicals pertaining to the field of Recreation and Leisure Studies (RLS). RLS textbooks possibly include this information since the reform park movement spawned the beginning of their profession.

The question remains, why have landscape architects not embraced this history as part of their own. Could it be that landscape architects do not feel that this type of landscape involves enough high creativity or theory to be acknowledged as part of their history? In 1962, landscape architect Garrett Eckbo was quoted, "American park design is more limited, conventional, stereotyped, repetitive, and resistant to innovation in form than any other area of design."¹ Whether Eckbo's statement is true or not, this thesis shows the important role park design, specifically playground/recreation park design, has played in American history and the importance of preserving the landscape type.

Scenic or pastoral parks were the first type of park to be designed in America. The parks that Americans built to improve and beautify their cities derived not from European urban models but from an anti-urban ideal that dwelt on the traditional

prescription for relief from the evils of the city – an escape to the country. Pastoral parks were conceived as great pleasure grounds meant to be pieces of the country, with fresh air, meadows, lakes, and sunshine as part of the city.² Since they were the first designed parks in American history, it is no surprise that they have been the first to be considered for preservation. As we enter the twenty-first century, it is now time to consider the possibility of preserving the next era of park design, the playground/recreational park of the late nineteenth and early twentieth century.

This thesis will use Shelby Park in Louisville, Kentucky as a case study to explore the issues of preservation involved in designating playground/recreation parks as historic landmarks. Shelby Park, located in the central part of Louisville, was designed by the Olmsted Brothers firm in 1907 and is currently in disrepair. The playground/recreation park poses a challenge to the preservation movement. Although landscape architects may see this type of design as outmoded and inferior to the typical pleasure ground park, they do not deny the fact that these parks played an important role in the social reform of the working class in America around the turn of the twentieth century. What has been denied is the important effect design and, specifically, design by a landscape architect, had on the movement.

Once these parks are acknowledged as an important part of the history of landscape architecture, the question becomes whether they are worthy of preservation. If they are, how can they be preserved and still provide for the changing recreational needs of the community over time?

¹ Garrett Eckbo. "Man and Land" Proceedings of the sixty-fourth Annual Conference of the American Institute of Park Executives. Kansas City, Missouri. (September 23-27, 1962) 87, in Galen Cranz, *The Politics of Park Design*, (Cambridge, Massachusetts: The MIT Press), 1982.

When asked about the landmark designation of any of their parks and specifically any of their playground/recreation parks of the late nineteenth century/early twentieth century, New York City's Parks Department replied as follows:

Only eight landscapes have landmark status, earning this honor by their significant, if not unique, contribution to the evolution of landscape architecture in the United States. These are: Central Park, Prospect Park, Riverside Park, Fort Tryon Park, Bryant Park, Eastern Parkway, Ocean Parkway, and Verdi Square.

There are no local playgrounds with landmark status, as most neighborhood outdoor recreational parks have a common design language. Furthermore, to designate them landmarks might inhibit the City's ability to improve upon their design, adapt to changing needs, community concerns, and safety standards.³

The New York City's Parks Department does not believe there is a way to designate a landscape and still allow for change as communities and safety standards change. This thesis will attempt to show how this can be done. Without a master plan that outlines what needs to stay consistent and what can be changed, the integrity of a park could be lost.

The National Park Service (NPS) methodology will be used in part to determine the significance of the landscape type produced during the Playground/Recreation Movement using Shelby Park as an example of this type of park. This methodology was chosen because presently it is the only one created to study and determine integrity and significance of historic building and cultural landscapes. During the process, one piece was found to be missing. The NPS does not address community involvement in this methodology. This thesis will also suggest that for this park type, because it is tied directly to the neighborhood, community involvement should be a critical part of the

² Galan Craz, *The Politics of Park Design: A History of Urban Parks in America* (Cambridge, Massachusetts: The MIT Press), 1982.

methodology. Chapter two discusses the urban conditions that generated a new social reform movement, which brought about the late nineteenth century playground and the early twentieth century recreation parks. This section will also discuss the benefits that were obtained from the playground movement and what activities were incorporated in a typical design.

The third chapter focuses on a specific case study, Shelby Park. It is a 1907 Olmsted Brothers design for a seventeen-acre site surrounded by single and multi-family housing on very small lots. This park was originally designed as a playground for all ages offering organized activity for men, women, and children as well as open areas for passive activities or spontaneous play. This chapter will also document the changes that have occurred in Shelby Park over the last century.

The fourth chapter will use NPS's criteria for historic designed landscapes to determine the historic significance and integrity of Shelby Park as a reform/recreation park. The park's contributing features to its significance and integrity are also discussed.

In the fifth chapter, management options based on *The Secretary of the Interior's Standards for Preservation Projects* are examined, including the type of landscape management treatment recommended for Shelby Park. The preliminary master plan for Shelby Park is in this chapter followed by a detailed list of recommendations to guide the park's rehabilitation and management.

³ An e-mail reply from the New York City Parks Department

CHAPTER 2

THE PLAYGROUND MOVEMENT

*President Taft declared, "I am for playgrounds."*¹

The Playground Movement has been defined as beginning in the late nineteenth century, merging with the reform/recreation park movement at the turn of the twentieth century and continuing through the 1920s, when the design of larger recreational facilities took over as the major focus of municipal organizations. The thirty years between 1890 and 1920 were characterized by sweeping growth and change in the United States. Advances in technology, the resulting rapid industrialization, and changing immigration patterns combined to alter the social and economic lives of many Americans.

Industries located near transportation facilities in major urban centers and people located near their places of work. As large urban centers such as Boston, Chicago, and New York continued to expand in the late nineteenth century, their leaders were confronted with a myriad of physical and social problems. Large numbers of migrants from rural areas of the United States relocated to northern cities in search of jobs. They were joined by thousands of immigrants from Europe who came to America in the hope of finding a new life.²

¹ E.B. Mero, "Massachusetts Adopts Playground Law," *Playground*, II (January, 1909), 55, in Lawrence A. Finfer, *Leisure as Social Work in the Urban Community: The Progressive Recreation Movement, 1890-1920*. Ph.D. diss., Michigan State University, 1974. 172.

² Domenica M. Barbuto. *American Settlement Houses and Progressive Social Reform*. (Arizona: Oryx Press, 1999), Introduction.

This happened so quickly that city governments were unable to provide the necessary services and amenities. Thousands of people were living in substandard housing, much of it without natural light or ventilation. As the population increased, housing became scarce and rents were high. Sanitary conditions were primitive, and disease spread.³ Many of the people affected were working class immigrants with low paying jobs. Until the later part of the nineteenth century, even the poor could usually afford single-family dispersed housing, even though it might have been a frame hovel surrounded by a muddy stable yard. However, as the century progressed and urban land values skyrocketed, such housing proved too costly for the increasing population of poorly paid workers.⁴

New forms of mass housing – the tenements – were developed to nominally shelter the working poor. This early form of high-rise housing created dense neighborhoods, often at great distances from existing open spaces. These were multi-family buildings that were “hastily built and pitifully congested.”⁵ Typically, they were “totally unfit for human habitation, and attempts to ‘reform’ the tenement system, via deliberate investigation, legislation, and regulation failed time and again.”⁶

The tenements were generally six or seven stories high with four apartments and two toilets per floor.⁷ Critics discussed the problems inherent in the design, which provided inadequate light and ventilation and occupied too much of the lot, thereby eliminating any recreation space around the building. By the time this type of housing

³ Domenica M. Barbuto. *American Settlement Houses and Progressive Social Reform*. (Arizona: Oryx Press, 1999), Introduction.

⁴ Philip Pregill and Nancy Volkman. *Landscapes in History*. (New York: John Wiley & Sons, Inc., 1999) 568-570.

⁵ Lawrence A. Finfer. *Leisure as Social Work in the Urban Community: The Progressive Recreation Movement, 1890-1920*. Ph.D. diss., Michigan State University, 1974, 64.

⁶ Ibid.

was outlawed by the Tenement House Law of 1901, two-thirds of the population of New York City lived in these dumbbell-shaped tenements. Tenements made up the majority of the city housing stock in areas that were located in the parts of the city known as slums, which were squalid, dirty, overcrowded sections of a city marked by poverty and poor living conditions.⁸ Examples of these housing conditions can be seen in Figure 2.1.

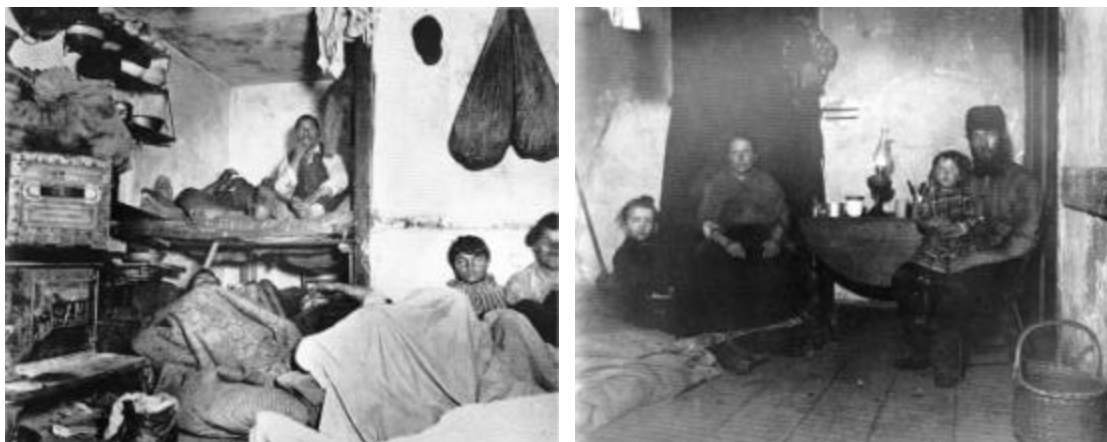


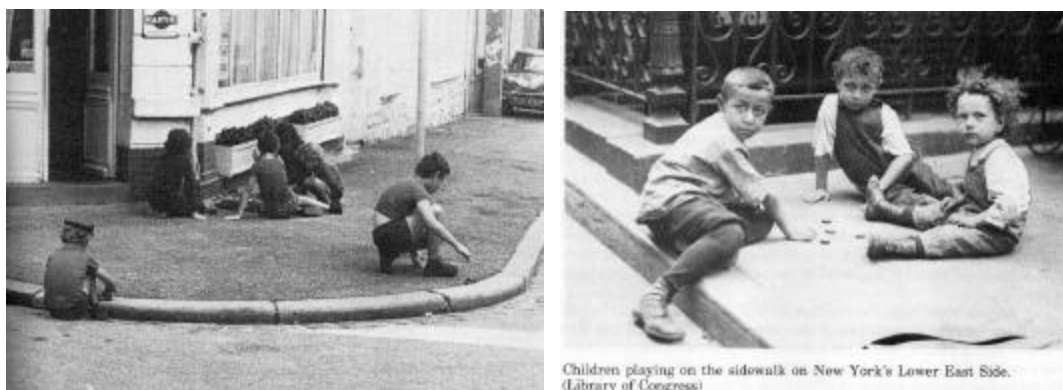
Figure 2.1: Inside the tenements pictures taken by Jacob Riis (Alland, Jacob A. Riis: Photographer and Citizen, 1974)

As seen in Figure 2.2, children were confined to play spaces in streets or on stairs, sometimes with disastrous consequences.⁹ With both parents working long hours, these children were often left without adult supervision and to find role models outside the home.

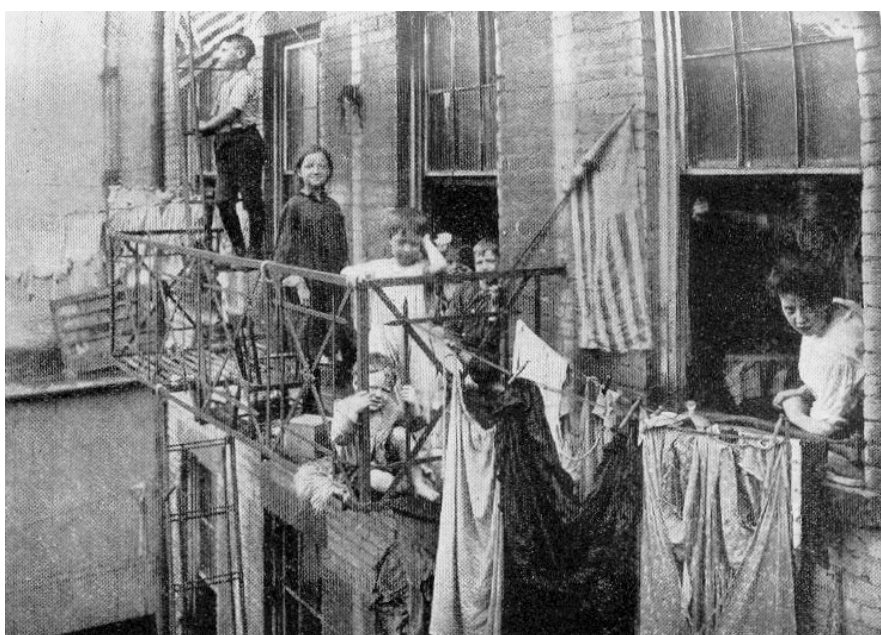
⁷ Barbuto. *American Settlement Houses*, 67-68.

⁸ Funk & Wagnalls Standard Desk Dictionary. 1984. "slum."

⁹ Pregill and Volkman, *Landscapes in History*, 568-570.



*Figure 2.2: Children playing in the streets (Cavallo, *Morals and Muscles*, 1981)*



*Figure 2.3: The Tenement Playground (Curtis, *The Practical Conduct of Play*, 1922)*

Jacob Riis, an advocate for the rights of children, saw greed, vice, and ignorance as both products and causes of the slum. Riis, a journalist and photographer, provided settlement workers and other social reformers with the photographs and written descriptions of the squalid conditions of tenement life they needed to obtain financial backing from middle- and upper-class supporters.¹⁰

¹⁰ Barbuto, *American Settlement Houses*, 175.

Born in Denmark, Riis immigrated to the United States in 1870 and spent some time traveling through the Northeast and Midwest working in a variety of jobs, never making enough to save any money. He knew first hand what it was like to be without money, food, or shelter. In 1877, Riis secured a position as a police reporter for the New York Tribune, which led him deeper into the city's tenement districts.¹¹ Riis began to illustrate his articles on the crime and poverty with photographs to force his readers to see what he saw and to inspire them to act.

He depicted the tenement as a “dumping ground” for society's unfortunates, with the child as its innocent victim.¹² With “the gutter for a playground,” an atmosphere of immorality among one's companions, and squalid home conditions demoralizing the impressionable mind, growth to good citizenship was impossible. “The wonder is that they are not all corrupted,” said Riis.¹³ Inevitably the unmanaged and undisciplined child drifted from the collapsed home into the street, where he would prematurely learn the facts of life and acquire the bad habits of living a jungle-like, day-to-day existence.¹⁴ If the family could not give the child “proper” upbringing, the state had to do so, and the reformers had little respect for the parental capabilities of the new immigrants.¹⁵ One charity worker asserted that there were “three ways out of this degradation -- by education -- by suitable recreation -- by change in the environment.”¹⁶

¹¹ Ibid., 176.

¹² Finfer, *Leisure as Social Work*, 72.

¹³ Jacob Riis, *The Peril and the Preservation of the Home* (Philadelphia: George W. Jacobs, 1903), 26-27; Riis, *The Children of the Poor* (New York: Charles Scribner's Sons, 1892), 18-24.

¹⁴ Jacob Riis, “The Making of Thieves in New York,” 112-113.

¹⁵ Finfer, *Leisure as Social Work*, 96.

¹⁶ Chicago Woman's Club, Board Minutes (April 6, 1892), Chicago Woman's Club Mss., Chicago Historical Society.



Figure 2.4: Shooting craps, picture taken by Jacob Riis (Alland, Jacob A. Riis: Photographer and Citizen, 1974)

In 1893, the Illinois Factory Act prohibited employment of children under fourteen at night, or for longer than eight hours a day. Then in 1904, a National Child Labor Committee was formed in New York.¹⁷ American cities began to acknowledge the negative effects long hours of labor had on its children. Once child labor laws were passed, these children gained more free time. Late in the nineteenth century and early in the twentieth century, the correlation between the new leisure time of children and the higher rates of juvenile delinquency were noted. Without parental supervision at home, children may have skipped school often, putting them on the streets for longer periods of time. Social reformers believed juvenile delinquency was the result of too much free time. This was often the case in the city, where innocent activities such as street playing were banned and children daring to play were arrested.¹⁸ Some, however, saw more free time, if supervised and encouraged, as time that could be used in positive ways.

¹⁷ Allen F. Davis, *Spearhead for Reform: The Social Settlement and the Progressive Movement 1890-1914* (New York, Oxford University Press, 1967) 123-133.

¹⁸ Finfer, *Leisure as Social Work*, 97.

Society's assumption of a wider custodial role, coupled with recent scientific discoveries of the nature of children's play, pointed to a significant place in social programs for public recreational facilities.¹⁹



Figure 2.5: Market Slip, New York, 1903, children playing in the streets (Cavallo, Muscles and Morals, 1981)

Sand Gardens: The First Playgrounds

Most historians give credit to the sand gardens of Boston as the true beginnings of the playground/recreation movement in America. Dr. Marie Zakreowska, while spending a summer in Berlin, noticed that youngsters in the public parks were playing with heaps of sand bordered by wooden frames large enough to accommodate five or six children. Dr. Zakreowska, a medical professional, related city children's physical health and moral well being to their social, economic, and aesthetic environments. At her instigation, the Massachusetts Emergency and Hygiene Association started a similar experiment in Boston in 1885. She hoped they might keep unsupervised small children from playing in congested, foul, and dangerous streets.²⁰ Whereas the Berlin project had

¹⁹ Ibid., 99.

²⁰ Joseph Lee. *Constructive and Preventive Philanthropy*. (New York: The Macmillan Company, 1902), 125-26.

been supervised by the police, the Boston sand piles were supervised by volunteers until 1887, when women were hired to do the job. The sand garden extended to other Boston neighborhoods, and the idea was taken up by other cities including Philadelphia, Milwaukee, Pittsburgh, Denver, Minneapolis, New York, Chicago, Providence, and Baltimore.²¹ The Sand gardens were just the beginning of the projects initiated by social reformers in the late nineteenth-early twentieth century to mitigate problems caused by the lack of play spaces for children. The most important social welfare institution to incorporate play and recreation facilities into its programming was the settlement house.

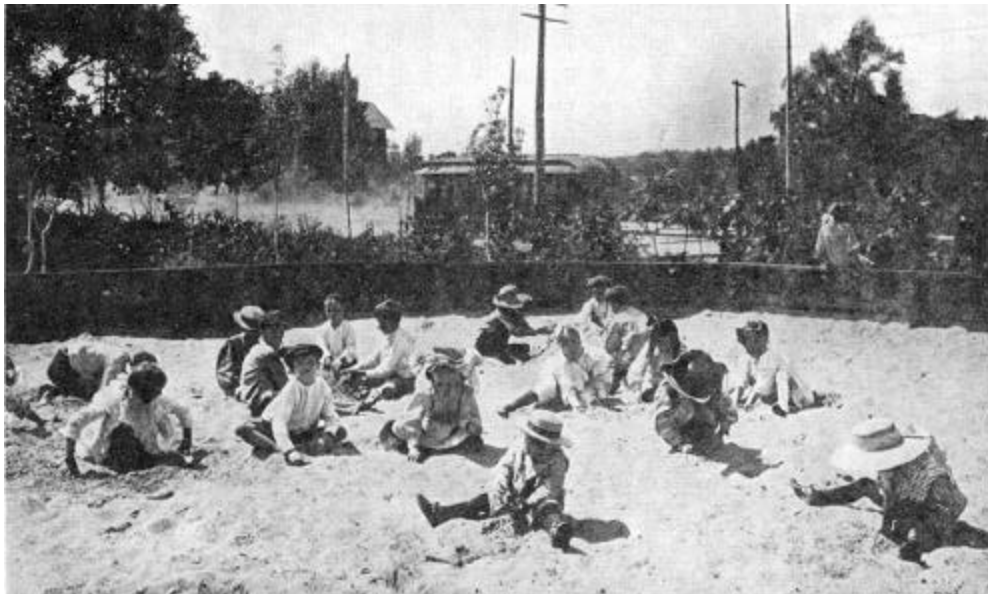


Figure 2.6: A Sand Garden provides plenty of play space

The Settlement House

The American Settlement Movement was a late nineteenth- and early twentieth-century social movement that took its name from the settlement houses founded by Progressive Era reformers. These college-educated men and women believed that the most effective way to bring about significant social reform was to live among the poor in

²¹ Reynold E. Carlson, Theodore R. Deppe, and Janet R. MacLean. *Recreation in American Life*. (Belmont,

large industrial centers and to share in the lives of those whom they hoped to assist.

These houses were called settlement houses because reformers “settled” in the neighborhood.²² Settlement houses provided a place for the community to hold social events, supported a neighborhood clinic or dispensary, and furnished a meeting place for local unions. Settlement reformers also made contributions to a number of causes, including public health, political reform, public education, protective legislation for women and children, and improved living and working conditions for urban dwellers.²³

Voluntary agencies like the settlement houses were at the forefront in the exploration of the possibilities of playgrounds for children. In 1889, Jane Addams and Ellen Gates Starr established Hull House as a settlement house to serve the needs of Chicago’s working class. Miss Addams later succeeded in securing enough land around Hull House to start the first model playground in 1892. Similar play areas were provided within the next six years at the Northwestern University and the University of Chicago settlement houses. The pattern of apparatus play, sport activities for older youth, and organized games under supervision comprised a blueprint for similar efforts in other large cities.

Early objectives of the settlement houses were soon broadened to include education, health, and recreation as well as welfare.²⁴ Joseph Lee, known as the father of the Play Movement, said in his book, *Constructive and Preventive Philanthropy*, “of the New York University settlement at least, I think it may be said that it is, in any social

California: Wadsworth Publishing Company, Inc. 1963), 35.

²² Barbuto. *American Settlement Houses*, Introduction.

²³ Ibid.

²⁴ Carlson, 36.

crusade, like those football players who are usually to be looked for at the bottom of the pile when the whistle blows.”²⁵

From the start, leisure activities were seen as an agency for the promotion of good conduct in children and as the remedy to mischief.²⁶ The settlement houses, usually with the help of private donors, converted vacant areas into playgrounds. In desiring open spaces in the city, the settlement aligned itself with the late nineteenth-century parks movement. Large public parks for cities had become a popular cause in this period, as they represented a buffer or “breathing space” in the city.²⁷ Because settlement houses relied heavily on private funding, which was not always reliable, they were never really able to implement public recreation throughout its system of settlement houses. However, they were successful in convincing city governments to provide a system of small recreational parks and playgrounds directly in the neighborhoods of those in desperate need of play spaces.



Figure 2.7: Jane Addams (1860-1935). Renowned social settlement worker, winner of the Nobel Peace Prize, and a founder of the Playground Association of America. (Cavallo, Muscles and Morals, 1981)

²⁵ Lee, *Constructive and Preventive Philanthropy*, 232-233.

²⁶ Finfer, *Leisure as Social Work*, 112.

²⁷ *Ibid.*, 113.

In 1887, Mayor Abram S. Hewitt of New York passed a law that gave the Board of Street Opening and Improvement power to spend up to \$1,000,000 a year to lay out public parks and playgrounds in Manhattan. By 1894, the New York City reformers could only point to one park built using funds from the 1887 law: Mulberry Bend Park. The city took possession of the land in 1894, and in 1895 the buildings were finally torn down and the park was created. Figures 2.8 and 2.9 show before and after pictures of the area. Mulberry Bend Park, however, was an old-school park. That is, it was designed as a “breathing space,” and not a playground. There was an important difference between the two. Joseph Lee wrote, “You can go there to breathe, but there is very little else to do.”²⁸ Landscape architects and park officials were slow to conceive of the park as an area whose purpose was other than that of an idyllic garden. Children, particularly “street” children, were forbidden to play there, as the moral effects of the park were supposedly transmitted by the observation of beauty and the intake of clean air. In 1890, noted settlement leader Charles Stover and former Mayor Hewitt formed the Society for Parks and Playgrounds in New York to work with municipal authorities to set aside portions of public parks to be used exclusively for children’s recreation. One of the group’s officials remarked bitterly that “the present attitude of our park officials is that it is better for grass to grow green over our children’s graves than yellow under their feet.”²⁹

²⁸ Lee, *Constructive and Preventive Philanthropy*, 166.

²⁹ “Parks and Playgrounds: A Symposium,” 282-288, in Finfer, *Leisure as Social Work*.



Figure 2.8: Mulberry Bend before renovation, picture taken by Jacob Riis (Alland, Jacob A. Riis: Photographer and Citizen, 1974)



Figure 2.9: Mulberry Bend after renovation, picture taken by Jacob Riis (Alland, Jacob A. Riis: Photographer and Citizen, 1974)

The Tenement House Committee, Jacob Riis, and a Small Parks Committee with Hewitt as chairman, helped establish the importance of the role of playgrounds in the lives of city children in 1897. The Small Parks Committee's report that year emphasized the role of the small park in maintaining orderly relationships. It said children were "forgotten" in the original city plan, and they needed play space. The city began working with playground advocacy groups such as the Outdoor Recreation League (ORL) to implement playgrounds. Charles Stover spearheaded the ORL in 1898 with help from settlement workers, philanthropists, social reformers, and community leaders.³⁰ It was a citywide organization devoted to securing parks and recreation spaces for city dwellers.³¹ On June 3, 1899,³² Seward Park, organized by the ORL, was completed for a formal opening attended by 100,000 area residents. This and other playgrounds started by the league were operated, staffed, and maintained at its own expense until 1902, when they were transferred to the jurisdiction of the city government. The ORL's major contribution to the play movement was its success in persuading the city to assume ownership of the playgrounds.³³ The League also made special efforts to provide for the spectator, to encourage parents to attend the playground with their children. They were committed to developing the playground into a neighborhood center, not merely "a place for the boys."³⁴ At the same time, the league's efforts prompted the extension of the playground system, both in schools and under the Parks Department. By 1903, New

³⁰ Barbuto. *American Settlement Houses*, 160-161.

³¹ *Ibid.*, 215

³² Conflicting dates for the opening have been found. The other date is October 17, 1903. Maybe the latter date is the when the park opened under municipal control.

³³ J. D. Paulding. *Charles B. Stover*. (New York: 1938), 60, 83. in *Muscles and Morals*

³⁴ Lee, *Constructive and Preventive Philanthropy*, 174.

York had developed a successful playground movement in less than a decade, largely due to the movement's argument in favor of mild reform as a preventive measure.³⁵

The playground effort moved more smoothly in Chicago than in New York because of Chicago's strong network of reform groups. In addition, Chicago already had a fairly comprehensive park system, which had been organized into districts since 1869.³⁶ Still, the system had been conceived as a network of breathing spaces, rather than play spaces, and most of the parks were far removed from tenement districts. Both Hull House and the Northwestern University Settlement developed the earliest model playgrounds in Chicago.³⁷

In 1899, a "Special Park Commission" was created in Chicago, consisting of representatives of civic organizations, the Woman's Club, and the settlements, as well as the already extant park boards, to create small playgrounds. Chicago's playground system soon attracted national attention, especially when early studies of its effectiveness indicated that areas with small parks experienced a marked decline in crime. Particularly persuasive was a study examining the delinquent inmates of the John Worthy School. It found that six times as many of the boys came from no-park areas than from sections of the city with playground/recreational parks.³⁸

The most cited evidence of the utility of the supervised playground was the 1908 study, "The Relation of Playgrounds to Juvenile Delinquency" by social worker Allen T. Burns.³⁹ Burns analyzed data involving juvenile court proceedings in Chicago over several years. In the end he declared, "The presence of parks and playgrounds in an area

³⁵ Finfer, *Leisure as Social Work*, 127.

³⁶ Halsey, *The Development of Public Recreation in Metropolitan Chicago*, 18.

³⁷ Northwestern University Settlement, *Circular No. 6* (June, 1896), 13.

³⁸ "Chicago's Park Commission on River Ward Conditions," *Commons VII* (June, 1902), 1-3.

is coincidental with a decrease in the number of cases of juvenile delinquency and with an increase in the proportion of cases successfully cared for by the court.’⁴⁰ The Burns study provided recreational promoters with a useful tool in their attempts to expand the movement. As he noted, the low per-capita cost of recreation facilities compared to the social “savings” marked them as examples of the progressive ideal of “efficient democracy.”⁴¹ This point was particularly telling, as civic leaders could now show that parks and playgrounds, at a very low cost, cut crime rates and raised property values.⁴²

Since overcrowding of tenements and the health issues that followed were not generally a problem for mid-sized cities, something else must have influenced the spread of the playground/recreation park movement. The “social saving” Burns found in his studies could have influenced the movement in mid-size cities like Louisville, Kentucky.

So far three conditions that activated the playground movement and later the recreation movement have been discussed: the overcrowding of cities with immigrant families; the terrible living conditions in tenement housing; disintegration of the family and the subsequent lack of supervised, organized activity for children which gave them the opportunity to turn to criminal activities. Claims that supervised recreation programs in specially designed parks prevented juvenile delinquency was probably the strongest reason the movement spread so quickly across the United States.

Public recreation had other goals and objectives. One was to prevent accidents. The earliest playgrounds were advocated as alternative places to play other than the streets, which were unsafe and illegal play spaces. Most congested urban communities

³⁹ Finfer, *Leisure as Social Work*, 164.

⁴⁰ Allen T. Burns, “Relation of Playgrounds to Juvenile Delinquency,” *Charities and the Commons* XXI (October 3, 1908): 25-31 in Finfer, *Leisure as Social Work*, 164.

⁴¹ *Ibid.*, pp. 27-29.

lacked safe places for children to play so the only option was the street. In cities where playgrounds were implemented, policemen noted a tremendous decrease in street accidents.⁴³ Another goal of the recreation movement was to encourage cleanliness. To do this, swimming pools were introduced into the Recreation Centers which required the use of showers before allowing anyone to swim.



Figure 2.10: Pools intentionally too shallow to swim in were originally introduced as a public health measure; it soon became popular as a form of recreation. Chicago, Eckhart Park, ca. 1915. (Cranz, The Politics of Park Design, 1982)

George Hjelte, in *The Administration of Public Recreation* lists other positive objectives of public recreation as “physical, mental, and emotional health; self-realization; social adjustment; cultural evolution; good citizenship; democracy; joy; and happiness.”⁴⁴ Social reformers expected a wide range of objectives to be fulfilled through the construction of neighborhood recreational parks located throughout the

⁴² Finfer, *Leisure as Social Work*, 165.

⁴³ Ibid

⁴⁴ George Hjelte, *The Administration of Public Recreation*. (New York: The Macmillan Company, 1940), 17-18. For a detailed description of the this list, see appendix

densely populated parts of cities. While the possibility of fulfilling them all was overwhelming, the insertion of this new park type into the fabric of the city was changing the way cities were planned.

Recreation for Adolescents and Adults

In the early twentieth century, larger incomes, earlier retirement, shorter work weeks, and longer vacations left the urban population with more free time on their hands. Accordingly, the phrase, “leisure time” first appeared in *Recreation Magazine* in April 1907. Whereas the older word “leisure” suggested a stroll or a picnic, and thus a pleasure ground, leisure time suggests planning, scheduling, and a gap to be filled.⁴⁵

By 1913, the recreation movement, according to Henry Curtis, had widened its scope. Curtis believed that the movement had made cities with recreational parks more desirable to live in for multiple reasons; he also believed they brought “far-reaching social effects” to each city.⁴⁶ Now linked to the mainstream of progressive thought and action, the recreation park movement looked well beyond its original concern with children. Recreation promoters such as Curtis argued that programs had to be extended to combat the potentially disruptive forces predominant in urban social life. Jacob Riis, an influential publicist for the play movement for many years, was originally optimistic about the playground’s utility as an ethical training ground; however, he now felt that “good influences” had to be provided far beyond the formative years.⁴⁷ According to one play organizer, sand gardens, vacation schools, and summer school playgrounds could not accommodate adolescents, and it was foolhardy to exclude adolescents from

⁴⁵ Howard Braucher, “A National Recreation Magazine established 35 years ago,” *Recreation*. Vol. 36 (April 1942): 1, in Galan Cranz

⁴⁶ Henry S. Curtis, “Does Public Recreation Pay?” *American City* VIII (February, 1913), 144-145, in Finfer, *Leisure as Social Work*, 178.

structured play activities, for as soon as young children outgrow small playgrounds and vacation schools they “find their way into the Juvenile Court.”⁴⁸

Myron E. Adams in “Children in American Street Trades,” wrote, “older youths did not spend their leisure on the athletic field exercising instincts of the tribal horde. Often out of school and working, they were influenced by worldly companions who introduced them to gambling, alcohol, and the cheap theater. Ignored or misunderstood at home, they turned to unsavory peers for models on which to build their developing social instincts.”⁴⁹

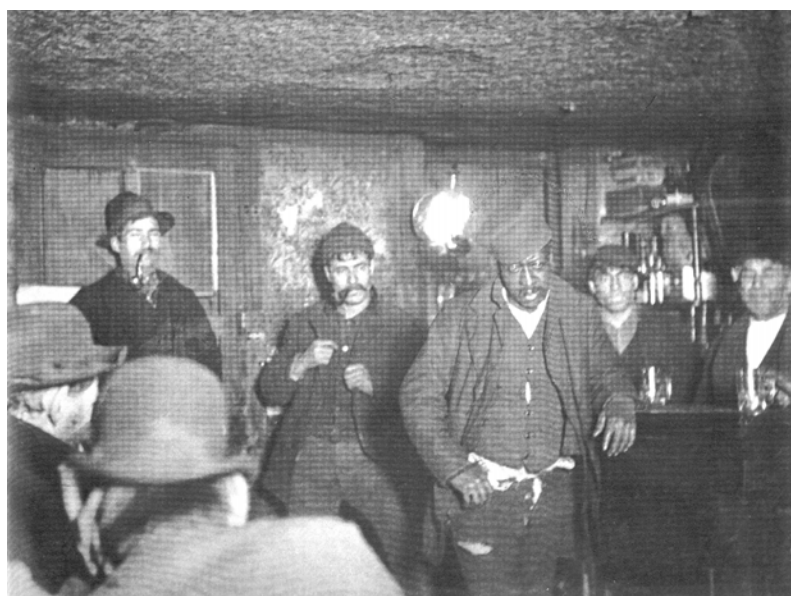


Figure 2.11: “A Downtown Morgue” picture taken by Jacob Riis. The way Riis saw saloons. (Alland, Jacob A. Riis: Photographer and Citizen, 1974)

Adolescents and adults had turned to the dance halls and saloons where debauchery and heavy drinking was not only tolerated but encouraged as their only type of recreation. However, social surveys conceded that the saloon also served a legitimate

⁴⁷ Finfer, *Leisure as Social Work*, 178.

⁴⁸ E.B. Degroot, “The Management of Park Playgrounds,” *Playground* 8. (1914): 272, in Cavallo, *Muscles and Morals*.

social function, satisfying basic instincts of gregariousness and fellowship sought after the long workday.⁵⁰ In the summer of 1898, William B. Harrison, a graduate fellow at the University of Michigan, studied Chicago's working-class saloons. "No other institution," said Harrison, "gave workingmen an opportunity to meet friends and discuss topics of interest."⁵¹ The progressives felt that the saloon helped to maintain the political machine, since the neighborhood tavern brought "the raw political material of the district to the focus of party organization."⁵² Often, saloons were owned by politicians who, Harrison reported, bought votes via alcohol.⁵³ The middle-class reformer thereby found it possible to show that the workingman, like the shop girl, adolescent, and child was in danger of becoming socially "inefficient" unless guided in his leisure pursuits,⁵⁴ and the social reformers thought they were the ones to offer the guidance.

Leisure in all stages of life was now a focus for the progressive program. The solution, they realized, was not the indiscriminate repression of popular amusements, a lesson drawn from the experiences of the early playground movement. It involved, rather, the supervision of the populace by agencies offering satisfying and socially "safe" forms of leisure.⁵⁵ Constructive leisure, then had evolved from a concept concerned with keeping children out of mischief to an ambitious desire to order the sociability of all.⁵⁶

Henry M. Leipziger, a New York school superintendent said, "through a means of

⁴⁹ Myron E. Adams, "Children in American Street Trades," *Annals of the American Academy of Political and Social Science* XXV (May 1905): 23-24, in Finfer, *Leisure as Social Work*, 203.

⁵⁰ Finfer, *Leisure as Social Work*, 214.

⁵¹ William B. Harrison, "The Social Function of the Saloon," *Chicago Commons Mss.*, Newberry Library in Chicago, General File (1895-1913).

⁵² Finfer, *Leisure as Social Work*, 216.

⁵³ Harrison, "The Social Function of the Saloon."

⁵⁴ Finfer, *Leisure as Social Work*, 216.

⁵⁵ *Ibid*, 217.

⁵⁶ *Ibid*, 219.

acquaintanceship which will ripen into companionship, acrimony decreased and community feeling developed.”⁵⁷

The Social Center

The social reformer’s answer to community socialization was the social center originating in the medium-sized municipality of Rochester, New York. Though not afflicted with urban social problems on a scale comparable to New York or Chicago, Rochester experienced changes in the late nineteenth and early twentieth centuries that significantly affected the city’s social organization.⁵⁸ By 1900, one-third of its residents were foreign-born and over half of its children the offspring of foreigners.⁵⁹ Sweatshops, high rates of crime, prostitution, juvenile delinquency, and saloon debauchery were regularly reported in the city’s newspapers, worrying its ambitious business community.⁶⁰

On February 15, 1907, delegates from eleven civic groups discussed the necessity for central meeting places for community affairs to replace the saloon and the street -- ones that could promote both social recreation and leisure time civics education.⁶¹ These social centers were seen as restoring neighborliness, with young and old and native and immigrant participating in supervised activities.⁶²

Settlement houses had actually sponsored neighborhood recreational activities for many years. However, settlements always encountered problems in managing

⁵⁷ Ibid.

⁵⁸ Finfer, *Leisure as Social Work*, 233.

⁵⁹ Blake McKelvey, “The Lure of the City: Rochester in the 1890s,” *Rochester History* XXVIII (October, 1966): 7-8, in Finfer, *Leisure as Social Work*, 233.

⁶⁰ Rochester Union-Advertiser, (February 14, 1907): 8, in Finfer, *Leisure as Social Work*, 234.

⁶¹ League of Civic Clubs, *Rochester Social Centers and Civic Clubs: The Story of the First Two Years* (Rochester: League of Civic Clubs, 1909): 7- 9.

⁶² Finfer, *Leisure as Social Work*, 246.

community recreation programs, just as they had in founding playgrounds in the nineties. These programs drained finances and personnel from already hard-pressed institutions.⁶³

While New York pioneered in developing the school social center beginning in 1902, Chicago led in creating recreation centers located within parks. In 1905, the South Park Commission opened ten new parks in Chicago, each equipped with a field house that had clubrooms, assembly halls, and a gymnasium.⁶⁴ Henry G. Foreman, president of the district, had argued that mere “breathing spaces” were not enough, and that the stimulation of neighborhood patriotism and pride was necessary.⁶⁵ Foreman borrowed from the settlements in trying to create a recreation center to foster community loyalty. These centers attempted to provide social, educational, cultural, and civic activities for the adult populations.⁶⁶ The Chicago example of a field house with activities for children, adolescents, adults and senior citizens became an integral part of the playground/recreation park of this era.

Typical Features and Layout of a Playground/Recreation Park

The typical playground/recreational park of the early twentieth century had at least ten acres, and at most forty. It was divided into an indoor and an outdoor plant ringed by shrubbery. The outdoor plant was big enough for two games, running tracks, sandpits, a swimming and wading pool, an outdoor gym, a field house, and a children’s playground for boys and girls under ten with swings, teeter-totters, giant strides, wading

⁶³ Finfer, *Leisure as Social Work*, 247.

⁶⁴ Allen F. Davis, *Spearheads for Reform: The Social Settlements and the Progressive Movement 1890-1914*. (New York: Oxford University Press,) 1967.

⁶⁵ Henry G. Foreman, “Chicago’s New Park Service,” *Century*, LXIX (February 1905): 610-20, in Finfer, *Leisure as Social Work*, 248.

⁶⁶ Playground and Recreation Association of America, *The Normal Course in Play*. (New York: A. S. Barnes and Company, 1925), 227.

pool, sand bin, and a free game space.⁶⁷ Galan Cranz, in her book, *The Politics of Park Design*, put together a more detailed description of the typical recreation park of the early twentieth century.

A formal axis led to the playing fields. The field house, or indoor plant, contained an assembly hall and stage, cloakrooms, clubrooms, a refectory, a branch of the public library, indoor gymnasiums with separate locker rooms for men and women, and toilets with showers. In the outdoor plant, men's and women's gym equipment included traveling rings; climbing ladders; poles and slanting beams; pits for jumping, shot putting, and pole vaulting; a cinder running track; a ball diamond and basketball court; and quoits. The women's gym also contained swings.

The overall layout of the park was symmetrical and formal. Paths and roadways were minimized to save space for games and direct use. Spatial sequence was not particularly important; no illusion of more space than existed was called for, nor were the kinesthetic experiences of moving through different volumes or meandering along serpentine paths sought after as in the pastoral "Pleasure Ground" park. If anything, the pedestrian was offered a feeling of order and civic importance through the formal, central, and axial array. Views were no longer carefully controlled, except inasmuch as shrubs and trees might screen out the immediate environs of the city though obviously not the skyline of industrial areas and tenements beyond. City buildings dominated the park landscape, their location, size, and style making them important.⁶⁸

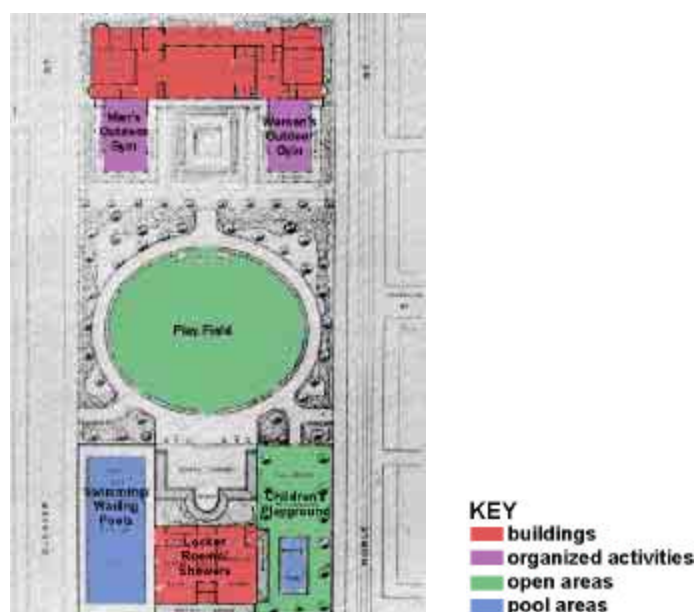
The rationale of reform park design was as highly evolved and consistent as that of pleasure ground design, but virtually antithetical to it; it represented much more than an erosion of the older ideal.⁶⁹ Thus trees and other plants were not used to create and frame views; they were used to enforce the feeling of order, to divide different functional areas of the park and to provide shade for outdoor activities. Water was not used for psychic effects but for practical ones. It filled wading and swimming pools and provided water for showering before and after swimming. Just as the showers were usually adjacent or linked to the swimming pools, the gymnasium lockers were linked to the

⁶⁷ Clarence Rainwater, *The Play Movement in the United States: A Study of Community Recreation*. (Chicago: The University of Chicago Press, 1922) 91.

⁶⁸ Cranz, *The Politics of Park Design*.

showers and to the indoor and outdoor gymnasiums. Such requirements for adjacencies locked the reform park into a characteristic functional plan.⁷⁰

Throughout this thesis, playground/recreational park plans have been color-coded for easy recognition of spatial organization of certain aspects of the sites. Buildings, colored red, include field houses, locker rooms, showers, indoor gymnasiums, and auditoriums. Organized activities, colored purple, include men's and women's outdoor gymnasiums, tennis courts, specific athletic apparatus, sand courts, and children's playgrounds if apparatus is seen in the plan. Open areas, colored green, include open play fields, areas in tree canopy without other programmed activities, and children's playgrounds if no apparatus can be seen in the plan. Pool areas, colored blue, include swimming pools and wading pools.

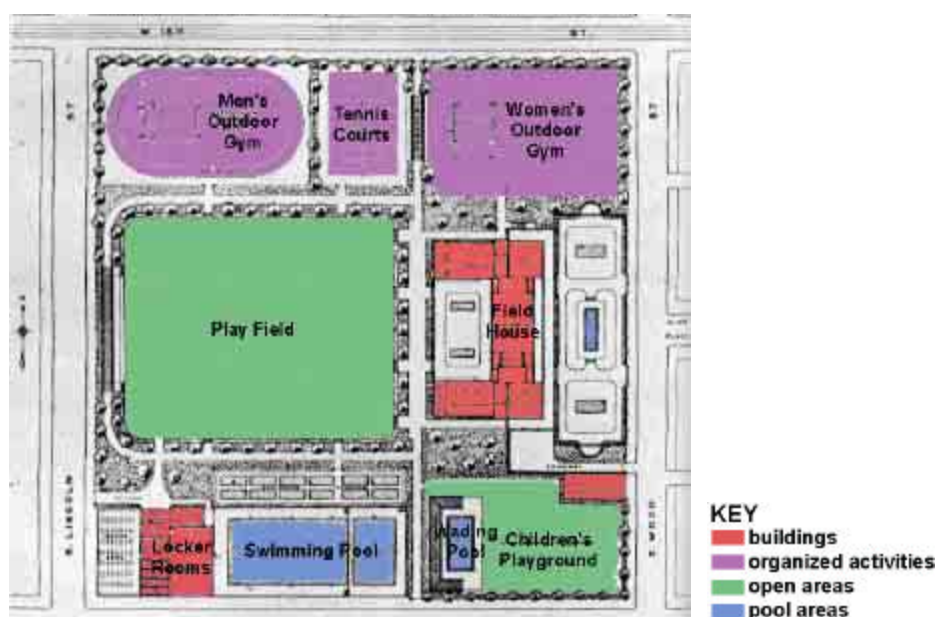


*Figure 2.12: Pulaski Park, in Chicago, has a vestigial curve and tree-dotted lawn in its plan, but otherwise reverses all pleasure ground principles of planning and is designed in a rectilinear format for maximum use. Chicago South Park District, Report 1914. (Cranz, *The Politics of Park Design*, 1982)*

⁶⁹ Ibid.

⁷⁰ Ibid.

The grounds were no longer undulating as in the pleasure park, but flat to accommodate baseball diamonds, running tracks, and other equipment. Grass was abandoned in favor of hard surfaces for games; even when lawn was provided in some leftover corner of a park, people cutting across or using it destroyed it. In downtown parks, maintaining grass was so difficult that paths had to be organized like spider webs of intersecting walkways.⁷¹ Gravel was easier to maintain, so that if a broad plane to rest the eye and mind was required, an open stretch of smooth gravel would suffice.⁷²



*Figure 2.13: The design of Harrison Park, entirely relying on a grid of right angles, uses trees to accentuate lines and delineate separate recreational activities. Chicago South Park District. (Cranz, *The Politics of Park Design*, 1982)*

As the playground movement matured designers, particularly from the new profession of landscape architecture, were hired to create plans for these parks. In *Playgrounds*, by the Playground and Recreation Association of America, it is stated,

⁷¹ Belinda Gerry, "The Spider Web Motif in Park Design," *Park International*, September 1920, 164-166, in Cran, *The Politics of Park Design*.

⁷² Phelps Wyman, "Without Views, No Park," *Parks and Recreation*, Vol. 8 (March-April 1925), 361, in Cran, *The Politics of Park Design*.

Apparatus alone does not comprise a playground and without leadership, equipment may be worse than useless. It is only as a playground or playfield is well planned and wisely equipped, however, that play leadership can bring the best and most successful results. For this reason, the subject of design is worthy of careful consideration. It is exceedingly important that a general plan for a play area be prepared before work of development is actually commenced. It is recommended that the plan be prepared with the cooperation of a competent landscape architect, if possible, in order to assure a good design as well as an effective use of the area.”⁷³

Independent playgrounds not associated with schools were often designed by landscape architects and had both a visual and functional character that the earlier school playgrounds lacked. These designs were generally quite simple, with a central locker room/pavilion area set among trees, a large lawn area for ball games, an area for exercise apparatus, an encircling path, and perimeter trees. In plan, playgrounds were often symmetrical with little of the spatial sequencing and mystery of larger urban parks. Because of the abundance of canopy trees, they did function like the large urban parks in that they created green oases, albeit significantly smaller. Most landscape architects engaged in some playground design, but the Olmsted Brothers firm was particularly active in this area, designing sites throughout the eastern United States.⁷⁴

⁷³ Playground and Recreation Association of America. *Playgrounds*. (New York: A.S. Barnes and Company, 1928).

⁷⁴ Pregill and Volkman. *Landscapes in History*. 568-570

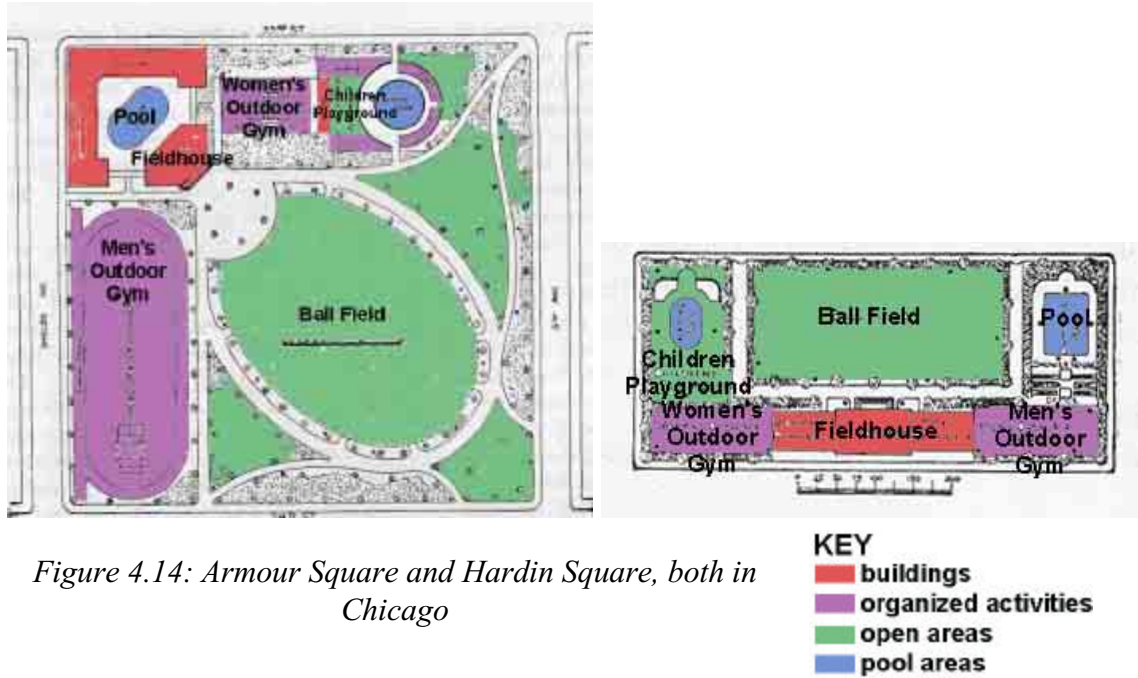


Figure 4.14: Armour Square and Hardin Square, both in Chicago

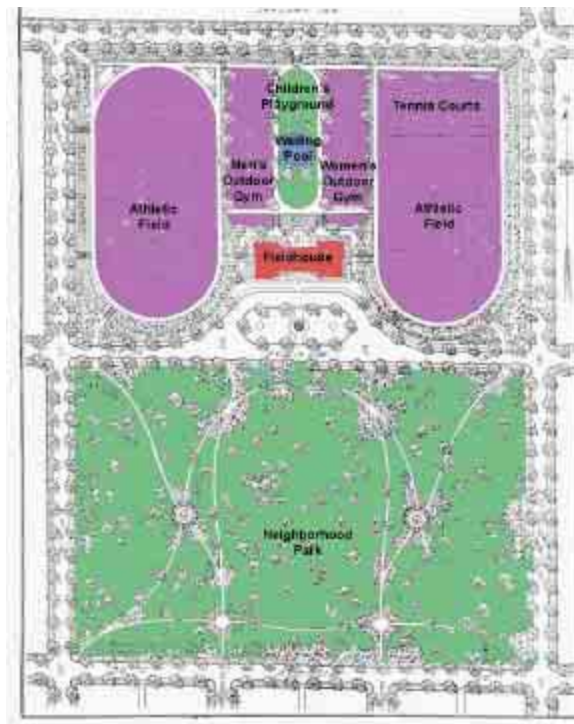


Figure 4.15: Minneapolis, Minnesota, An excellent example of combining a neighborhood playfield with a neighborhood park

The recreation parks, designed later in the movement with trees and shrub plantings, drew more people into their cities. Henry S. Curtis said, “The playground has

contributed to the efficiency of the city by making it a desirable place to live and work.”⁷⁵

He also said that the playground movement had made it difficult to sell residential and commercial property in areas where such facilities were lacking. The playground/recreation park had affected the physical design of the city. But most important to the movement, according to Curtis, were the far-reaching social effects of recreation facilities.⁷⁶

A National Organization Supporting Playground/Recreation Parks

By 1905 the movement to organize urban playground/recreational opportunities had slowed. The movement for compulsory mass education resulted in a dramatic increase in taxation, and city officials were reluctant to ask citizens to support playground construction, supervision, and maintenance. Also, there was disagreement about the mitigating effects of playgrounds on crime. When it came to allocating their own funds, not everyone believed that the research proved parks lowered delinquency.

The play movement had not been able to sustain itself within individual cities or to move beyond local roots to establish a national organization. Nor had play organizers been able to persuade citizens to support year-round play facilities. By 1905 only twenty-four cities in the United States operated a total of eighty-seven playgrounds, and most of these were open only during the summer.⁷⁷

Some reformers argued that the play movement would languish unless an adequately funded national organization was created to mobilize support for publicly financed playgrounds. In their view, it was foolhardy to advocate the organization of

⁷⁵ Henry S. Curtis, “Does Public Recreation Pay?” *American City*, VIII (February, 1913), pp.144-45, in Finfer, *Leisure as Social Work*, 174.

⁷⁶ Ibid.

⁷⁷ Mero, *American Playgrounds*, 247.

children's play without knowing how many children in which cities lacked adequate parental supervision and neighborhood play facilities. These reformers needed reliable data about the social composition, recreational needs, and financial resources of every American city. A national playground association was also needed to lobby for government financing of play facilities and to tap the economic resources of wealthy individuals and corporations.⁷⁸

In the spring of 1906 an organizational congress was held in Washington, D.C. The participants agreed to call their organization the Playground Association of America (PAA). The following year PAA delegates gathered in Chicago to work out the details of organizing a national playground movement and to elect officials.⁷⁹



Figure 2.16: The Organizers of the Playground Association of America (Cavallo, Muscles and Morals, 1981)

The delegates declared that the purpose of the PAA was to secure for urban children “their natural birthright – play,” under the auspices of “elevating leadership.” In an amendment to the PAA’s “statement of purpose” Gulick added:

⁷⁸ Cavallo, *Muscles and Morals*, 33.

Dependency is reduced by giving men more for which to live. Delinquency is reduced by providing a wholesome outlet for youthful energy. Industrial efficiency is increased by giving individuals a play life which will develop greater resourcefulness and adaptability. Good citizenship is promoted by forming habits of co-operation in play. People who play together find it easier to live together and are more loyal as well as more efficient citizens. Democracy rests on the most firm basis when a community has formed the habit of playing together.⁸⁰

The PAA later changed its name to Playground and Recreation Association of America to indicate more adequately the scope of its work, which was to promote normal, wholesome play and public recreation. The Association was vital in the establishment of year-round recreation systems supported by municipal funds.⁸¹ It also set up its own school and the higher-ranking members of recreational organizations began to obtain advanced degrees in recreation or physical education.⁸²

Transitional Period in Recreation Parks

When the desire to give everyone a playground nearby surpassed staffing abilities in the 1930s, organized recreation could no longer be used to direct the social activities of the community. Playgrounds could be built quickly using both skilled and unskilled labor, but trained leadership did not come so easily and consequently did not keep pace.⁸³ *Recreation Magazine* admitted, “Unfortunately many of our leaders are primarily concerned with providing a ‘smorgasbord of activities’ without regard to quality or purpose.”⁸⁴ Instead of giving careful attention to programming, park administrators now endeavored to expand the physical system.⁸⁵

⁷⁹ Curtis, “How it Began,” *Playground* 25 (1931): 71.

⁸⁰ “The Playground Association of America: Purpose,” *Playground* 4 (1910): 73.

⁸¹ The Playground and Recreation Association of America, *The Normal Course in Play*, 226.

⁸² Cranz, *The Politics of Park Design*, 170.

⁸³ *Ibid.*

⁸⁴ Chicago Park District, Report 1966, 2, in Cranz, *The Politics of Park Design*, 103.

⁸⁵ Cranz, *The Politics of Park Design*, 103.

The exodus in the 1930s of families with children to the suburbs brought with it demand for park services in new areas outside the city. As municipal time and money continued to go toward large recreational facilities outside urban areas, the playground/recreation parks of the late nineteenth century and early twentieth century lost government attention and financial support. Once this happened, the control of many of these parks was lost. Without a play leader, playground infrastructure was abused; and without sufficient funding for maintenance, these parks began to show neglect by the parks departments.

Playground/recreational parks were originally seen as places for “child saving” and later as a “social center” for organized activities to guide adolescents’ and adults’ leisure time in morally productive ways. Once recreation was seen less as an avenue for social reform and more as an answer to the family’s extra leisure time, the inner city playground/recreational parks lost neighborhood and government support.

Conclusion

Organized playgrounds and recreational parks played an important role in American history around the turn of the twentieth century. They helped lower juvenile delinquency, debauchery, and family disintegration by offering a positive alternative for the leisure time of all ages of urban dwellers. One of the important advances in the play movement during this time was the growing recognition of the value of leaders specially trained for the task of supervising and directing playground activities.⁸⁶ These were the people who kept the playground/recreation park operating smoothly. The play leaders became the role models to children and community leaders to the adults.

⁸⁶ Jesse F. Steiner, *Americans at Play*, Arno Press and The New York Times, New York, 1970, 20.

During the thirty-year period of the recreational park movement, the opportunity for play for all ages became not only a special amenity, but an expected part of city living. This park type finally offered an open space “for all people” like F.L. Olmsted Sr. had wished of the Pleasure Ground parks. Open space, especially with grass and trees, was a welcome opposite to tightly packed tenement housing in large cities or the closely built houses on small lots in medium density cities. These parks not only lowered crime rates, addressed health issues, and educated immigrants to understand American ideals, but also made each city a more desirable place to live and work by changing the structure and function of its urban design.

In many cities, examples of the playground/recreation park still exist. Because of the lack of funding, many are deteriorated. Others have had continuous changes in layout or play/recreation equipment throughout their history. Shelby Park, as seen in chapter three, has been minimally maintained without any dramatic changes for the last twenty years.

From the late nineteenth century through the early twentieth century, Louisville, Kentucky, had a series of mayors who believed that parks made cities desirable places to live and work. In *Louisville’s Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory*, it is written, “It is Louisville’s wonderful parks, parkways and scenic open space that leave a lasting impression on the City’s residents and visitors.”⁸⁷

⁸⁷ Louisville Friends of Olmsted Parks, *Louisville’s Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory*, 1988.

CHAPTER 3

SHELBY PARK, LOUISVILLE, KENTUCKY

Louisville Parks: A Story of Growth 1890-1938

Louisville, a mid-size city along the Ohio River in Kentucky, pioneered in the development of parks and recreational facilities. The city's first Board of Park Commissioners was created under the legislative act of 1890. From 1891 to 1906 Louisville completed three large public parks designed by Frederick Law Olmsted Sr. and located in each sector of the city: Cherokee Park in the east end, Shawnee Park in the west end, and Iroquois Park in the south end. Each park was designed in a manner consistent with its natural topography and ecology. The entire system was linked by a series of tree-lined parkways reserved for pleasure driving, bicycling, horseback riding, and leisurely strolls.¹ These parks were examples of the early Pleasure Grounds Era of park design. They were great places for picnics or leisurely walks; however, they were not designed for energetic children ready for play.²

By 1901, five years before the national organization, the PAA, was formed, the Recreation League of Louisville had begun experimenting with playgrounds and recreational parks. The first annual parks report published in 1903 suggested to the Board of Park Commissioners, "that the model playgrounds at the Triangle be completed and equipped according to the plan already adopted by the board, that much enlarged equipment be provided in Boone and duPont Squares, that Baxter Square be made a

¹ Louisville Friends of Olmsted Parks. Louisville's Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory. September 1988.

² Louisville Parks: A Story of Growth. 1890-1938.

playground. These suggestions were at once adopted by the Board of Park Commissioners.”³

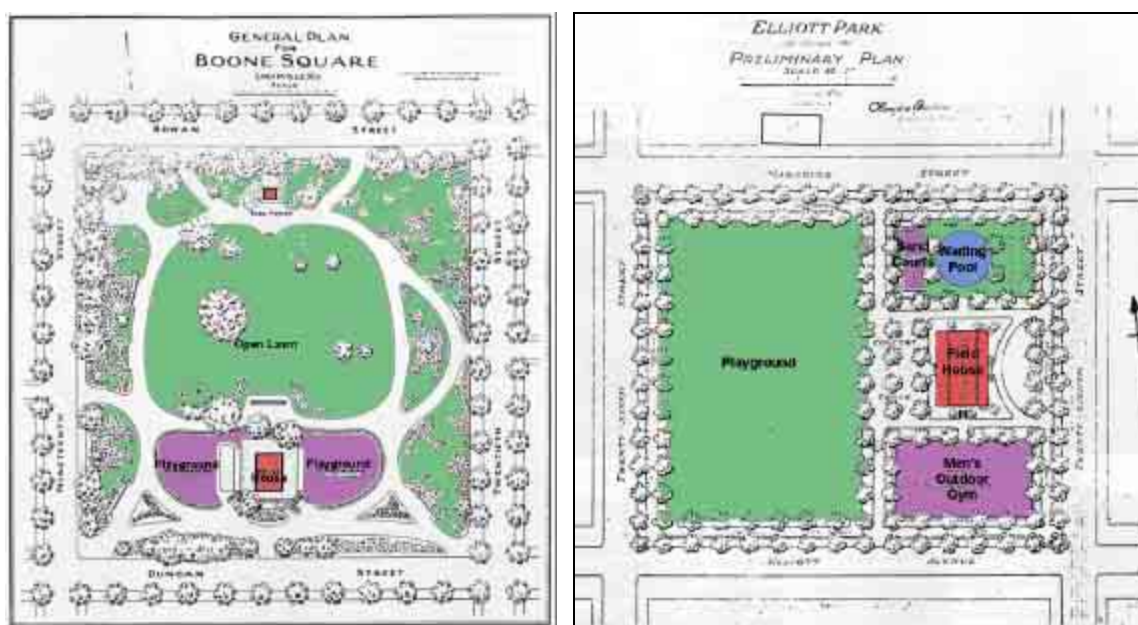


Figure 3.1: Boone Square and Elliott Park, both designed by the Olmsted Brothers during the recreation movement of the early 1900s in Louisville. Both include an open area and areas for organized recreation. Both have trees lining most of the walks. Boone Square uses a curvilinear path system while Elliott Park includes right-angled pathways. (Louisville Friends of Olmsted Parks, Louisville's Olmstedian Legacy, 1988)

In the same report, thirteen playgrounds were listed with their attendance by weeks for a ten-week summer season. That year 258,773 children were in attendance⁴ showing Louisville's youth took advantage of their new recreation opportunities. Thus the training and socialization of the city child through play had been launched in Louisville. In comparison, it was not until 1902 that New York City assumed responsibility for the nine playgrounds started by the Outdoor Recreation League. In Chicago, the initiative to design ten new playgrounds and parks did not begin until 1905.

³ Ibid.

⁴ Ibid.

Louisville did not have the population of cities like New York or Chicago, but its leaders had the foresight to understand the importance of playgrounds and parks located within areas of the highest density in a city. They further understood that cities with better park systems attract more people and big businesses. Louisville's leaders were looking to their future and planning a city park system that would address existing social problems while creating a more livable city.

Olmsted in Louisville

Louisville's Olmstedian Legacy: An Interpretive Analysis and Documentary

Inventory, a report written by the Friends of the Olmsted Parks in Louisville, states that:

It is Louisville's wonderful parks, parkways and scenic open space that leave a lasting impression on the City's residents and visitors. And it is by plan that these parks, parkways, schools, estates and institutions touch almost every part of the city. From the large regional parks-Shawnee, Iroquois and Cherokee-to the educational and religious institutions, Louisville's historic landscape are integrated into the body of Louisville. Louisville is fortunate to have preserved a fair portion of this important urban amenity.

The report also analyzed the local small parks designed by the Olmsted firm as:

executed after the turn of the century, the company's actual involvement in such projects began with the initial contract in 1891. What is particularly notable about these works is their formality – in sharp contrast to the larger parks, especially Cherokee and Iroquois. The plan for Boone Square (1892), depicts interior walkways, playgrounds, benches, and border plantings in an almost symmetrical arrangement.⁵

The tendency toward formalism in creating small urban parks continued into the twentieth century and was most dramatic in several inner city community parks that combine a greater variety of recreational facilities and landscape elements. The report continued:

⁵ Louisville Friends of Olmsted Parks, *Louisville's Olmstedian Legacy*.

Thirteen-acre Tyler Park (1906) demonstrates a high degree of formalism, with more active recreational facilities concentrated on the eastern side while the western half is devoted to more passive use. Perhaps the most extreme formalism is demonstrated in Shelby Park (1907), a seventeen-acre tract whose neoclassical design is consistent with the Beaux Arts-style Shelby Park Branch Library, which occupies the park site. Olmsted Brothers' precisely arranged plan includes a wading pool; mens' and womens' outdoor gymnasiums; a field house; a playground for small children; basketball and tennis courts; and a bandstand set in a concert grove, with the entire facility accented by a detailed border planting scheme.⁶

In addition to their formalism, the designs of Central Park, Tyler Park, and Shelby Park indicate that “the younger Olmsteds were increasingly responsive to public demand for space for active recreation, something of a departure from the elder Olmsted’s concentration of space for passive activity and contemplation.”⁷



Figure 3.2: A map of Kentucky with a circle around the city of Louisville

⁶ “Metro Parks, Olmsted Parks,” Metropolitan Parks & Recreation Department Brochure; Olmsted Brothers, Plans of du Pont Square (Central Park) and Shelby Park, Jefferson County Office of Historic Preservation & Archives, Louisville, Ky.; Carl E. Kramer, *Old Louisville: A Changing View* (Louisville: Old Louisville Neighborhood Council, Inc., 1982), 16,17, in *Louisville’s Olmstedian Legacy: An Interpretive Analysis and Documentary Inventory*. 1988.

⁷ Louisville Friends of Olmsted Parks, *Louisville’s Olmstedian Legacy*.

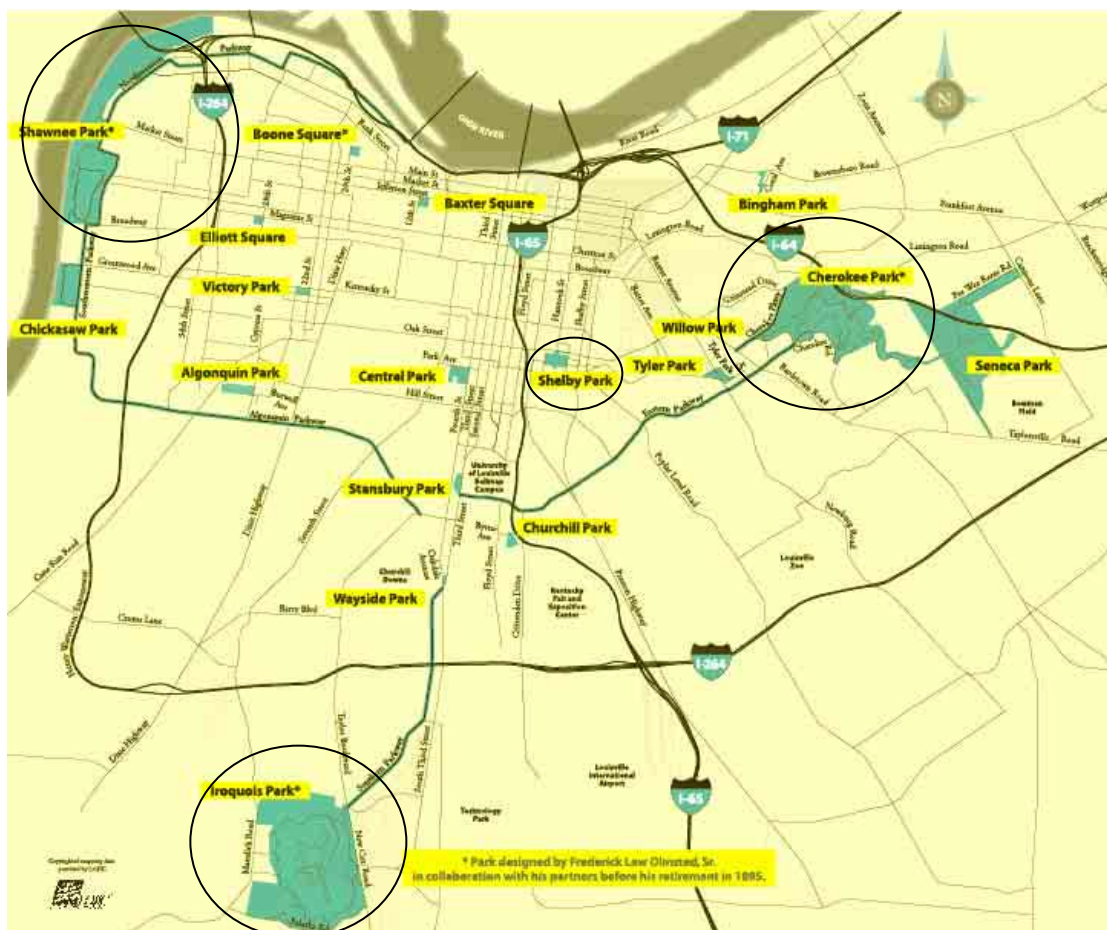


Figure 3.3: This map shows all the Olmsted Parks in Louisville, Kentucky. The circles include the three large flagship parks, which were designed by Frederick Law Olmsted in collaboration with his partners before his retirement in 1895. The smaller, centrally-located circle shows the location of Shelby Park within Louisville.

Shelby Park History

The landscape of Shelby Park has evolved over many years. At the turn of the twentieth century, the land was an undeveloped Commons. The Sandborn Map from 1905, seen in Figure 3.4, shows the early houses located within the northern and southern halves of the three partial blocks on which Shelby Park was built.

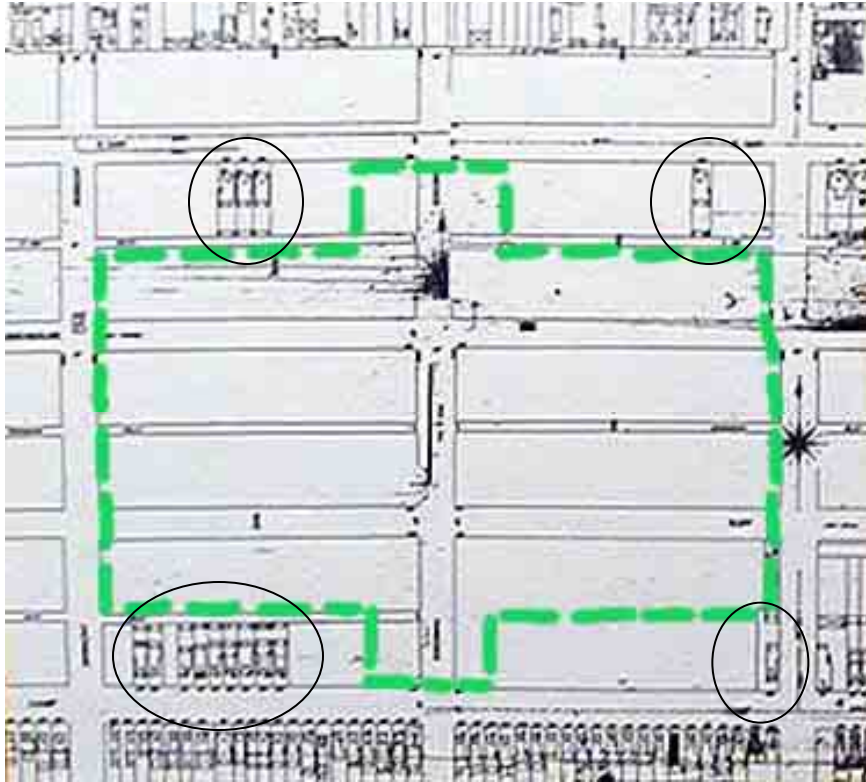


Figure 3.4: Sandborn Map from 1905 with the outline of Shelby Park. This map shows existing housing that gave Shelby Park its odd shape and even more abnormal situation of becoming the “backyard of many homes.”



Figure 3.5: Shelby Park Neighborhood boundaries

Shelby Park is located in the central section of Louisville. Bounded on the north by Oak Street, on the south by Camp Street, on the west by Jackson Street and on the east by Clay Street, it consists of 17.4 acres of flat land purchased by the Board of Park Commissioners between 1907 and 1909.⁸ In 1906, Mayor Barth strongly favored the creation of the park and hoped a Carnegie library could be included in the project. On August 25, 1906 the *Courier-Journal* reported what Mayor Barth said on the subject:

Few people realize fully the need of a park in that section of the city. The surrounding neighborhood is thickly settled with men who have families. For the most part they have little space for breathing, as the houses are close together. It is close to the great residence of men who work in factories and who have big families. They have no park within their reach. If they desire to make use of a playground they must go to Central Park or to Cherokee, and both are too far away.⁹

In 1907, Mayor Barth personally bought and held 11.4 acres until the Board of Park Commissioners was ready to act. In July of 1908, the city of Louisville added 4.2 acres to the park by closing parts of Hancock, Guendaline and Rupp Streets. An additional acre was added by two individual families to make Shelby Park just over 17 acres.

In February of 1907 John Charles Olmsted visited the land that would be Shelby Park. As the neighborhood continued to fill with small working people's houses, Olmsted believed the present site was too small to accommodate future growth. One month later, the Olmsted Brothers' office sent three proposed plans for "Caldwell Playground," as it was originally called, to the Parks Commission. In correspondence to an employee, Olmsted wrote that plan number seven was adopted and that the name should be changed to "Shelby Park" after Kentucky's first governor, Isaac Shelby.

⁸ Diane Shelton. "The Establishment of Shelby Park." University of Louisville student paper. 8/12/85.

⁹ "Mayor Plans Larger Park," *Courier Journal*, 25 August 1906.

In January 1908, a letter from Morris Belknap, [on the Louisville Parks Commission] to the Olmsted office was written informing them of the status of the construction in Shelby Park. The letter listed: 1) no buildings have been erected, 2) no seats have been erected, 3) no trees along Jackson, Clay, and Oak Streets have been planted, 4) 100 sugar maples have been planted along the southern border from Jackson to Clay Streets and along half of the northern border, and 5) barberry and japanese globe flower had been heeled in at Shelby Park.¹⁰

In August of 1906, Mayor Barth asked the residents of the neighborhood to purchase and donate to the city approximately 200 feet of land on Oak Street for its own branch library.¹¹ In establishing branch libraries, it was necessary for the citizens to provide the site.¹² On September 25, 1906, there was a mass neighborhood meeting in which everyone was asked to pay \$2.00 for an inch of ground. The library board accepted deeds to two 25-foot lots of land on each side of Hancock in December of 1908, making the library property 100-feet by 120-feet. The Board was concerned that the alleys would need fences and shrubbery to hide the outhouses, so they purchased 100-foot frontages on Oak Street and 150-foot fronting Camp Street to provide a buffer. This gave both the north and the south frontages of the park 210 feet.

The Shelby Park Library was completed in March 1911 at a cost of \$26, 234.95 for the building and other furnishings.¹³ Designed by Arthur Loomis, and seen in Figure

¹⁰ Correspondence from the Olmsted Papers located in the Library of Congress, Job #1273, Olmsted Associates Records, Series B.

¹¹ "Mayor Wants People of Germantown to Donate Ground for Site," *The Louisville Times*, 30 August 1906.

¹² Shelton. "The Establishment of Shelby Park."

¹³ Ibid.

3.6, it is built entirely of stone in the second Renaissance Revival style. The library formally opened on March 27, 1911.¹⁴

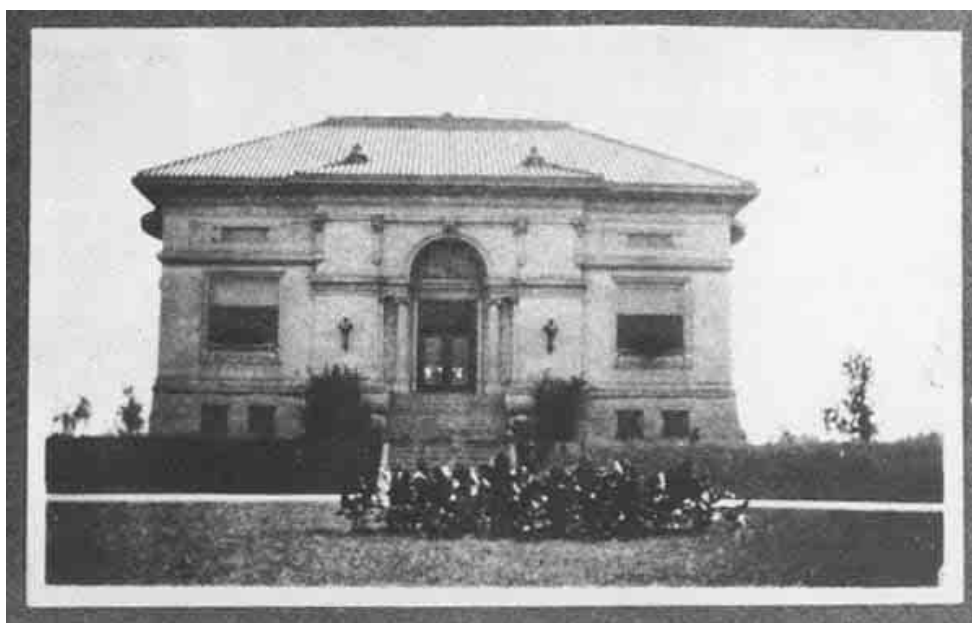


Figure 3.6: Shelby Park Branch Library in its opening year: 1911 (University of Louisville library)

When completed, Shelby Park became a popular place very quickly, regarded by many as one of the most patronized of any of Louisville's urban neighborhood recreation parks. Perhaps this was because it was located in a densely settled district and because of its varied attractions. By 1910, tennis tournaments and track meets were held in the park. In that same year, over 1,000 spectators attended a meet of Shelby Park and Neighborhood House runners in the park.¹⁵

By 1918, Shelby Park contained tennis courts, a running track, a variety of playground apparatus, a refectory, a shelter house and a wading pool.¹⁶ That same year, the War Recreation Board proposed building a large in-ground pool where the wading

¹⁴ In 1980, the Historic Landmarks and Preservation Districts Commission nominated the Shelby Park Branch Library to the National Register of Historic Places, and approval came in December of that year

¹⁵ Yearbook of the Board of Park Commissioners for fiscal year ending 31 August 1918. (Louisville 1918)

pool was located. The neighborhood strongly protested the pool. At a meeting in April of 1918, one neighbor stated, “ The building of the pool would take the wading place from the children and would substitute a solid concrete reservoir that would look more like a prison wall.” Another person at the meeting said, “ 95 percent of the people around Shelby Park oppose the building of the swimming pool.”¹⁷

Ben. S. Washer, member of the Park Board explained the advantages of the pool, saying it, “would prove a pleasant place of recreation for the soldiers of Camp Zachary Taylor this summer. There could be no more desirable men about a neighborhood than the soldiers, and the use of the pool would be so safeguarded by rules and regulations that objectionable outsiders would not be able to get in the park.”¹⁸

When the swimming pool opened on July 27, 1918 with a \$4,000 donation from the War Camp Community Board, it became the city’s largest municipally owned swimming facility. The pool was circular and had a diameter of 160 feet. Across the center was an eight-foot deep water channel, forty feet wide. The two sections on the outside ranged from three feet to four feet ten inches, where it dropped off into the eight-foot section. A forty-foot by fifty-foot locker building with accommodations for thousands of bathers adjoined the pool.

¹⁶ Ibid.

¹⁷ “Hear Protest Against Pool,” *Courier Journal*, 16 April 1918.

¹⁸ Ibid.



*Figure 3.7: Shelby Park Swimming Pool built in 1918 with financial help from the War Camp Community Board, probably opening day.
(University of Louisville library)*



Figure 3.8: Shelby Park Pool (University of Louisville Library, date unknown)

The charge for the use of the pool, including bathing suit and bath towel, was 25 cents for civilians and 15 cents for soldiers.¹⁹ The pool's first season ended on September 24, 1918. In a period of seven weeks 21,222 persons used the pool: 12,185 civilian men, 3,833 women and 5,104 soldiers. The gross income was \$4,797.80. After operation expenses of \$1,655.11, the pool netted a profit of \$3,142.69.²⁰ Even though ninety-five percent of the community was against the building of the pool, it was a success.

Preparing for the pool's second season, Mayor Smith announced \$2,000 worth of improvements done in Shelby Park to remodel the shelter house. According to "Come On In, Water's Fine," an article from the *Courier Journal* on June 17, 1919, Mayor Smith was quoted, "A city is judged by its parks more than by its factories. The fact that Louisville is constantly extending its park system and is building or remodeling recreative conveniences is an indication of the people's desire to make this city beautiful." The article continued, "Mayor Smith attaches much importance to small parks, which he says may be utilized at odd moments as spots for 'relaxation for the old and recreation for the young.'" ²¹

¹⁹ Diane Shelton. "The Establishment of Shelby Park." University of Louisville student paper. 8/12/85.

²⁰ Ibid.

²¹ "Come On In, Water's Fine," *Courier Journal*, 17 June 1919



Figure 3.9: Swimmers in Shelby Park (University of Louisville Library, date unknown)



Figure 3.10: Swimming at Shelby Park (University of Louisville Library, date unknown)



Figure 3.11: Shelby Park's representative in the "Body Beautiful Contest" to find a queen for the National Men's Outdoor Swimming and Diving Championships in 1938.

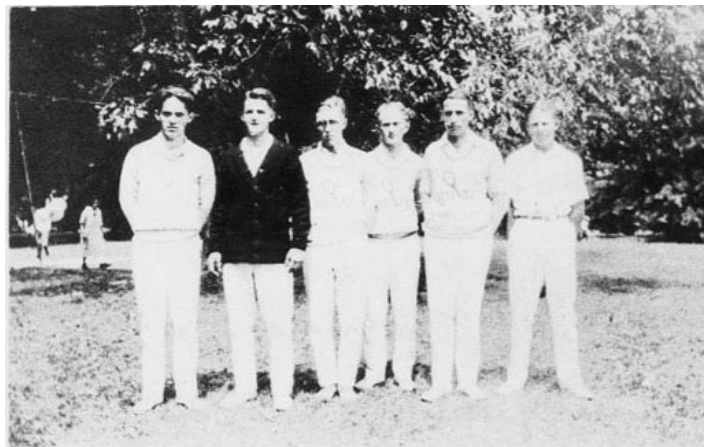


Figure 3.12: State Champion Tennis Team from Shelby Park. (year unknown)

Between 1910 and about 1970, Shelby Park was busy with recreational and social activities. There were dances, tennis tournaments, baseball games, festivals, pageants, carnivals, swimming lessons, and many more activities associated with the park. At some point, the festivals, the tennis tournaments, and most organized activities stopped. As the organized group activities stopped, the constant flow of people in the park also

stopped. As this happened, the care and attention by the Parks Department went down. As maintenance levels and park usage went down, the perceived safety quickly followed. It is uncertain when Shelby Park lost its “play leader.” It was probably due to funding problems during the war, or in the 1930’s when people started moving to the suburbs and parks outside the urban core were needed. Whenever it happened, it had to have a negative effect on Shelby Park.

Over the course of just under 100 years, Shelby Park has gone from an empty field to a park full of activity and life to an open green space with a few organized sports courts, a playground and an old library building that is highly underutilized by the community it was built to serve.

In the fall of 1999, the Jefferson County Board of Education proposed almost half of Shelby Park as the site for a new elementary school. The fact that a small group of neighbors who had lived in the area for over 50 years supported this action shows how bad the neglect by the Parks Department had become. When asked why she supported the new school in Shelby Park, Ella Roberts, Shelby Park Neighborhood Association President, said no one seemed to want to take care of it, and maybe the school would have the resources to keep what was left of the park, after their buildings and parking lots were built, clean and safe for the rest of the neighborhood. She was also for the amenity of a gymnasium that would be part of the school during the day and open for neighborhood children and adults at night and throughout the summer.

Another group of neighborhood residents strongly opposed the idea of a school facility taking over part of the little open green space left directly outside downtown Louisville. These neighbors formed a group to save the park and they called themselves

Save The Olmsted Park, or better known as S.T.O.P. They called neighborhood meetings and met with Parks Department representatives, aldermen, and finally the Mayor.



Figure 3.13: S.T.O.P. members at a rally to save Shelby Park (Louisville newspaper, between summer of 1999 and spring of 2000)



Cindy Weber spoke during the rally, which was organized by the STOP — Save The Olmsted Park — Coalition.

Figure 3.14: S.T.O.P. members at a rally to save Shelby Park (Louisville newspaper, between summer of 1999 and spring of 2000)

In March 2000, the ruling of “No school in Shelby Park” was announced. The Mayor, Jerry Abramson, followed this decision with an advisement to the Parks Department to take better care of the park. Along with his advice, he offered \$100,000 to the Louisville Olmsted Parks Conservancy for improvements in Shelby Park if they would match the sum. The Conservancy agreed.

The battle that occurred between the school system and the Shelby Park neighbors is evidence that the park is not fulfilling its original purpose. It was designed to be a place for recreation and socializing for people of all ages and nationalities. People were supposed to feel safe to visit the park that is literally in their backyards. By the year 2000 that was not the case. In a neighborhood survey, 64% of the people reported that better security would encourage more visitations to Shelby Park. Many are scared of perceived gang activity. Before the school scare, the future of Shelby Park as a whole had not been considered. When the school announced the possibility of taking over half of the park, the community and the Parks Department realized how important Shelby Park is as a complete seventeen-acre unit. This is where this study began. The summer of 2000 was filled with historic research, community meetings, neighborhood surveys, and park-user surveys. Many drafts of a new Master Plan were produced. At the last meeting with the neighborhood in August 2000, a preliminary plan was presented and discussed. Those present were asked to prioritize the general changes the plan offered.

The Original Shelby Park Design

In 1907, three plans were created for the different land acquisition possibilities for Shelby Park. Two of these plans can be seen in Figures 3.15 and 3.16. Then in 1911, a revised plan was created, as seen in Figure 3.17. With the help of a tree survey of the site

made by Parks Department Landscape Architect Martha Berner and a Presentation Academy student, an overlay was made comparing existing trees and original Olmsted Brothers plans. An as-built plan was either never produced, not saved, or misfiled. So, without the tree overlay, the implemented plan may not have been identified. The diagonal path pattern on the western half of the plan and an oval pattern on the southeastern part of the plan helped to determine that the 1911 plan must have been the one implemented.

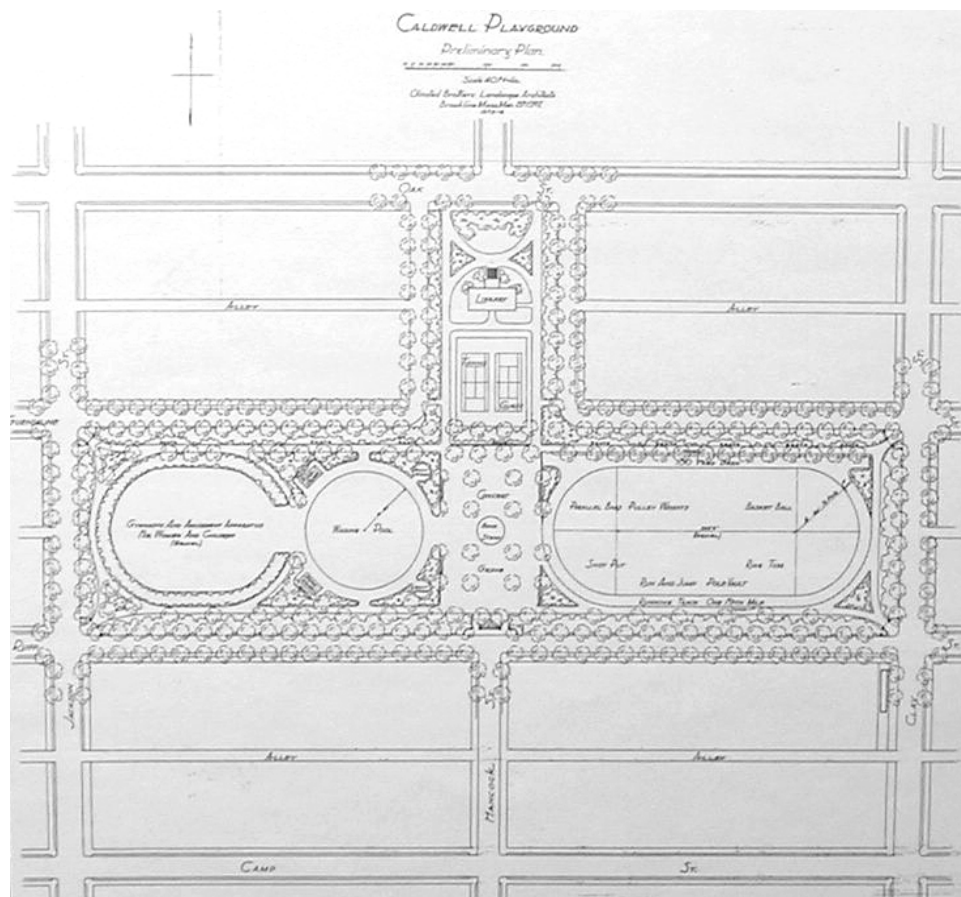


Figure 3.15: 1907 plan for Shelby Park -Plan #6

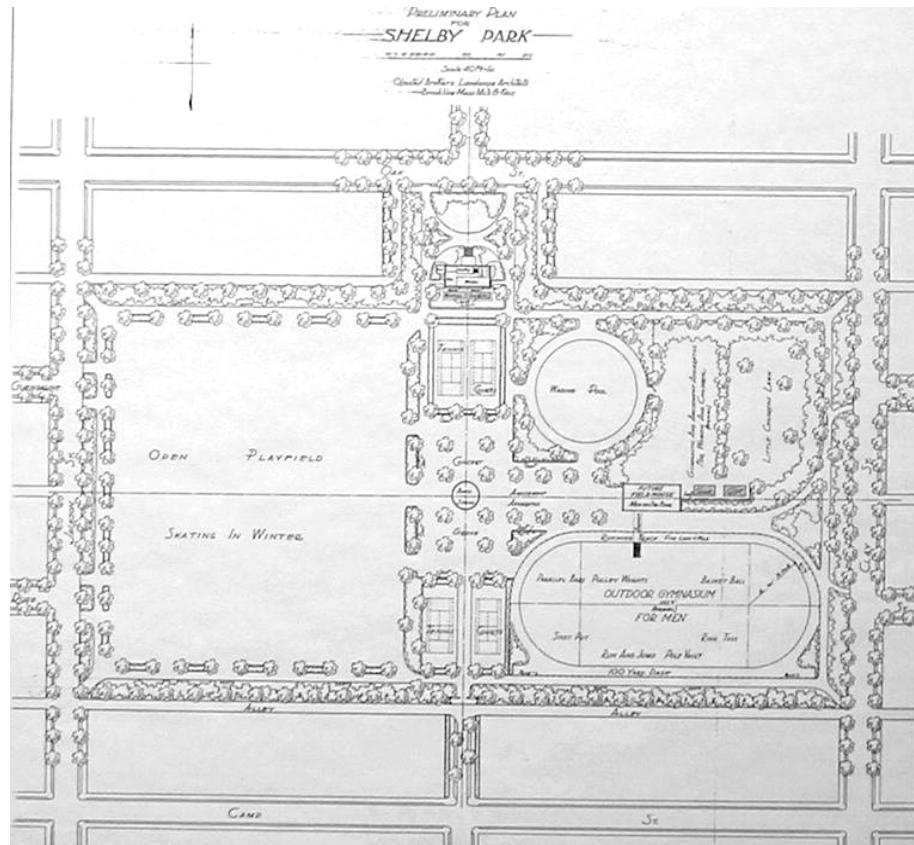


Figure 3.16: 1907 plan for Shelby Park-Plan #7

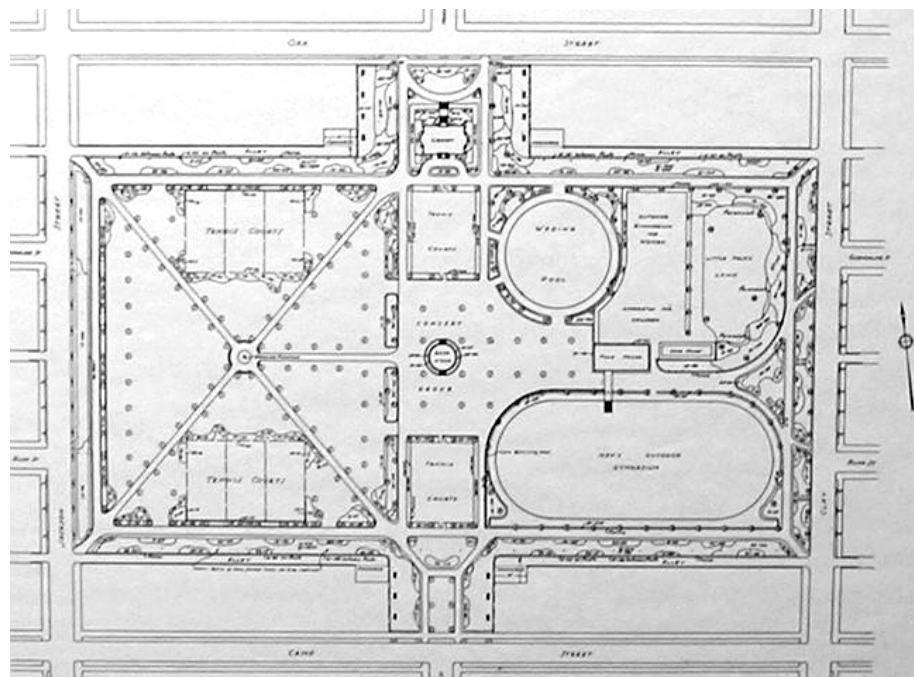


Figure 3.17: 1911 revised plan

Figure 3.18 numbers all trees located in Shelby Park. Those trees with a diameter of greater than twenty inches at breast height (abh) are believed to be those originally planted from the 1911 plan. These trees are shown in color-coded dots on the map. The x-pattern on the western half, the oval pattern on the southeastern quadrant, and the perimeter plantings can be recognized easily. The tree species include mostly oaks and maples.

Landscape Characteristics of the 1911 Plan

Landscape characteristics refer to the “tangible and intangible aspect of a landscape that characterize the appearance of a landscape and aid in understanding its cultural value.”²² Figure 3.19 shows the 1911 plan for Shelby Park. The landscape characteristics include spatial organization, circulation, vegetation, water features, organized play areas, spontaneous play areas, buildings, and site furnishing.

Overall, it is the arrangement and the interrelationship of these landscape characteristics as they existed during the period of significance that is most critical to consider prior to treatment.²³

²² Robert R. Page, Cultural Landscape Inventory Professional Procedures Guide, U.S. Department of the Interior, National Park Service, Washington, D.C. 1998. 25.

²³ Guidelines for Treatment of Cultural Landscapes, 1996, 15.

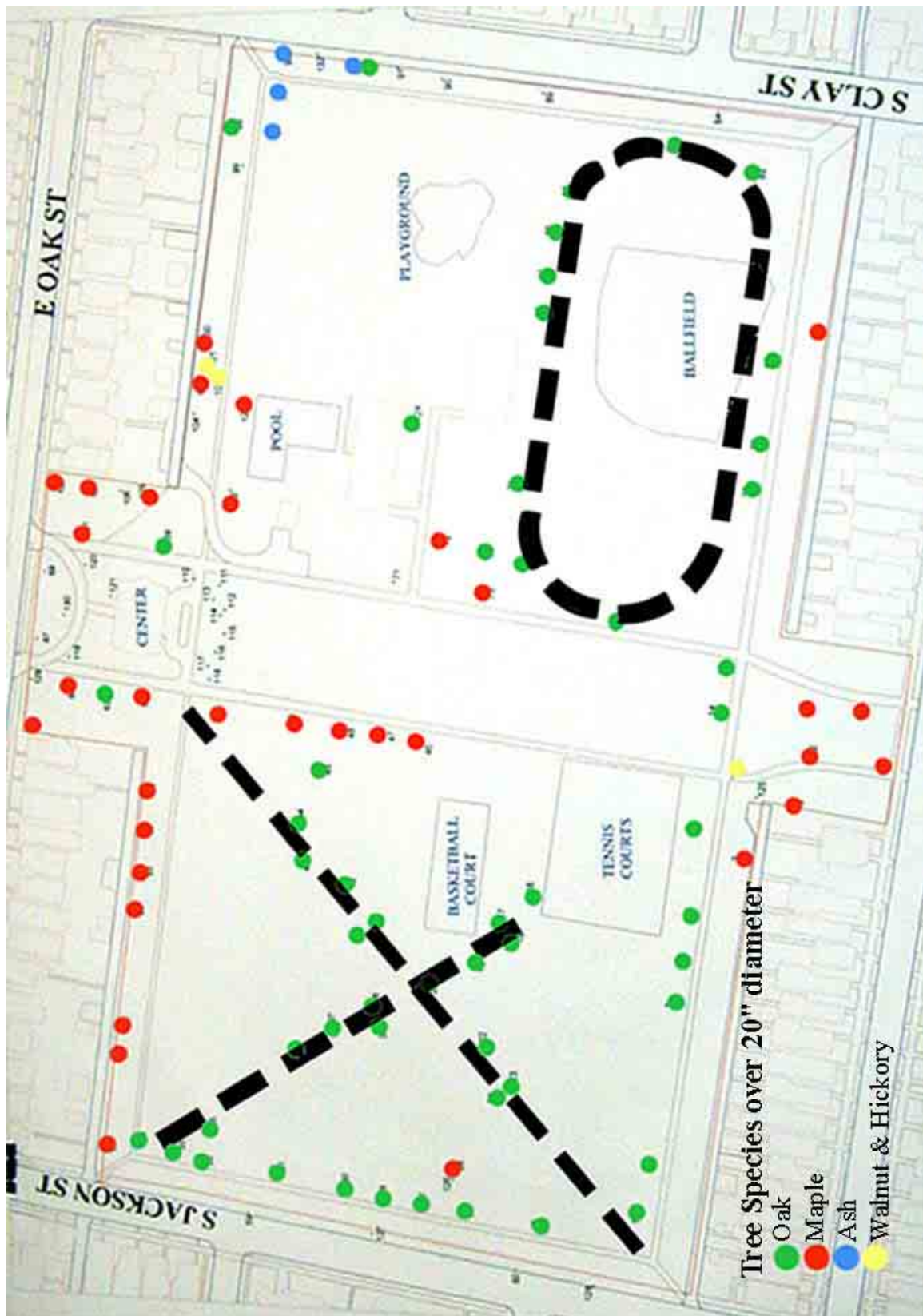


Figure 3.18: Tree Survey used to decide which plan was implemented

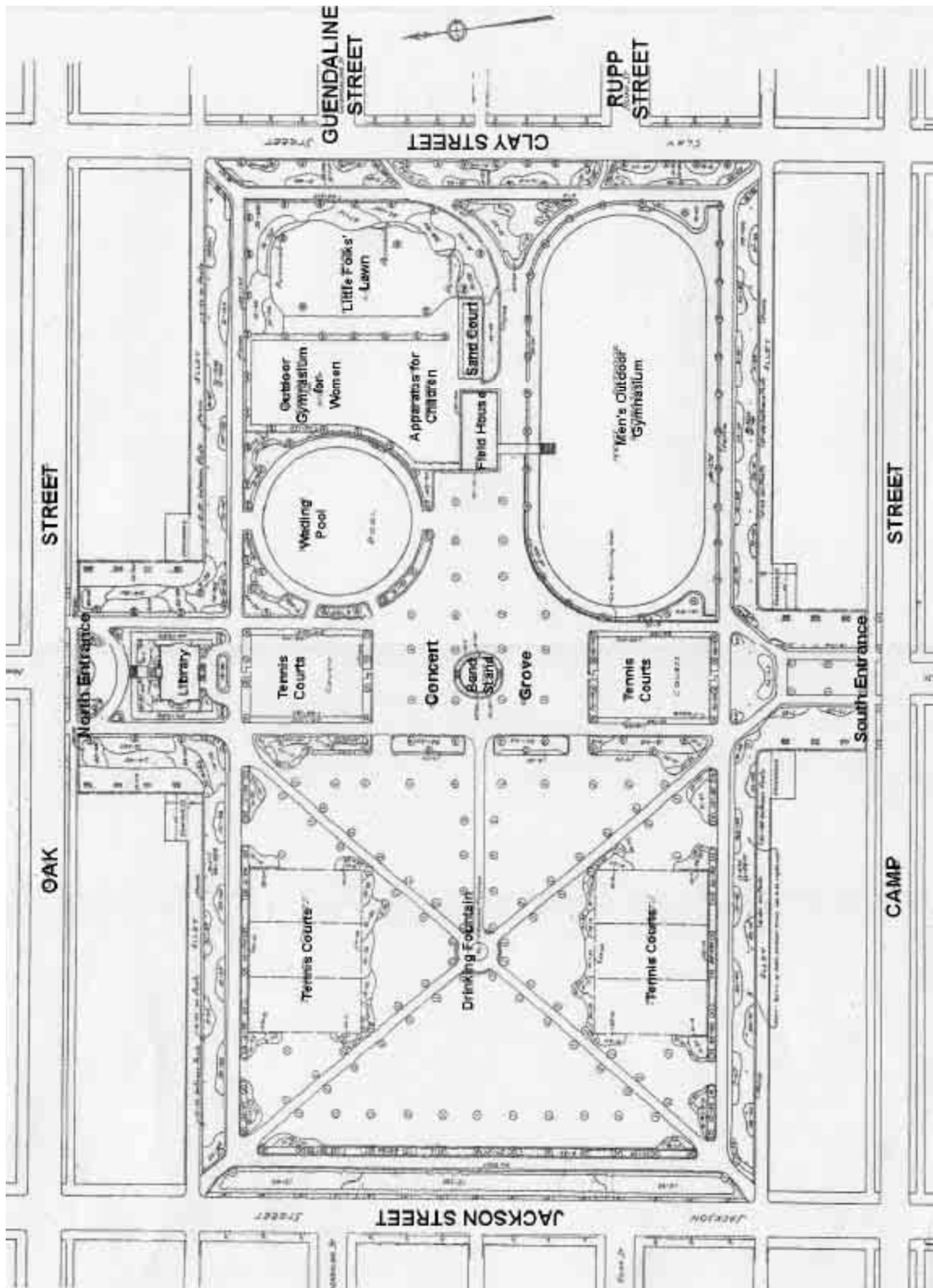


Figure 3.19: 1911 revised plan for Shelby Park. After close analysis, this plan appears to be the one used in construction of the park.

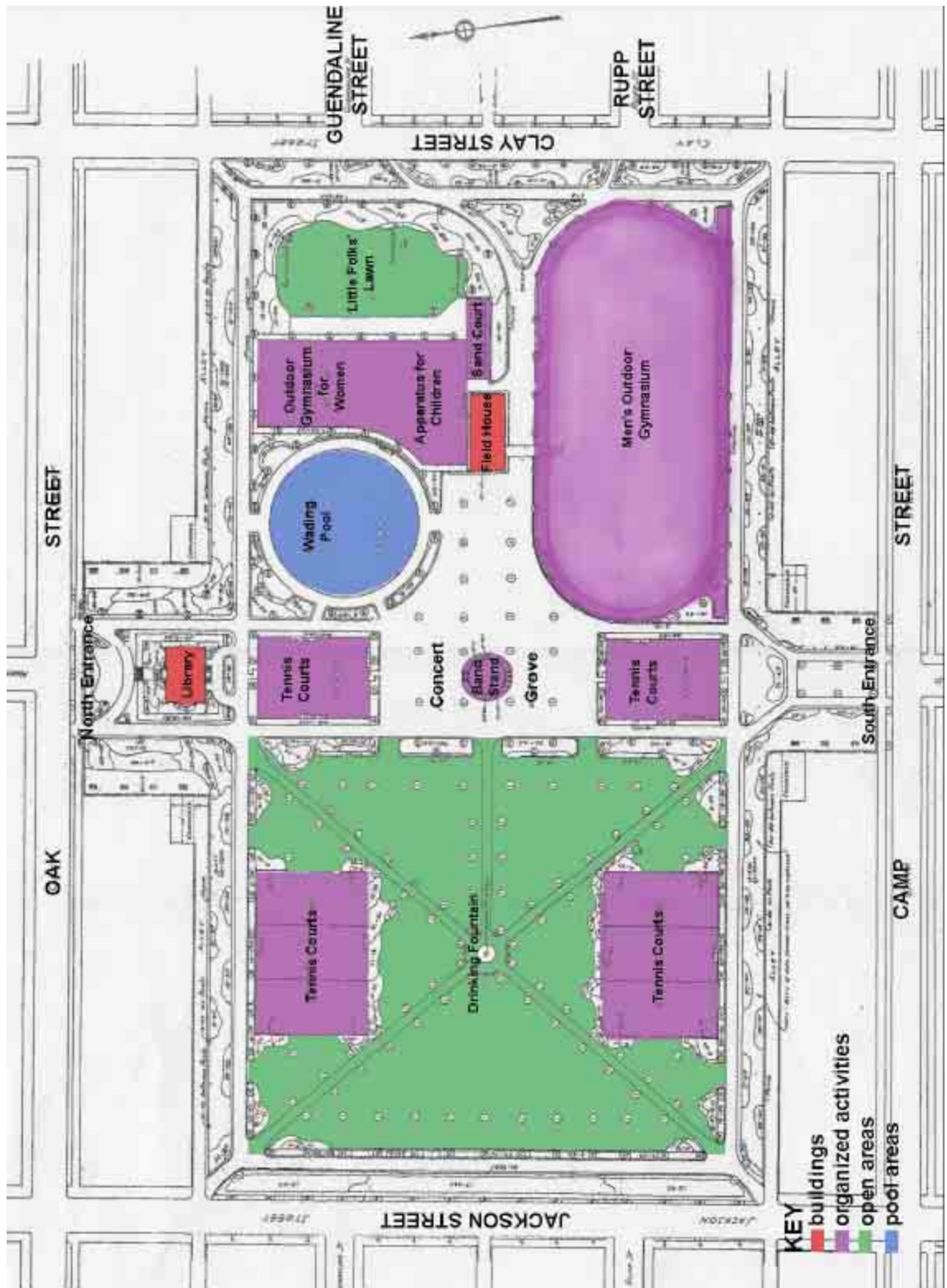


Figure 3.20: 1911 revised plan showing different park areas

Spatial Organization: Shelby Park was designed as a rectilinear park. It had a major central north/south axis with the library building located on the northern end. At the center of this axis was a concert grove with a band stand and just to the south of the concert grove were two tennis courts. The axis separated the organized/programmed activity area on the east from the passive/spontaneous activity areas on the west. J. C. Olmsted's words were, "The main axis should be developed to divide the open playfield from the areas devoted to special purpose."²⁴

The north/south boundaries of the park were the backyards of adjacent neighbors. Between the park and the backyards were dead end alleys. In correspondence from the Olmsted firm, their ideas for hiding the alleys and the backyards included this description:

We believe it would be feasible to erect a high fence along the alley, having the lower portion (seven to eight feet) solid with lighter construction (three to four feet) high above it. This fence when thoroughly covered with japanese honeysuckle would form a beautiful screen so there would be no view of backyard fences, chicken houses, clothes drying, or outhouses. In addition to vine-covered fences, there would be shrubs and trees.²⁵

Another letter from a Louisville Park Commissioner to Olmsted reads, "We are prepared to plant the entire boundary. A good many strong roses will be necessary to avoid the misuse of the plantation at this playground, nothing else will protect the shrubs."²⁶ The boundaries of the park on the east and west sides of Clay and Jackson Streets were more typical park edges with house fronts toward the park. Street trees were to be planted along both sides of Clay and Jackson Streets where they meet the park.

²⁴ Correspondence from the Olmsted Papers located in the Library of Congress. March 7, 1907.

²⁵ Correspondence from the Olmsted Papers located in the Library of Congress. February 20 1908.

²⁶ Correspondence from the Olmsted Papers located in the Library of Congress. March 6, 1911

Organized activities/play areas: The design for the east half of the park included ten tennis courts, a wading pool in 1911, which changed to an in-ground pool in 1918, a Little Folks' Lawn with a turf base and a sand box, a Women's Outdoor Gymnasium, and a running track with the Men's Outdoor Gymnasium located on the interior of the track. The Women's Outdoor Gymnasium had a hard gravel base and included a basketball court, adult gymnastic apparatus, and apparatus for children. The children's apparatus included giant stride, seesaws, a merry-go-round, and slides. Located between the Little Folks Lawn and the Women's Outdoor Gymnasium were baby swings, teeter-totters, and more seesaws. The Men's Outdoor Gymnasium had a hard gravel base and included large adult gymnastic apparatus, parallel bars, an outdoor horse, an outdoor buck, a jump and pole vault area, two giant stride areas, and basketball. Correspondence in October 1911 tells that, "there is a bunch of gymnastic apparatus in the Men's Outdoor Gymnasium, but nothing in the Women's."²⁷ Another letter from June 1912 tells that the play apparatus and the tennis courts had been implemented.²⁸

Passive activities/Spontaneous play areas: Other than the six tennis courts, the western half of the park was designed for passive recreation or spontaneous play activities. The perimeter and cross-paths were lined with trees to shade a large part of this half of the park. It is not certain from the plans what type of base was used for this area of the park. Most likely it was what the Olmsted firm referred to as "hard gravel" to encourage activity in the park.

²⁷ Correspondence from the Olmsted Papers located in the Library of Congress. October 23, 1911.

²⁸ Correspondence from the Olmsted Papers located in the Library of Congress. June 24, 1912.



Figure 3.21: One of the festivals in Shelby Park included children dressing up and pretending to get married

Circulation: The plan had a sidewalk around the perimeter of the site, two north/south parallel paths down the center of the site, creating a pedestrian mall and gathering place between them, diagonal paths on the west side, and a path on the east side to connect all activities. Correspondence from the Olmsted office in June of 1912 told that, “The walks were of cinder with macadam top in.” It also told that, “Paths around the Library are all cement.” Vehicles were not included in the plan for Shelby Park. Dead-end alleys separated the Park from those whose backyard adjoined the Park. Long debates occurred over the alleys terminating instead of turning and exiting on Oak and Camp Streets. The Olmsted firm strongly disputed this terminus, but in the end, the Parks Commissioners never found the money to purchase the land and finish the alleys.

The north entrance on Oak Street was the most formal of all entrances with the Shelby Park Branch Library facing this street. There was also a less formal south entrance on Camp Street. Four additional entrances were at the corners of the park on Jackson and Clay Streets.

Vegetation: Canopy trees were planned to line all the park paths. The concert ground was to be filled with equally spaced canopy trees. Canopy trees were planted

around each of the activity areas, especially around and within the Little Folks Lawn. Planting beds lined the perimeter of the park and marked the edges of each activity. These plantings were used to separate “play spaces” throughout the park for each group of users. Plantings were also used in the attempt to hide the alleys, the backyards, and especially the outhouses, from views within the park. As of June 1912, correspondence tells that, “Native shrub plantings along the borders look very thin but seems to be coming. Red maples have been planted along the walks and in the concert grove.”²⁹

The Olmsted office saw this park as a place for hundreds of children to play freely without damage to lawns and plantations, treating the greater part of the ground as a “rough and tumble hard gravel surface.”³⁰

Constructed water feature: The 1911 plan called for a circular wading pool in the northeastern quadrant of the park. In 1918, an in-ground circular pool replaced the wading pool with depths from three feet around the edges to an eight-foot channel down the middle.

Buildings: In 1911, the second Renaissance Revival, Carnegie-endowed Shelby Park Branch Library opened to the community. A two-story field house was planned to be located between the Men’s and the Women’s Outdoor Gymnasiums. The plans called for the ground level to be for women and for men to be on the second floor. This was never built. By October 1911, a one-story building was built on the same footprint as the originally designed field house. The field house/pavilion is a fine example of park architecture with ornate woodwork and a terra cotta tile roof.³¹ It has a large open shelter and a solid end divided into men’s and women’s toilets with toolroom cut off of the

²⁹ Correspondence from the Olmsted Papers located in the Library of Congress. June 24, 1912.

³⁰ Correspondence from the Olmsted Papers located in the Library of Congress. February 20, 1908.

latter.³² “A proposed band stand on the main axis with an open concert grove serving as a central gathering place,”³³ was included in the plan but no documentation has been found to prove that the band stand was ever built. A two-story bathhouse was located on the east side of the swimming pool built in 1918.



Figure 3.22: The one-story field house built around 1915 with the local Boy Scout Troop in front.

Site Furnishings: Four drinking fountains were included in the plan: one between the Women’s Outdoor Gymnasium and the Little Folks Lawn, one in the Men’s Outdoor Gymnasium, one outside the Field House, and one in the center of the western half of the park where the two cross-paths meet. “Fixed seats” were to be located south of the wading pool, west of the band stand, north and south of the band stand adjacent to the tennis courts, all facing the band stand and concert grove. One set of fixed seats were located to the south facing the sand courts.

A Comparative Study of the Physical Changes in Shelby Park

Many changes occurred in Shelby Park through the years. These changes have been summarized in Figures 3.23 through Figure 3.27.

³¹ Environmental Assessment: Shelby Park Renovation. 1980.

³² Correspondence from the Olmsted Papers located in the Library of Congress. October 23, 1911.

³³ Correspondence from the Olmsted Papers located in the Library of Congress. March 7, 1911

	Entrances	Perimeter Path	North/South Path	x-pattern path	Path between activities	Men's gym	Women's gym	Library	Field House/Picnic Shelter	Pool house #1	Pool house #2	Pool house #3	Concession stand	Band stand	Swimming pool #1	Swimming pool #2	Swimming pool #3	Wading pool #1	Wading pool #2	Tennis courts	Basketball court	Oval track	Playground Area	Trees	
1911-1928	S	S	S	S w/ s	S	S	L	S	S w/ s	N			N	L	N				L		(3) N		S	S	S
1928-1931	S	S	S	S w/ s	S	S		S	S	S			S		S					N	(2) L		S	S	S
1931-1963	S	S	S	L	S	L		S	S	L	N		S		L					S	(1) N	N	L	S w/ L	S
1963-1997	S	S	S		L			S w/ N	S		L	N	L					N	L	L	(8) L	S w/ N	S w/ L	S w/ L	S
1997-2000	S	S	S					S	S			S						S			S	S	S w/ N	S w/ L	L

S	Same as previous map
N	New from previous map
L	Lost from previous map
w/N	Same with new parts
w/L	Same with lost parts

Figure 3.23: A comparative study of changes in Shelby Park from the 1911 plan until 2000



Figure 3.24: 1928 aerial of Shelby Park

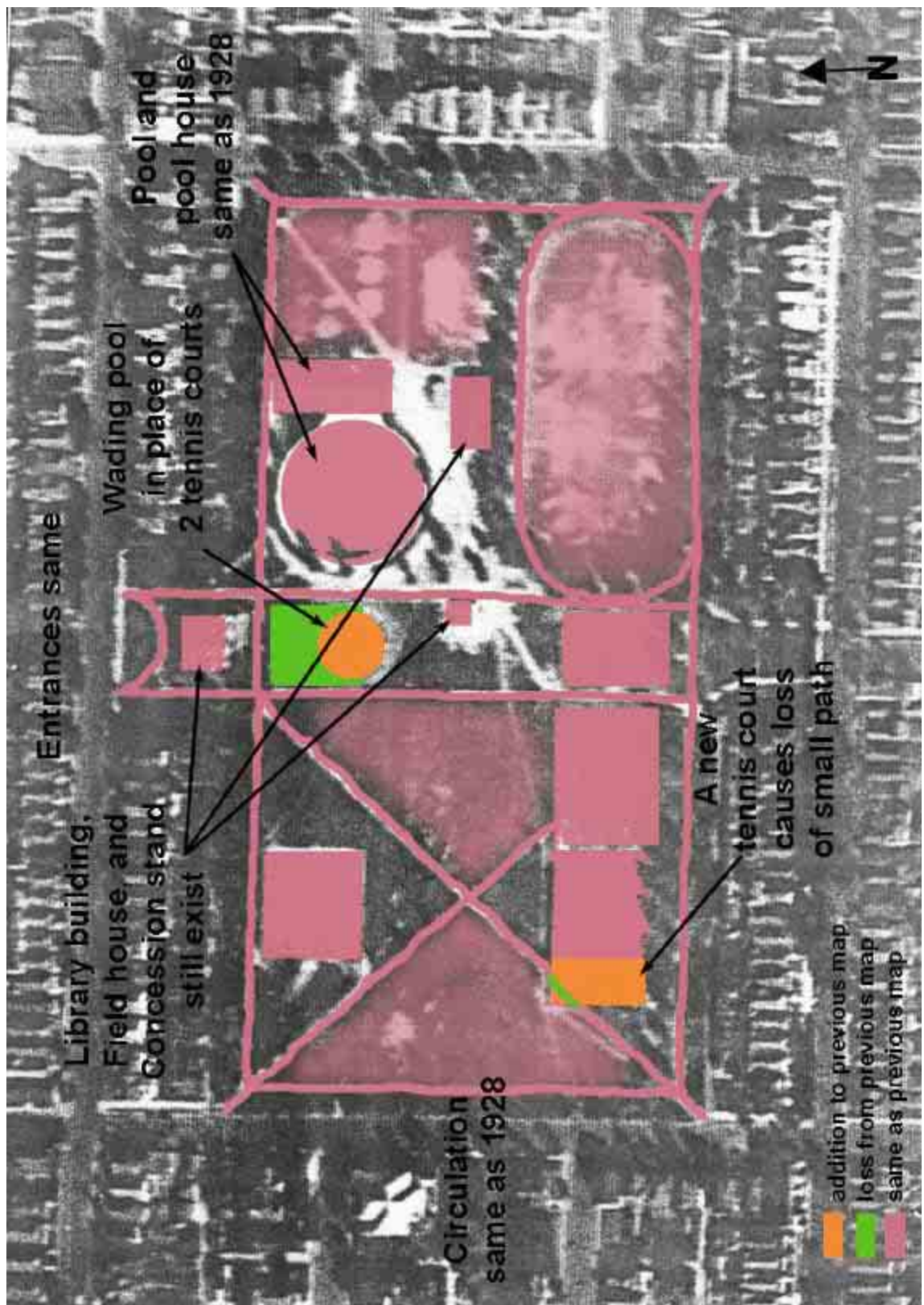


Figure 3.25: 1931 aerial of Shelby Park

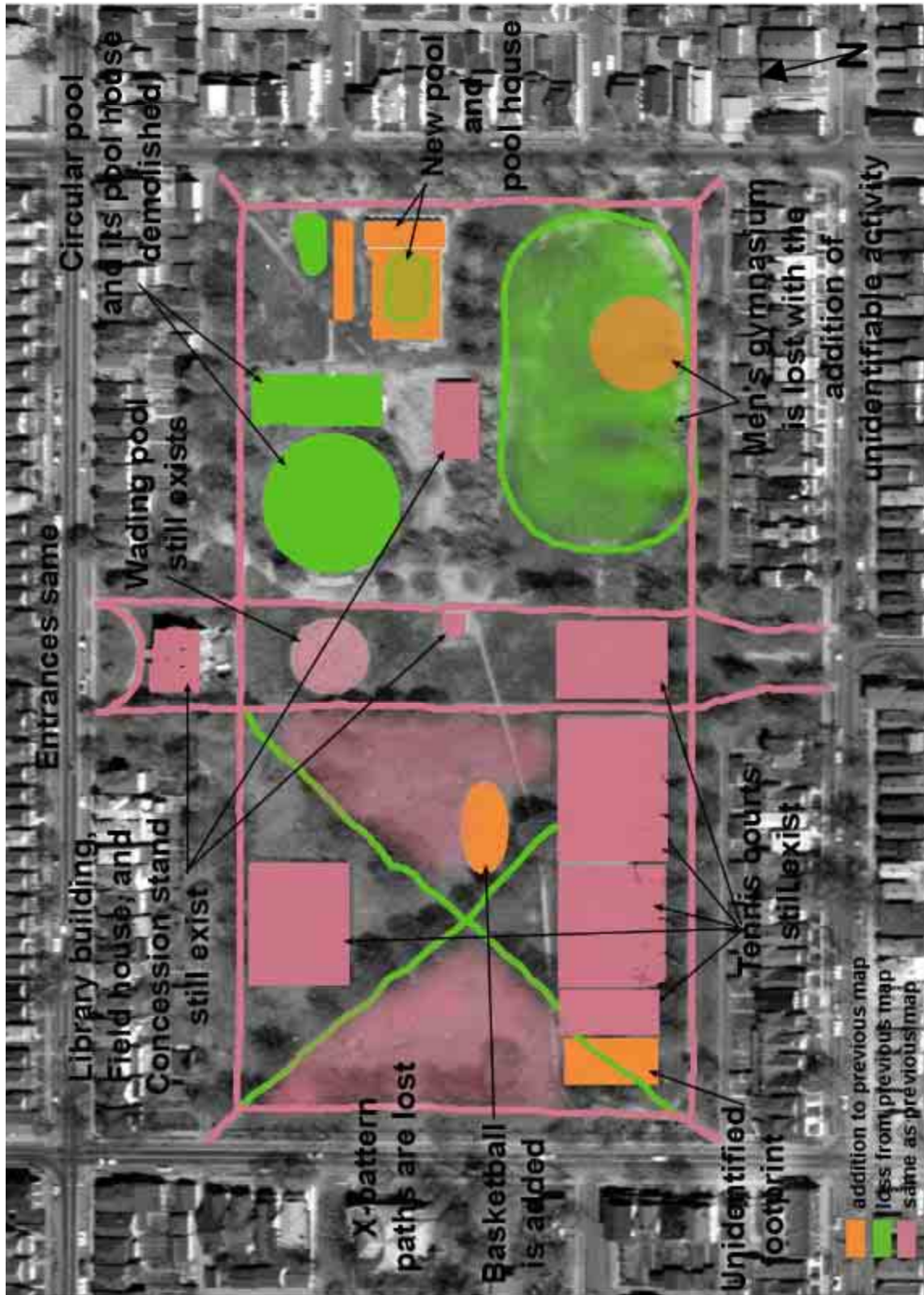


Figure 3.26: 1963 aerial of Shelby Park



Figure 3.27: 1997 aerial of Shelby Park

The Present Landscape

A field survey was completed in the summer of 2000 to determine the conditions of the present landscape in Shelby Park. The Park consists of approximately 17.4 acres of relatively flat land. It makes up one complete block and two half blocks. The NPS's classification for landscape characteristics will be used to discuss the present landscape.



Figure 3.28: The Present Landscape of Shelby Park

Spatial Organization: Shelby Park is a rectilinear park with a central north/south axis which separates the organized recreational activities on the east from the passive/spontaneous activities on the western half of the park. The old library building is located at the northern end of the central axis.

Existing organized activities: Shelby Park has many athletic facilities. There are two back-to-back asphalt basketball courts. Neither court is regulation size and the pavement is deteriorated. There are two benches at the basketball courts, but after a rain both seats are surrounded by water and mud.



Figure 3.29: Basketball courts at Shelby Park

There are three asphalt, fenced-in tennis courts. The floor of the tennis courts holds water after a rain, and the nets are in bad condition. The practice board is cracked and the paint is peeling. It is seen in Figure 3.30.



Figure 3.30: Tennis court at Shelby Park and the Practice Board

Shelby Park has a backstop for pick-up games or practices of baseball, softball, or T-ball. There are no bases and no home plate. Most of the outfield holds water after a rain, and the grass is usually very tall. There are movable bleachers located within the park that can be located around the field as seen in Figure 3.31.



Figure 3.31: Backstop for softball, baseball, or T-ball

The children's play area was refurbished in 1999. The equipment is in excellent condition. Two of the play bases are of mulch encased with black plastic edging and the

third is on turf grass. These bases do not solve drainage problems. The playground use in some areas causes ruts that hold water after a rain. At least one of the pieces is handicapped-accessible but there is no platform to move from a sidewalk to the play equipment. The three playground apparatuses can be seen in Figures 3.32, 3.33, and 3.34.



Figure 3.32: Playground in Shelby Park



Figure 3.33: Swings in Shelby Park



Figure 3.34: Playground in Shelby Park

Passive or spontaneous activity: Many organized activities in the original design have disappeared, leaving more space for passive or spontaneous activity. The southeast corner is open to spontaneous activities. The western half includes the three tennis courts and two basketball courts, but other than these it is similarly open to passive or spontaneous activities. Because of the x-pattern of canopy trees on the west side of the park it has more shade than the east side. Many people enjoy picnics or sitting and relaxing on this side of the park. Examples of these activities can be seen in Figures 3.35 and 3.36.



Figure 3.35: Spontaneous or passive activities in Shelby Park: grilling in the Picnic Shelter and relaxing under a tree



Figure 3.36: Spontaneous or passive activities in Shelby Park: meeting places and dog walking

Circulation: A .6-mile long sidewalk surrounds the park. The path is approximately six feet wide and paved with asphalt. The park also has two parallel paths that run north/south through the center, connecting the entrances on Oak Street and Camp Street. The sidewalks are cracked and broken in several places, some due to vehicular use. One section has been carelessly resurfaced after utility work was completed. This path is used by many people for daily exercise and seen as a very important asset for this park.

Entrances: The main and most formal entrance is on the north side of the park on Oak Street. The old Shelby Park Branch Library, now the office for Youth Services and Outreach, sits as the focal point for the entrance as seen in Figure 3.37. The south entrance on Camp Street is very informal; one might easily mistake it for an empty house lot. This entrance can be seen in Figure 3.38. Pedestrians also have access to the park at its corners on Clay and Jackson Streets as seen in Figure 3.39.



Figure 3.37: The North Entrance



Figure 3.38: The South Entrance



Figure 3.39: Ramp at south entrance with bollard



Figure 3.40: two of the corner entrances into Shelby Park

Although the circulation system is for pedestrian traffic only, vehicular traffic uses the sidewalks to access destinations within the park. This can be very dangerous for park users, especially children playing in the park. Vehicular traffic within Shelby Park has also caused major erosion problems in many areas. Vehicles are supposed to be restricted to the streets, alleys, and currently the temporary parking lot between the library building and the pool. The worst areas are at the end of each alley, the south sidewalk that runs from Clay Street to Jackson Street, and the areas on Clay and Jackson Streets that are directly across from Guendaline and Shelby Streets. The ends of the alleys are eroded because people drive their cars down one alley, into the park, and out the opposite alley. This can be seen in Figure 3.41. The areas on Clay and Jackson across from Guendaline and Shelby Streets are eroded because vehicles come out of these streets and drive straight into the park where they may or may not follow the six-foot asphalt pavement. As seen in Figure 3.42, Clay Street is an easy area to drive into the park because of its 100-year old curb cuts built before the park was planned.



Figure 3.41: Erosion at the end of all alleys and into the park along paths



Figure 3.42: Erosion from vehicles entering the park where 100-year curb cuts still exist



Figure 3.43: Erosion from vehicles turning the corner

Vegetation: As seen in Figure 3.44, large shade trees line the perimeter of the park. The western half of the park has trees laid out in an x-pattern while the southeastern quadrant of the park has remnants of an oval pattern. Most of these trees are seventy to ninety years old. The large canopy trees are a major part of what makes Shelby Park so special to the community and its users. From the tree survey completed in 1999, the trees planted in Shelby Park appear to be mostly *Quercus palustris* (Pin Oak), *Acer saccharum* (Sugar Maple), and *Acer rubrum* (Red Maple). Many of these trees are approaching one hundred years old, which has a positive and negative side. The positive side is the height and size of the canopy and the shade it provides for a large part of the park. The negative side is that some of the trees are not healthy, and with age, some are losing large limbs which could be a hazard to park users. Also the large trees are more apt to cause greater problems if they receive storm damage.

Over the years, many of these shade trees have died and not been replaced, leaving large holes in the ground and in the canopy. Some of the holes in the ground are four to five feet in diameter and six to twelve inches deep. Grass has grown inside the holes giving the appearance of level ground and making them very dangerous.

A small amount of decorative planting around the old Library building includes dogwood trees and rose bushes.



Figure 3.44: Path along the east perimeter walk

Constructed water feature: The current water feature is a fenced-in, L-shaped, three to eight-foot in-ground pool that appears to be in good condition. Since 1988, over \$125,000 has been spent on maintenance and upkeep of the current swimming pool.

Buildings: There are three buildings on this site. The oldest is the library building built in 1911. It is in good condition, especially after the \$340,000 put into the building for the addition and other repairs in 1995. Front and rear views of the Library building can be seen in Figure 3.45 and 3.46 respectively.



Figure 3.45: Old Library Building, now Office of Youth Development



Figure 3.46: Rear view of the old Library building

Figure 3.47 shows the second oldest building in the park, the picnic shelter built around 1911. It has been renovated several times over the years but has kept the original profile. Most damaging to its integrity was the removal of its clay tile roof.



Figure 3.47: Picnic Shelter

The newest structure in the park is the pool house, built between 1963 and 1997. The pool house, made of cinder blocks has a flat roof and is set between two historic structures, the old library building and the picnic shelter. The right photograph in Figure 3.48 shows the relationship between these three buildings. The character of this building is completely different from the other two, and its location between the two historic buildings makes it appear out of place.



Figure 3.48: Pool house walls facing the Park



Figure 3.49: Pool house wall facing pool

Site furnishings: Shelby Park has eleven picnic tables scattered around the park.

The tables are not permanently connected to the ground so that they can be moved.

There are only five benches throughout the park. All but the limestone bench are permanently fixed into the ground. There are two near the children's play area, but they are too far away to sit and watch children at the same time. There are two at the basketball courts, which are only used for watching basketball, and one just off Jackson Street. The benches near the play area are made of metal, while the benches at the basketball courts are backless and made of wood painted red. The one near Jackson Street is made of cut limestone.



Figure 3.50: There is not a standard for benches or picnic tables

There are only seven trashcans in the park. This is inadequate for a park of this size, causing visitors to drop trash where they are or at the base of a tree, as seen in Figure 3.51.



Figure 3.51: Without enough trash cans, people find alternate places to leave trash

There is one water fountain between the pool house and the picnic shelter. It works and seems to be in fair condition. All of the site furnishings appear to be a collection of leftover pieces dropped into the landscape without reference to other furnishings previously located within the park.



Figure 3.52: Shelby Park's only water fountain

Current Programming in Shelby Park

Organized activities and programming for the Shelby Park Neighborhood are directed from the Shelby Park Community Center, formerly known as the Library building. The busiest time for programming occurs in the summer when the Community Center hosts one of the many Louisville and Jefferson County Summer Camp Programs. The camp is open to children ages six to twelve and involves a large number of activities. The camp is open five days a week, eight hours a day for eight weeks. Campers have the opportunity to participate in field trips, games, computer programs, arts and crafts, and many other activities that they may not have the chance to do at home. The price for these camps is much less than the cost of a baby sitter, and financial assistance is available for low-income families. This is an excellent way to get children to play together and to learn and see new things under supervision of trained adults for a reasonable price.

There are other programs for children offered at the Community Center, which are offered throughout the year. They include: modeling and self-esteem, gymnastics, kick-ball, homework assistance, Muhammad Ali Sports, photography class, tennis

lessons, video class, paint-draw-print class, African dance, cheerleading, cooking class, airbrushing, and pottery.

There is also extended school programming that offers homework assistance, field trips, arts and crafts, outdoor activities, movie day, and nature center activities. Just as the settlement house was for the immigrant children in the late nineteenth century and the early twentieth century, the Community Center has been and can be a positive force in many of the neighborhood children's lives. The supervisors or "play leaders" have become role models for these children, setting standards and rules that must be obeyed in order to participate in the group events. There is a sign on the door to the community center that reads, "NO saggin' pants allowed in this center!" This is just one example of how the supervisors are trying to have a positive influence on the children who participate in the programs at Shelby Park.

The activities listed above are for children. The center also has programmed activities for Senior Citizens, which include computer classes, cooking classes, and arts and crafts. To date, senior activities have not been well attended. Many seniors have said they did not know the programs existed.

Maintenance in Shelby Park

A full-time employee in Shelby Park keeps the trash picked up and takes care of small repairs. The maintenance department mows the lawn about once every other week. There is no Management Plan to make future changes and additions to the park. For the last three decades Shelby Park has received Parks Department attention only when something stops working. Any repairs are included on a long list along with other parks

in the maintenance department. Major replacement needs are included on a city-wide list kept by the planning department for when capital funds become available.

Because maintenance is reactive not proactive repairs and replacements are slow. An example of how long it takes improvements to happen in this park is the reference of the following complaint to the *Courier Journal*, a Louisville newspaper, that was written in June of 1925.

Not one penny is ever spent on Shelby Park outside of the necessary operating expenses. This park is very badly in need of benches. The few that are there are crowded around the swimming pool. The swimming pool is making money. Could not some of it be provided to purchase more benches?

A very few persons are trying to make it appear that Shelby Park is infested with a lot of rowdies and roughnecks, while on the contrary this is one of the most orderly parks in the city.³⁴

Community Participation

The community played an important role in the master planning of Shelby Park in 2000. Community input is just as important as the physical inventory and the inventory of changes over time even though NPS does not include it in its preservation methodology. The community that uses a park has a much better knowledge as to the park's assets and drawbacks. They are the ones who will be using the park and benefiting from the master plan. Neighborhood parks are meant to be used by the community.

Three techniques were used to gather neighborhood and user information. The first technique brought community members together to discuss their needs, wants, and any concerns they had regarding the park and any future changes. From June to August of 2000, three meetings were held. The first was to inform the community of the

³⁴ "Shelby Park," *Courier Journal*, 25 June 1925.

background history of the park, present an existing conditions map, explain the master planning process, gather any information or comments from the community, and answer questions. The second meeting was a presentation of the first preliminary plan while collecting feedback from the community. The third and final meeting to date was to show revisions to the earlier preliminary plan and to offer the results of the other two information-gathering techniques – the neighborhood questionnaire and the park user surveys.



Figure 3.53: Shelby Park Community Meeting

As a second technique to gather thoughts and suggestions, community members were given a one-page questionnaire about the park. A sample of the survey is included as appendix D. The local Boy Scout troop distributed the survey attached to a self-addressed, stamped envelope. Five hundred surveys were delivered, and about one hundred were returned. A local consultant group, Horizon International, tabulated the information and gave the Conservancy a summary report, included as appendix E.

The third technique used to gather information was a Park-User Intercept Survey. Horizon International was hired to design a questionnaire (appendix F) for park-users and administer as many interviews in the park as possible over a two-week period. In the end, they presented the Conservancy with another summary report, appendix G.

During the third community meeting, after the survey results were presented, a prioritization exercise was conducted. After analyzing the information gathered at the two previous meetings and the two summary reports, a list of eleven types of changes for the park was written on a large sheet of paper. Community Members were asked to prioritize the changes for the Master Plan. They were given three colored dots: blue for first priority, red for second priority, and yellow for third priority. A tabulation of these can be seen in Figure 3.55.



Figure 3.54: Prioritization exercise

Keep cars out of Park	15
More trees planted and better landscape	14
Restrooms improvements	12
Walking path, seating, and lighting improvements	12
Pool area improvements	9
Play area improvements	8
Picnic area improvements	8
Addition of bandstand and festival space	7
Tennis courts improvement	2
Signage improvements	2
Parking improvements	1

Figure 3.55: Prioritization exercise results

A large part of the master plan came from the information gathered through community meetings, neighborhood surveys and park user surveys. The information seen in Figures 3.56 through 3.57 came from the neighborhood survey. Figure 3.58 shows that more than 50% of those surveyed said that better security, better restrooms and more benches would encourage more visits to the park. Figure 3.59 shows that more than 50% of those surveyed said that events, festivals, and concerts would encourage them to visit the park more often. Both of these statistics were important to the physical design of the preliminary master plan and the park programming recommendations offered as part of the overall management plan.

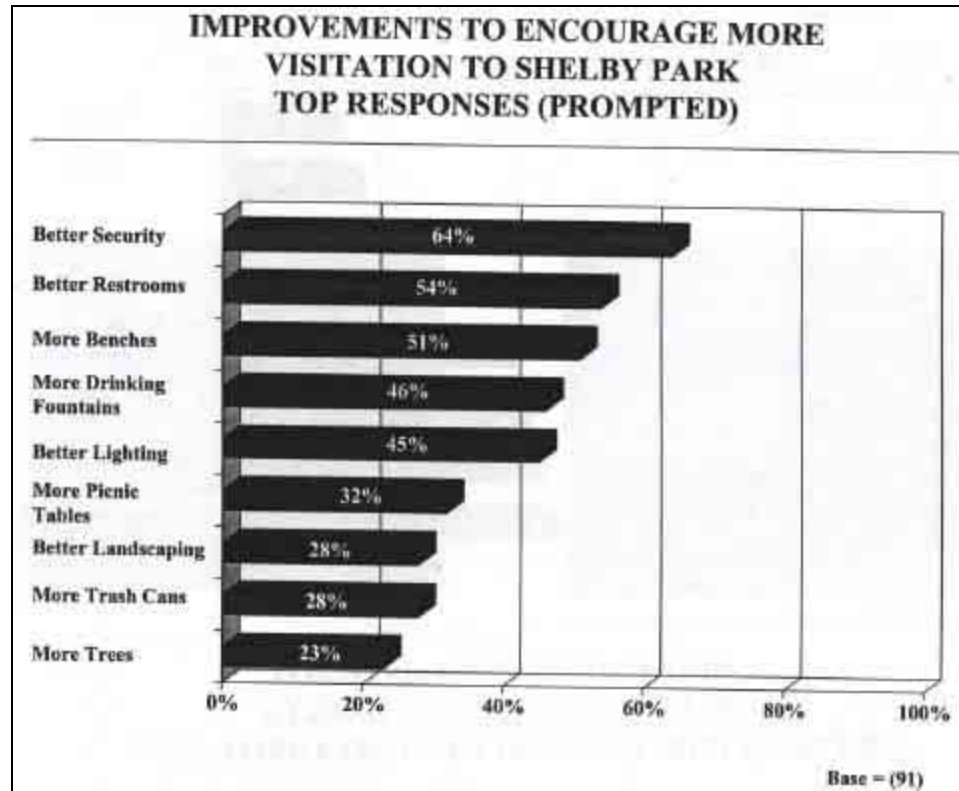


Figure 3.56: Neighborhood survey results(Horizon Research International, Appendix E)

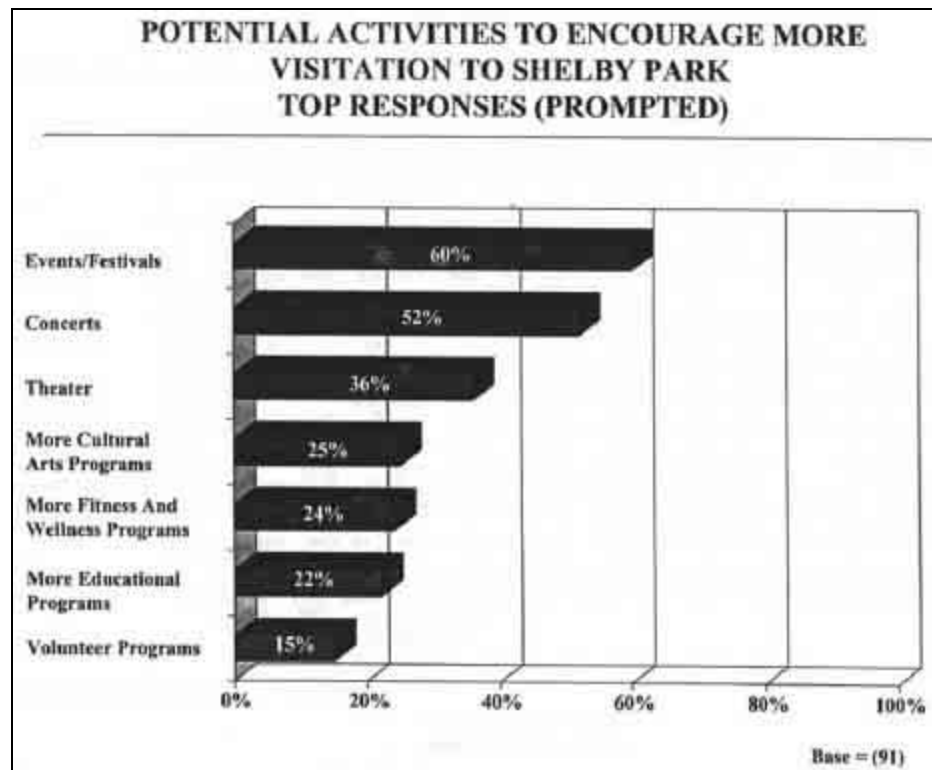


Figure 3.57:Neighborhood survey results(Horizon Research International, Appendix E)

Information found in Figures 3.58-3.63 came from the park user surveys. Figure 3.29 shows that 67% of those surveyed are extremely satisfied with Shelby Park as a whole, and only 5% were not too satisfied or not satisfied at all. These numbers show that Shelby Park is still meeting the needs of many of its community members. One caution about these two numbers; the following information was collected from people using the park, so most should like *something* about the park or they probably would not be using it. Still referring to Figure 3.58, the percentage of females that are “extremely satisfied” with the park is much higher than the males that feel the same way. This could be because women have a tendency to take their children to the park more often than men. Figure 3.62 shows that 68% of the females visiting the park have brought kids to play, while only 47% of males have done so. It has been previously shown that the playground area is in good condition and well appreciated by the community. Another statistic shown in Figure 3.62 suggests why women may be more satisfied with the park than men. The percentage of men engaged in active sports/exercise is 69%, while the women is only 46%. It has also been previously shown that the organized activities in Shelby Park are lacking facilities and leadership to get activities and events started.

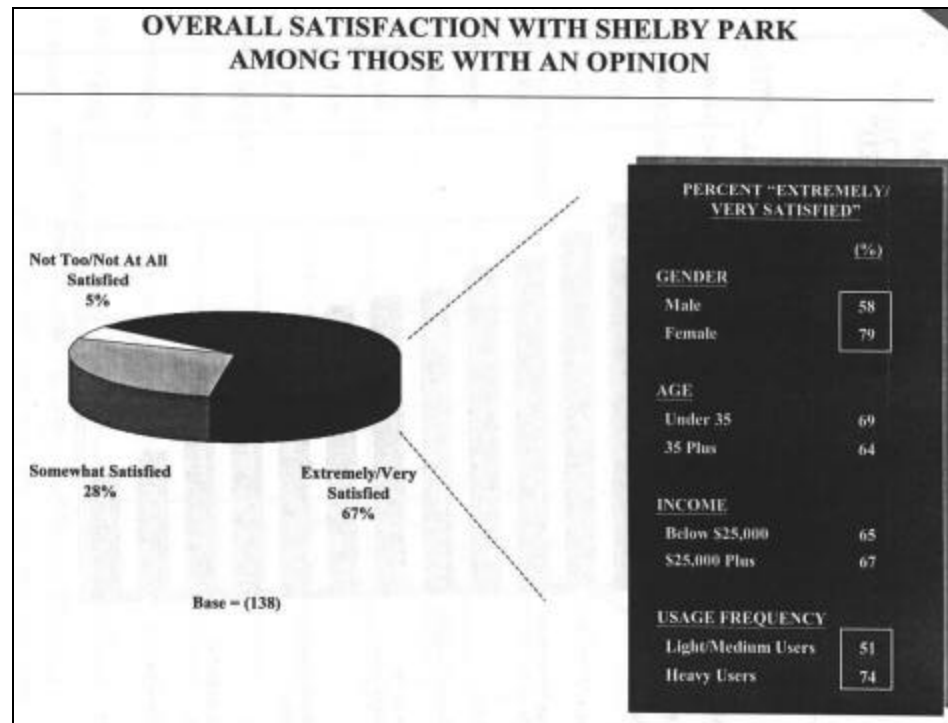


Figure 3.58: Park user survey results(Horizon Research International, Appendix G)

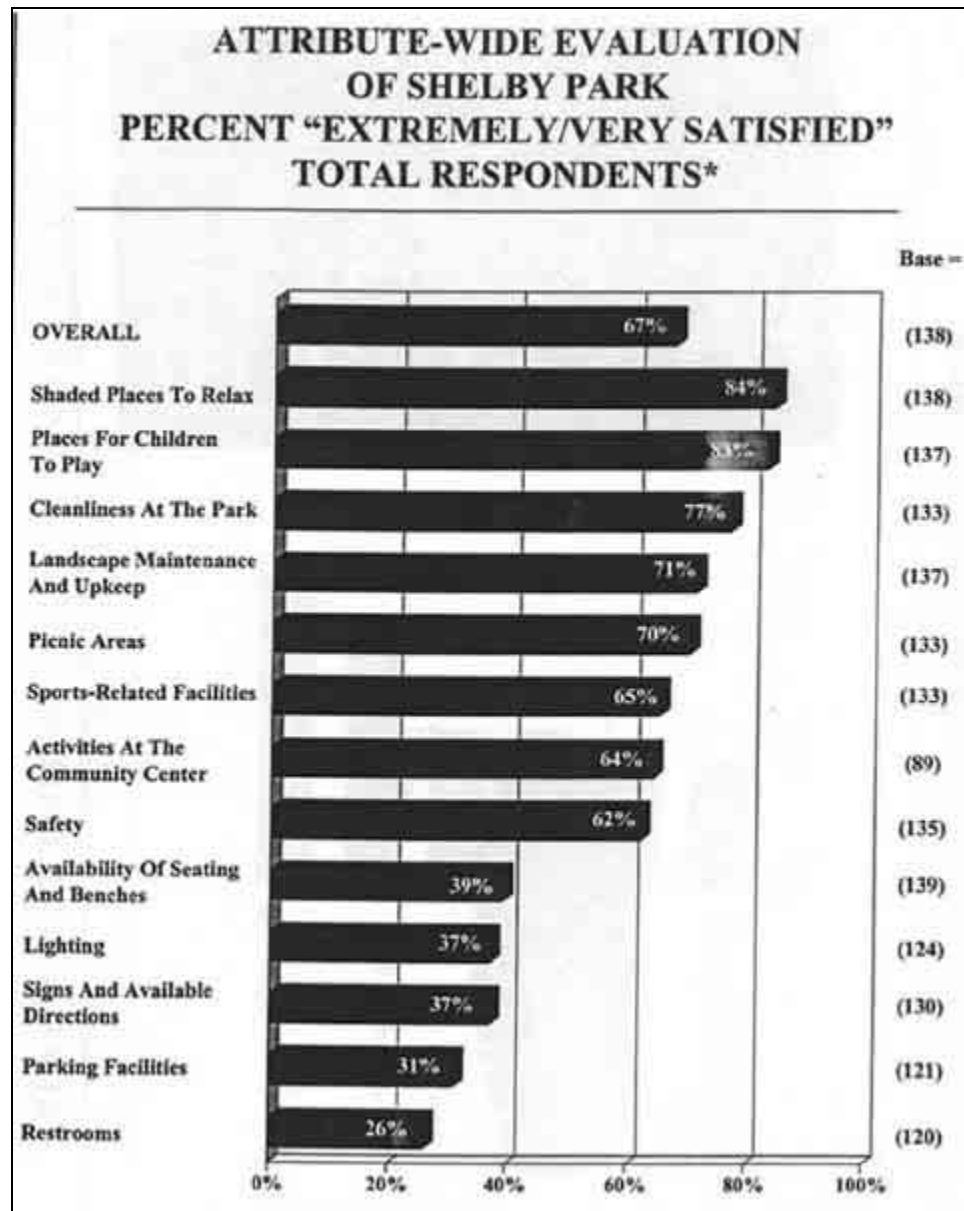


Figure 3.59: Park user survey results(Horizon Research International, Appendix G)

TOP MENTIONS OF THINGS LIKED MOST ABOUT SHELBY PARK AMONG VISITORS IN EARLY SUMMER*			
	TOTAL	GENDER	
	(%)	MALE	FEMALE
		(%)	(%)
<u>NATURAL AESTHETICS</u>	<u>56</u>	<u>61</u>	<u>49</u>
Quiet/Secluded/Relaxing	19	24	14
Shade Trees	19	17	22
The Size	12	14	10
<u>SPORTS/ACTIVITIES</u>	<u>29</u>	<u>25</u>	<u>36</u>
Pool	19	11	31
Basketball	11	15	5
<u>CONVENIENCE OF PARK</u>	<u>18</u>	<u>20</u>	<u>15</u>
Close To Home	18	20	15
<u>SPECIAL AREAS</u>	<u>14</u>	<u>15</u>	<u>14</u>
Nice Area/Areas For Children To Play	13	12	14
<u>WALKING/BIKING FACILITIES</u>	<u>11</u>	<u>7</u>	<u>15</u>
Hiking/Walking Trails	7	5	10
<u>SOCIAL ENVIRONMENT</u>	<u>8</u>	<u>5</u>	<u>12</u>
Like To See/Meet People	5	5	5
Safe	3	0	7
Base =	(140)	(81)	(59)

Figure 3.60: Park user survey results(Horizon Research International, Appendix G)

IMPROVEMENTS SUGGESTED AT SHELBY PARK AMONG VISITORS IN EARLY SUMMER TOP MENTIONS*			
		GENDER	
	TOTAL (%)	MALE (%)	FEMALE (%)
<u>FACILITY-RELATED IMPROVEMENTS SUGGESTED</u>	<u>60</u>	<u>56</u>	<u>66</u>
<u>Picnic/Outings-Related</u>	<u>29</u>	<u>28</u>	<u>29</u>
More Benches	19	19	20
More Picnic Tables	12	9	17
More Grills	4	5	3
<u>Other Facilities</u>	<u>20</u>	<u>20</u>	<u>20</u>
More Lighting	12	14	10
Redo Pool	4	5	2
<u>Sports-Related</u>	<u>16</u>	<u>20</u>	<u>10</u>
Better Basketball Goals	4	5	3
Another Basketball Court	4	5	2
Another Swimming Pool	3	4	2
<u>Restrooms</u>	<u>11</u>	<u>7</u>	<u>15</u>
Cleaner Restrooms	11	7	15
<u>Cleanliness</u>	<u>8</u>	<u>9</u>	<u>7</u>
More Garbage Cans	5	5	5
<u>Child-Related</u>	<u>6</u>	<u>3</u>	<u>12</u>
Improved Play Area	5	3	9
<u>Walking/Hiking</u>	<u>3</u>	<u>3</u>	<u>3</u>
<u>ACTIVITY-RELATED IMPROVEMENTS</u>	<u>31</u>	<u>35</u>	<u>25</u>
More Activities For Children	11	9	14
Organized Sports Activities	9	14	3
More Activities (Non-specific)	7	6	9
<u>OTHER IMPROVEMENTS</u>	<u>16</u>	<u>24</u>	<u>5</u>
Police Protection	9	12	5
<u>NO IMPROVEMENTS NEEDED</u>	<u>7</u>	<u>7</u>	<u>7</u>
<u>DON'T KNOW/NO RESPONSE</u>	<u>9</u>	<u>9</u>	<u>10</u>
Base =	(140)	(81)	(59)

Figure 3.61: Park user survey results(Horizon Research International, Appendix G)

ACTIVITIES ENGAGED IN WHILE AT SHELBY PARK IN PAST 12 MONTHS TOP MENTIONS AMONG VISITORS IN VARIOUS SEGMENTS					
	TOTAL (%)	CHILDREN		GENDER	
		HAVE CHILDREN (%)	NO CHILDREN (%)	MALE (%)	FEMALE (%)
LESS STRENUOUS ACTIVITIES	85	85	85	79	93
Gone Walking	58	57	59	52	66
Swimming	51	52	51	41	66
Walked Your Pet	30	31	29	31	29
BE ALONE/RELAX	68	67	68	63	75
Just Sat/Walked Around	64	66	62	58	71
Be Alone/Think Things Over	46	45	46	46	46
ACTIVE SPORTS/EXERCISE	59	53	63	69	46
Played Basketball	45	43	46	58	27
Gone Cycling Or Biking	26	22	29	28	24
Played Football, Soccer, Or Any Other Sport	11	14	10	16	5
CHILD-RELATED	56	72	44	47	68
Brought Kids To Play	56	72	44	47	68
OUTINGS	44	48	49	41	48
Gone On A Picnic	44	48	49	41	48
Base==	(140)	(58)	(82)	(81)	(59)
USAGE FREQUENCY					
	TOTAL (%)	LIGHT/ MEDIUM USER (%)		HEAVY USER (%)	
LESS STRENUOUS ACTIVITIES	85	77		89	
Gone Walking	58	41		66	
Swimming	51	39		57	
Walked Your Pet	30	30		30	
BE ALONE/RELAX	68	55		74	
Just Sat/Walked Around	64	46		72	
Be Alone/Think Things Over	46	41		48	
ACTIVE SPORTS/EXERCISE	59	59		59	
Played Basketball	45	41		47	
Gone Cycling Or Biking	26	30		25	
Played Football, Soccer, Or Any Other Sport	11	5		15	
CHILD-RELATED	56	43		62	
Brought Kids To Play	56	43		62	
OUTINGS	44	34		48	
Gone On A Picnic	44	34		48	
Base==	(140)	(44)		(96)	

Figure 3.62: Park user survey results(Horizon Research International, Appendix G)

ACTIVITIES ENGAGED IN WHILE AT SHELBY PARK IN PAST 12 MONTHS TOP MENTIONS AMONG VISITORS IN VARIOUS SEGMENTS (CONTINUED)			
	<u>TOTAL</u>	<u>AGE</u>	
	<u>(%)</u>	<u>UNDER 35</u>	<u>35 PLUS</u>
		<u>(%)</u>	<u>(%)</u>
<u>LESS STRENUOUS</u>			
<u>ACTIVITIES</u>	85	88	82
Gone Walking	58	49	67
Swimming	51	72	30
Walked Your Pet	30	33	27
<u>BE ALONE/RELAX</u>	68	67	70
Just Sat/Walked Around	64	64	64
Be Alone/Think Things Over	46	46	46
<u>ACTIVE SPORTS/EXERCISE</u>	59	76	42
Played Basketball	45	61	28
Gone Cycling Or Biking	26	36	16
Played Football, Soccer, Or Any Other Sport	11	11	12
<u>CHILD-RELATED</u>	56	57	55
Brought Kids To Play	56	57	55
<u>OUTINGS</u>	44	46	42
Gone On A Picnic	44	46	42
Base=	(140)	(72)	(67)

Figure 3.63: Park user survey results(Horizon Research International, Appendix G)

Conclusions

Shelby Park was originally designed to address the need for open space in a densely populated neighborhood and as a recreational facility for the leisure time of its surrounding community. It is still addressing these issues, but not as well as in its first fifty years. The school scare made the community, the Parks Department, and the Louisville Olmsted Parks Conservancy take an in-depth look at what was happening in this park to make a large group of people believe the school was an appropriate use for a park, especially an Olmsted-designed park. Because of that scare, Shelby Park is finally getting the attention and financial support it needs.

CHAPTER 4

THE CULTURAL LANDSCAPE APPROACH

A Cultural Landscape Report (CLR) is a report that documents the history, significance and treatment of a cultural landscape and often prepared when a change is proposed. A CLR can be a useful tool to protect the landscape characteristics from undue wear, alterations or loss. A CLR can provide managers with information needed to make management decisions.¹ This chapter continues to use the NPS methodology to determine whether or not Shelby Park is historically significant, to define the period of significance, and ensure its integrity. Lastly, the contributing and noncontributing features of the historic landscape will be listed and discussed.

Methodology

A summary of *Guidelines for the Treatment of Cultural Landscapes* by the NPS can be found in Preservation Brief #36 on “Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes,” by Charles Birnbaum. In it he states, “Like historic buildings and districts, these special places reveal aspects of our country’s origins and development through their form and features and the ways they were used.”²

Birnbaum writes of two types of cultural landscapes, historic vernacular and designed landscapes. Playground/Recreation Parks, and in particular Shelby Park in Louisville, are historic designed landscapes. An historic designed landscape is a

¹ Charles A. Birnbaum, ASLA, Preservation Brief #36 Protecting Cultural Landscapes: Planning, Treatment, and Management of Historic Landscapes, U.S. Department of the Interior, National Parks Services, 3.

landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or by an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend, or event in landscape architecture, or it may illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes.³

A range of issues are usually addressed when considering how a particular cultural landscape should be treated. According to Brief #36, preservation planning involves the following steps: historical research; inventory and documentation of existing conditions; site analysis and evaluation of integrity and significance; development of a cultural landscape preservation approach and treatment plan; development of a cultural landscape management plan and management philosophy; the development of a strategy for ongoing maintenance; and preparation of a record of treatment and future research recommendations.⁴

The selection of a primary treatment for the landscape, using the *Secretary of the Interior's Standards for the Treatment of Historic Properties*, establishes an overall historic preservation approach and a philosophical framework from which to operate. Landscape treatments can range from simple, inexpensive preservation actions, to complex major restoration or reconstruction projects.⁵

Throughout the preservation planning process, it is important to ensure that existing landscape features are retained. Preservation maintenance is the practice of

² Ibid, 1.

³ Ibid, 2

⁴ Ibid, 3

⁵ Ibid, 12

monitoring and controlling change in the landscape to ensure that its historic integrity is not altered and features are not lost. To be effective, the maintenance program must have a guiding philosophy, approach, or strategy; an understanding of preservation maintenance techniques; and a system for documenting changes in the landscape.⁶

For Shelby Park, most of the historical information, including base maps, topography maps, wading pool drawings, and correspondence between the Olmsted Brothers firm and the Louisville Parks Commission, was gathered from the Library of Congress and from Fairsted in Brookline, Massachusetts, once the office of Olmsted Sr., the Olmsted Brothers, and their successors from 1883-1979, which now houses the largest collection of Olmsted firm project information. A local company, Park Aerial Photography reproduced aerial photographs from 1928, 1931, 1963, and 1997. Old photographs and park and neighborhood stories were collected from local papers such as the *Louisville Times* and the *Courier Journal* as well as from local residents. An inventory and documentation map of existing conditions was made at the beginning of the study in June of 2000. This information has been presented in chapter three.

The Significance of Shelby Park

As defined by the National Preservation Act of 1966 and the National Register of Historic Places criteria, to be eligible for the National Register a designed historic landscape must:

possess the quality of significance in American history, architecture (interpreted in the broadest sense to include landscape architecture and planning), archeology, engineering, and culture. It must also have integrity of location, design, setting, materials, workmanship, feeling, and association. Additionally, the landscape must:

⁶ Ibid., 16.

- a. be associated with events that have made a significant contribution to the broad patterns of our history; or
- b. embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- c. be associated with the lives of persons significant in our past; or
- d. have yielded, or be likely to yield information important in prehistory or history.⁷

Shelby Park as part of the Playground/Recreation Movement

Shelby Park was purchased, designed, and primarily built between 1906 and 1911. The Playground Movement began in the late nineteenth century and merged with the Reform Recreation Park Movement in the early twentieth century. With the beginning of a national institution in 1906, The Playground Association of America, the movement was at the height of its influence.

Although the Shelby Park neighborhood did not include tenement housing or the associated problems, it was a neighborhood with a high population density and in need of public open space. The majority of the population consisted of working class German immigrants. These people settled in this area because of its proximity to downtown Louisville, where most of the city's factories were located on or near the Ohio River.

Typical features and layout of the Playground/Recreation Park seen in Shelby Park

The features and layout of Shelby Park are very comparable to those described in Chapter 2 by Galan Cranz and thus typical of a neighborhood recreational park design of the early twentieth century. The park consists of about seventeen acres of flat land located in a densely populated part of the city of Louisville. The overall design of the

park is symmetrical with trees and/or shrubs lining the perimeter and paths. Most of the organized activity was planned for the eastern half and include: a wading pool, men's and women's outdoor gymnasiums, children's play areas and apparatus, tennis courts, basketball courts, a running track, and typical field event apparatus. Shelby Park also had a field house and a branch library in the park. The branch library is an unusual feature for this type of park and the idea for its inclusion came from the city, not Olmsted. However, J.C. Olmsted's park plan dramatically responds to the building with the central formal mall bisecting the park. This becomes one of the most important landscape features of Shelby Park.

Association with Significant Persons/Reputable Firm

Most landscape architects of this time period engaged in some playground design, but the Olmsted Brothers firm was particularly active in this area, designing sites throughout the eastern United States. The Olmsted Brothers firm is famous for park and campus plans, parkways, new towns and estate landscapes across the United States. Like his stepfather F.L. Olmsted, J.C. Olmsted was committed to the development of landscape art as a profession and to the education of communities and clients about the long-term benefits to be gained from careful, comprehensive planning.⁸ He was a founding member of the American Society of Landscape Architects, serving as its first president and establishing the standards of membership. He was also active in other groups such as the American Park and Outdoor Art Association (later the America Civic

⁷ J.T. Keller and G.P. Keller. 1987. *National Register Bulletin 18: How to Evaluate and Nominate Designed Historic Landscapes*. Washington, DC: U.S. Department of the Interior, NPS.

⁸ Arleyn Levee, "John Charles Olmsted" *Pioneers of American Landscape Design*.

Association) and the American Association of Park Superintendents, which brought together various professionals and civic leaders.⁹

J.C. Olmsted continued the park planning begun by his stepfather for Boston, Buffalo, Detroit, Rochester, Atlanta, Hartford, Louisville, Brooklyn, Chicago, and other cities. He developed park systems for Portland, Oregon, and Portland, Maine, Seattle and Spokane, Dayton and Charleston and county-wide parks and parkways for Essex County, New Jersey. For the small parks in Chicago's densely populated industrial south side, the Olmsted Brothers turned derelict land parcels into an imaginative and efficient network of playgrounds to serve immigrant families.¹⁰

Arleyn Levee, in her article, "John Charles Olmsted," in *Pioneers of American Landscape Design*, shows that Olmsted's professional correspondence reveal his "comprehensive philosophy of design, innovative yet pragmatic; reflective of the aesthetic tenets of his stepfather, yet responsive to the new social, economic, and political demands of twentieth-century cities. His advice to clients, whether for public, private, or institutional projects, was to plan for the future, to acquire as much land as possible to enable a cohesive design, protecting scenery and yet fulfilling the functional requirements."¹¹

Her article also includes, "This advice was critical for municipalities for whom the firm was designing city-shaping park and parkway systems. As Olmsted noted, 'the liberal provision of parks in a city is one of the surest manifestations of the ... degree of civilization, and progressiveness of its citizens. As in the case of almost every complex work composed of varied units, economy, efficiency, symmetry, and completeness are

⁹ Ibid.

¹⁰ Levee, "John Charles Olmsted", 282-285.

likely to be secured when the system as a whole is planned comprehensively and the purposes to be accomplished defined clearly in advance.”¹² “Olmsted bridged the centuries from the vanishing frontier to the twentieth-century urban realities, leaving a lasting legacy of public and private designs across the country which melded a picturesque aesthetic with pragmatic planning.”¹³

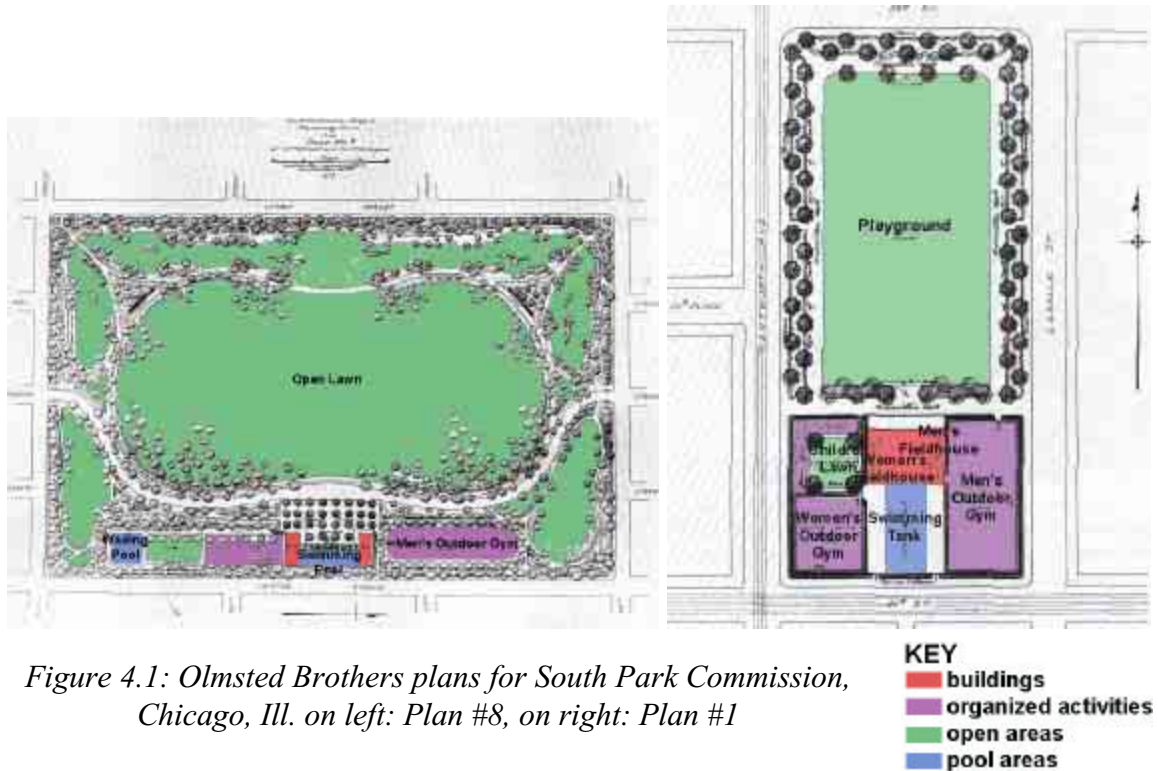


Figure 4.1: Olmsted Brothers plans for South Park Commission, Chicago, Ill. on left: Plan #8, on right: Plan #1

¹¹ Ibid.

¹² Ibid.

¹³ Ibid.

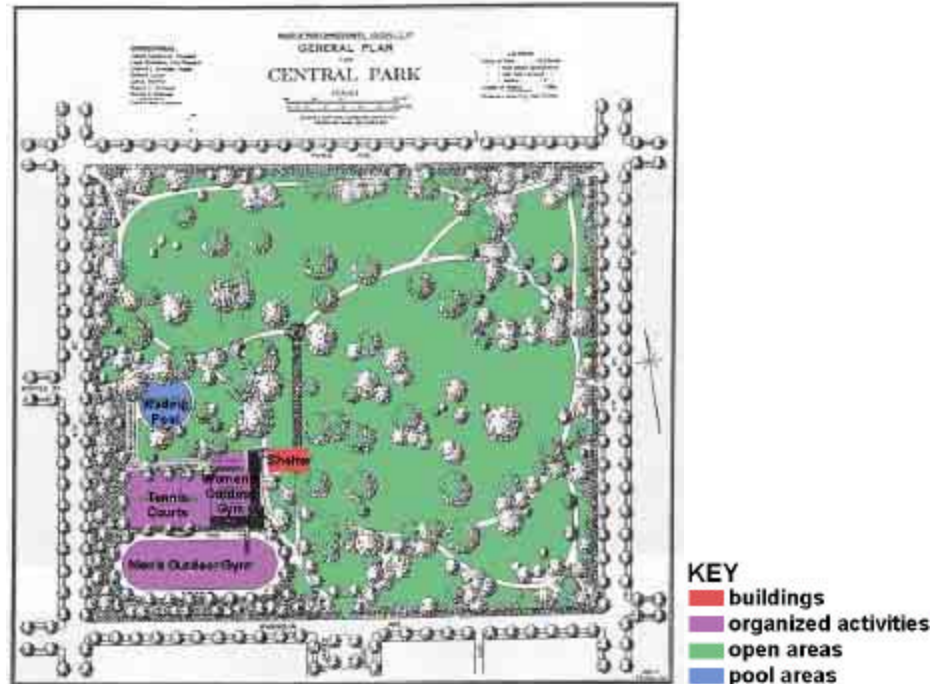


Figure 4.2: Central Park in Louisville, Kentucky designed by the Olmsted Brothers firm in 1901

Shelby Park was established to meet the needs of its neighboring community. Its spatial organization and the specific types of activities originally designed for it typify playground design of the early twentieth century, and it was designed by a well-known landscape architecture firm.

Period of Significance

The period of significance for Shelby Park began in 1911 when the implemented plan was designed and built and continued through the addition of an in-ground pool in 1918. This is the time when the site was part of the playground/recreation movement with its typical design and layout, and when it was influenced by J. C. Olmsted and the Olmsted Brothers Firm. Therefore, the historically significant period is defined as 1911 to 1918.

Integrity of Shelby Park

In order for the landscape of Shelby Park to have historic significance, it must retain a certain measure of integrity. The NPS methodology was used to evaluate its integrity, defined as the landscape's historic identity evidenced by the survival of physical characteristics from the property's historic or prehistoric period.¹⁴ Since the period of significance has been determined to be from 1911 to 1918, integrity was established by comparing existing conditions to the implemented 1911 plan. The National Register of Historic Places has established seven criteria for evaluating integrity: location, setting, feeling, association, design, workmanship, and materials.¹⁵ Even though these criteria apply primarily to historic structures, they can be extended to apply to the biotic communities in a historic landscape.¹⁶

Location: The original boundaries of the park have been preserved. Houses still surround the park on all four sides keeping its “neighborhood park” feel intact. The neighborhood is still in close proximity to industrial buildings in downtown Louisville. It also continues to be an important component of the overall layout of the city of Louisville.

Design: Many of the landscape characteristics of the historic design are still present in 2000. The strongest feature, the central north/south pedestrian mall that divides the park into two general use areas with a second renaissance revival style building dominating the northern mall terminus, is still present. Secondly, the rest of the landscape footprint comprised of pathways outlining designated recreation areas or an

¹⁴ *Guidelines for the Treatment of Cultural Landscapes*. National Parks Service. 1996, 5.

¹⁵ *National Register Bulletin 16A: How to Complete the National Register Registration Form*. Washington, D.C.: U.S. Department of the Interior, National Park Service, Interagency Resources Division, 1991.

open lawn area reinforced in the third dimension by shrub plantings and large canopy trees. The trees and shrubs then created “rooms of use.” The shrub plantings do not exist today, but the canopy trees are now mature, giving visitors great places to escape the summer heat. Throughout the park’s history, there has always been a “room” for children to play in as well as a “room” that includes a type of water feature, whether that is a wading pool or a swimming pool has changed over time. These rooms are still in the same general location, keeping the spatial organization of the 1911 plan intact even though the size, shape, and specific apparatus have changed.

Now, almost one hundred years later, these character-defining features can still be seen in the landscape. Some may not be in the same location, have the same shape, or the same use, but they are still there. The sidewalks around the park’s perimeter remain, although they are not as wide as originally planned. The tree canopy still exists, but trees have been lost over the years leaving large gaps in the canopy. The 1911 plan called for ten tennis courts; all but three have been removed. The eastern half of the park is still set aside for organized activities, while the western half with its large trees still encourages passive/spontaneous activities like picnicking and relaxing. This footprint is slowly fading. Any future change must preserve these essential features or the park will cease to be the neighborhood recreation park it was designed to be.

Setting: The urban setting surrounded by single and multi-family housing still exists today. Two-story frame dwellings with classical details face Oak and Camp Streets from the park side, while one-story cottage, bungalows, and shotgun houses face Oak and Camp Streets from the opposite side of the road facing toward the park. Most

¹⁶ Ian J. W. Firth, *Biotic Cultural Resources: Management Considerations for Historic Districts in the National Park System, Southeast Region*. NPS Research/Resources Management Reptot, SER 82. Atlanta:

are set five to ten-feet off the sidewalk with steep steps to the covered porch before reaching the front door. Some “front yards” include a small amount of grass and flower beds. Some are brick, while others have been covered with vinyl siding. In the early days of the park, small locally-owned businesses were open to the community giving the neighborhood more of a small town feeling. Today very few services are offered within the community.

Materials: The plan for Shelby Park called for tall trees to be planted around the perimeter of the park and along most of the pathways. Except for those lost recently without replacement, most of the original canopy trees still stand. As for the plant material designed to separate different sections of the park or to be planted around certain activity areas, nothing is left – if it was ever planted in the first place. No documentation has been found to verify what was or was not planted. The old Library building is made of stone and is in very good condition. The fieldhouse/picnic shelter is made of painted brick. This building has been renovated many times and at some point it lost its terra cotta roof. Also spaces that were originally openings and windows have been filled in with brick. The archway entrances around the shelter still exist. The circulation system was to be made of tar macadam originally except for the area around the Library, which was to be concrete. Currently, all paths are made of asphalt, which is similar to tar macadam.

Workmanship: The Library building still stands and is in excellent condition. A small addition to the rear of the building respects its original architectural style. The picnic shelter still stands, but after multiple alterations, it has lost much of its original character. Where paths still exist, the original material, tar macadam, has been replaced

with asphalt. Most of the canopy trees are surviving well in the urban area. The integrity of workmanship is affected by maintenance practices within the park. The low level of maintenance in Shelby Park has resulted in the loss of the diagonal paths, the lack of replanting missing trees, and the loss of the historic character of the fieldhouse/picnic shelter.

Feeling: The trees in Shelby Park are much larger now, truly giving it the feeling of a green oasis among busy neighborhood streets while located near business and industry. At this time in history, the streets are much busier with vehicles than one hundred years ago, making it noisier around the edges of the park. Inside the park, however, the green grass, tall trees, and open space without buildings or vehicles are peaceful and rejuvenating. This used to be a park full of activity, including young and old alike. The tennis courts had waiting lists, the track used to have a constant flow of competitions, the softball/baseball field/football field used to be busy with little league practices and games. People still use this park, but groups of people seeking organized activities must go elsewhere or nowhere at all. People used to feel safe in Shelby Park when there was a full time police officer in the park. Now many people say they do not visit the park because of perceived gang and drug activity.

Association: Shelby Park was named for the first governor of Kentucky, Isaac Shelby. It was designed by John C. Olmsted of Olmsted Brothers Inc., a Landscape Architecture firm in Brookline Massachusetts started by their father, Frederick Law Olmsted, who is known as the “Father of Landscape Architecture.” The physical characteristics such as the spatial organization and vegetation originally designed by the Olmsted firm can still be seen on the site.

Changes and Threats to Integrity

- 1) loss of canopy trees
- 2) loss of historic character in fieldhouse
- 3) loss of midstory and ground vegetation
- 4) loss of paths
- 5) construction of the current pool house

Contributing and Noncontributing Features of the Landscape

A contributing feature is “a physical attribute associated with a landscape characteristic that retains integrity and therefore contributes to the significance of a cultural landscape.”¹⁷ The list below of contributing features includes the location of the pool area, the children’s play area and the open playfield area and how they relate spatially to each other. The specific playground apparatus, the specific types of games located in the open playfield, and the exact shape and size of the pool and pool house are non-contributing as these have changed with the interests of the community.

Contributing Features

- a. spatial organization of playground area, pool area, open playfield area, and passive/spontaneous activity area
- b. old library building
- c. fieldhouse
- d. canopy trees
- e. path system

¹⁷ Robert R. Page, Cultural Landscapes Inventory Professional Procedures Guide, 28.

Noncontributing Features

- a. pool and pool house built in 1960 which has now been removed
- b. current pool and pool house
- c. specific playground apparatus
- d. specific athletic facilities in the open play field
- e. specific water features
- f. site furnishings

Overall Integrity

The spatial organization of the park is still very similar to the original design. Most of the organized, group activities are located on the eastern half of the park, while the western half is mostly oriented for spontaneous or passive activities. Where the diagonal walks once were, a double row of trees still stands. Where the track once was, remnants of the oval tree pattern are still evident. Even though there are pieces of the 1911 plan missing, on close observation, evidence of each piece can still be seen in the landscape.

CHAPTER 5

RECOMMENDATIONS

In the early days of the preservation movement, the only parks believed worthy of preservation were “scenic” parks. These are the parks we visit to observe and be close to nature, whether that nature is a pastoral park such as Central Park in New York City, or a natural wonder such as the Grand Canyon or Ol’ Faithful in Yellowstone National Park. The preservation movement does not address the active recreation parks that developed in the early twentieth century. Galan Cranz in *The Politics of Park Design* writes, “The excluded class of one era became the focus of park programming in the next.”¹ In this statement, Cranz refers to the beginnings of what she calls the reform recreation park. She believes the design of the Pleasure Ground Park excluded the low-income, working class population. Because working class people were left out, they became the focus of the next type of park design. What the Pleasure Grounds lacked, the reform recreation parks provided.

Presently, preservation efforts have been focused on the large scenic pleasure ground parks, excluding the neighborhood recreation park. As we enter the twenty-first century, this park type should also become a focus of preservation efforts.

Management Strategies

The Secretary of the Interior’s Standards for Historic Preservation Projects defines the following four preservation strategies pertaining to Historic Designed Landscapes:

a. Preservation:

The act or process of applying measures to sustain the existing form, integrity, and material of a building, structure, and the existing form and vegetative

¹ Cranz, *The Politics of Park Design*.

cover of a site. It may include stabilization work, where necessary, as well as on-going maintenance of the historic building materials.

b. Rehabilitation:

The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

c. Restoration:

The act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

d. Reconstruction:

The act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or a part thereof, as it appeared at a specific period or time.²

Evaluation of the Alternatives

Rehabilitation is the overall management strategy to be used throughout the new Master Plan design. Rehabilitation is chosen because this park has been and remains a functioning park for the neighborhood – even though it has been poorly maintained in the recent past. The needs of the neighborhood will continue to change over time, and the management plan should accommodate these changes while continuing to protect the landscape characteristics of Shelby Park described in chapter four. In doing so, preservation of features of the site that are significant to its historical, architectural, and cultural values is possible, while alterations to the site can allow for ongoing changes in use. While the NPS’s definition of rehabilitation does not include “reconstructing” or “restoring” documented historic features that were demolished, the plan for Shelby Park does include reweaving parts of the essential fabric of the Park that have been lost. The term *restoration* will be used when referring to replacing a certain part of the historic

plan. It will not refer to an exact restoration of the historic component because actual documentation of what was and was not implemented and the details of implemented components have not been found. *Restoration* is only a secondary treatment to the overall *rehabilitation* effort represented in the master plan.

The Mission Statement, or the landscape plan and management philosophy of the Shelby Park master plan is: to preserve the historic character of the park so the public can understand its significance in American history while providing a recreational space that can be used and manipulated to meet the needs of changing communities.

To develop the new Master Plan, a set of criteria needed to be established. Since the park is an historic Olmsted Brothers design, it was important to respect the history of the site. However, Shelby Park is also located in a neighborhood whose needs and wants should be considered in developing a new Master Plan.

The first step for saving Shelby Park and other playground/recreation parks in Louisville is a designation by the city landmarks commission. An application for designation would include a master plan that addresses the future plans for Shelby Park. This plan will determine how much of the historic footprint should be preserved or restored and what parts can change with the community's fluctuating needs and wants. The preliminary master plan can be seen in Figure 5.1.

² Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes. 1996, 2.

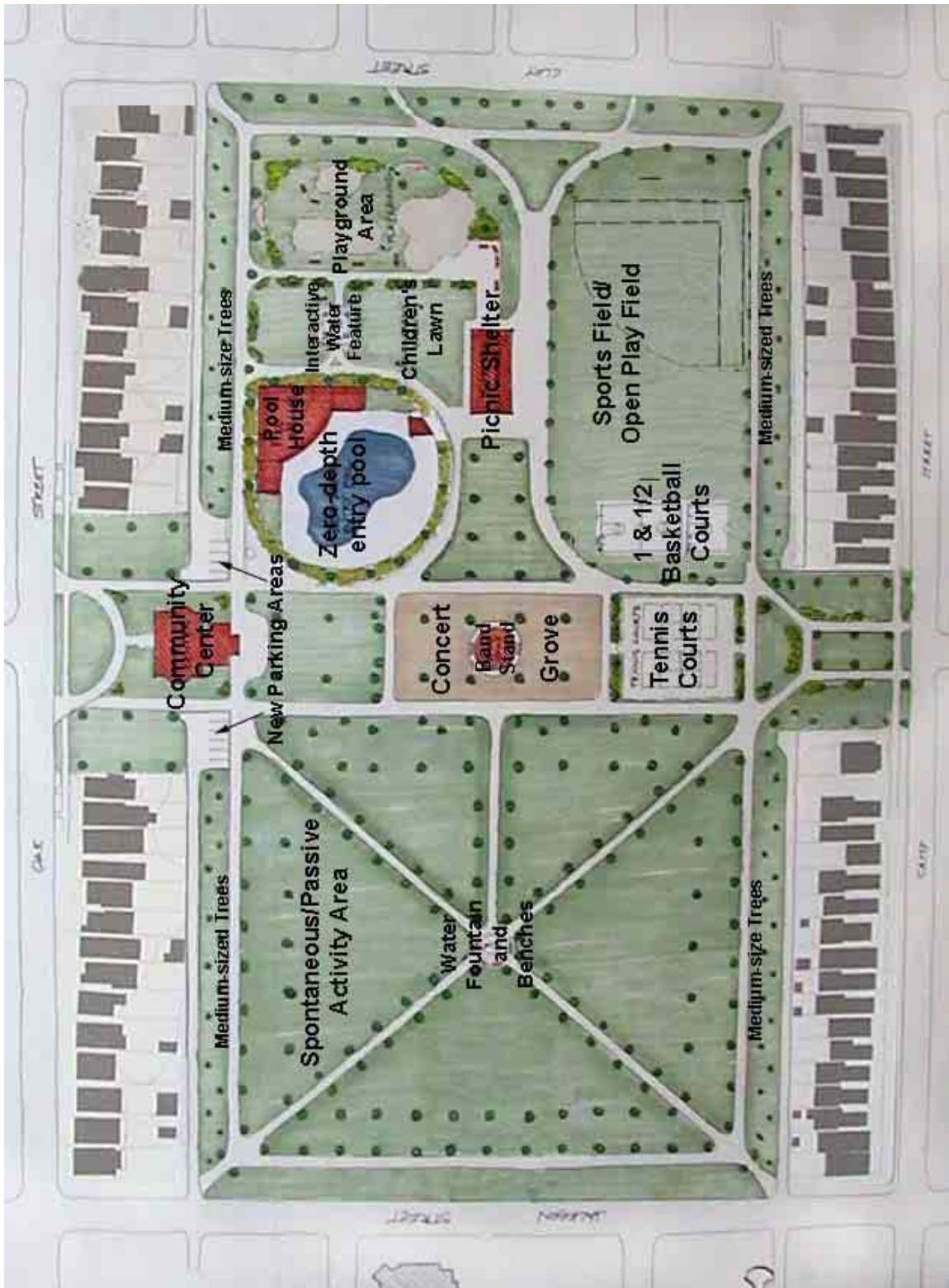


Figure 5.1: Preliminary Master Plan, July 2001

Shelby Park Detailed Recommendations

1) Re-establish the historic spatial organization of the 1911 plan and reprogram the landscape for recreational games according to community needs

- a. Locate organized activities on the eastern half of the park
 - ?? The tennis courts should be relocated to the south end of north/south central axis because this is their location in the 1911 plan.
 - ?? The basketball court should be relocated to the open play field so that all organized activities are within the eastern half of the park.
 - ?? The turf area inside the footprint of the historic running track should be designed as a multipurpose sports field including minimal facilities for softball, baseball, t-ball football, basketball, and other pick-up games.
- b. Rehabilitate western half of the park and use as lawn for casual and unprogrammed use
 - ?? This area should stay free from long-term organized activities and be used for picnicking, relaxing, observing others, etc. Referring to Appendix G, 79% males and 93% females engaged in less strenuous activities in Shelby Park within the last twelve months.

2) Rehabilitate paths throughout the park

- a. Replace diagonal paths on western half of park with eight-foot-wide asphalt path
- b. Replace the path between activities on eastern half of park with eight-foot-wide asphalt path
- c. Resurface perimeter paths with eight-foot-wide asphalt path

- d. Resurface north/south central axis paths with ten-foot-wide concrete path

3) *Improve entrances*

- a. Replant canopy trees at the north entrance according to the 1911 plan
 - ?? Currently, a newly planted nine-inch diameter Ash tree hides most of the front of the building. This tree should be removed to open a complete view of the building's front façade.
- b. Replant canopy trees at the south entrance according to the 1911 plan
- c. Redesign the four corner entrances
 - ?? The new paths should ramp to the ground for accessibility for all users.
 - ?? Bollards and shrub plantings should be placed around each of the entrances to keep vehicles from entering the park.
- d. Replace curb on Clay Street across from Guendaline and Shelby Streets
 - ?? One hundred-year-old curb cuts remain along Clay Street (see Figures 5.4 and 5.5).



Figure 5.2: 100-year old curb cut originally laid out for an alley



Figure 5.3: 100-year old curb cut originally laid out as the continuance of Shelby Street

4) Restore the historic function of vegetation

- a. Plant large canopy trees to line and shade paths and other activity areas where they are missing and add new canopy
 - ?? Shade trees should be added in the pool area and the children's playground per request from the neighborhood at a community meeting.
 - ?? An evaluation of the health of these trees should be done by a horticulturalist or a forestry expert to develop a long-term vegetation plan for Shelby Park.
 - ?? A list of acceptable tree species should be created based on the present tree species, historical information, and the ability for certain species to withstand urban conditions
- b. Plant medium understory trees between the northern and southern park boundaries and the backyards along the alleys
 - ?? These will screen the neighboring back yards without using a solid fence at the park boundary.

- c. Plant shrubs to separate programmed areas and to define missing parts of the 1911 plan

?? For the shrub beds, Olmsted suggested using “profuse flowering shrubs for sunny areas, but not the kinds that people want to pick.” He also suggested that *Clematis paniculata* be used for the tennis fences. It is not common for the Parks Department to use vines along tennis fences, but the master plan is suggesting it here. The tennis courts will be located within the central axis and instead of the fence having only functional qualities it should also have aesthetic qualities.

?? The Preliminary Master Plan includes low-growing shrubs to be planted along the borders of the children’s playground, the tennis courts, and to outline the historic shape of the original circular swimming pool.

- d. Plant perennial beds in the children’s playground

?? The community requested the planting of flowers within the park. The 1911 plan included perennials around the “Little Folks Lawn” so this is the most appropriate place. The children attending the Shelby Park Summer Camp could maintain these beds in the summer. By maintaining a piece of the park, these children may gain a sense of ownership and pride for their neighborhood park, thus discouraging acts of vandalism to equipment, buildings, and landscape.

5) Re-establish the shape and size of the wading/swimming pool from the 1911 plan

- a. Plant trees and shrubbery outside a fenced area to define historic pool size and shape.

- b. Design a new pool to be located within historic footprint of circular pool when the effective life of the existing facility is over.

?? The pool should accommodate all people, including children, adults, and those with disabilities. The specific size and shape of the new pool and pool house should be determined by consulting an expert in this field. The current pool was built around 1980, and since 1988 over \$125,000 has been put into it for maintenance. According to the Louisville Parks Maintenance Department, the current pool will need to be replaced within twenty years.

6) *Construct a new water feature for children that will extend the water play season*

- a. Research should be done to determine the safest design since supervision will not be provided

?? Historically, the park offered a wading pool for the children of the neighborhood. The interactive water feature would serve as a free form of water play where supervision, though preferred, would not be a necessity. Also, the interactive water feature could be used for a longer period of time throughout the year than the swimming pool, which is open for less than three months.

7) *Preserve or restore historic character of the old Library building*

- a. Consult National Register before renovations

?? This building was designated by NPS as an historic place in 1980.

8) *Re-establish the historic character of the fieldhouse/picnic shelter*

- a. Nominate this building for the National Register of Historic Places

?? The Picnic Shelter, built around 1911, has the same basic structural appearance, but the decorative detail has changed over time. The Master Plan calls for renovation of this entire building to restore its historic character. Without original plans for this building, it will not be an exact restoration project, but an attempt to bring back its original character, using historic photographs and documentation.

?? The bathrooms inside the shelter are a disgrace to any park, especially an Olmsted Park. The neighborhood survey showed 54% of those responding would be encouraged to visit the park more often if the bathrooms were improved. An expert needs to be consulted for safe, vandalism-resistant options for the bathrooms. One option to be considered is the relocation of the bathroom doors from inside the shelter to outside the shelter. This should reduce the complaints of bad odors coming from the bathrooms while using the shelter for picnics and other gatherings.

9) *Build a new pool house*

- a. Build a two-story pool house to include a gymnasium on the second floor open for community use

?? As seen in Figure 3.7, the original pool house was designed as a two-story building. The community members suggested a second level of the pool house to include a gymnasium for community use.

?? The current pool house is a noncontributing feature to the significance of Shelby Park. When it is removed, a new pool house should be built that is “compatible with the historic character of the landscape.”³

10) *Build a band stand at the center of the north/south axis*

- a. Consult the community as to what type of band stand they would like to see in the center of Shelby Park
- b. Consult experts in architecture and in events planning to determine the type of band stand

?? When asked, “What would encourage you to visit Shelby Park more often?” 60% answered, “more events and festivals. Ironically the Olmsted firm recommended a band stand in this central axis as a gathering place for the community. The addition of the band stand is not recommended because of any historical imperative, but because the community has a strong interest in a central gathering place. If designed appropriately it can be used for a many types of events and festivals involving the community and possibly the city of Louisville.

?? This band stand may not be the typical band stand of the twentieth century, one may picture when the term is used. It may be permanent or temporary. The physical characteristics of the “band stand” should be determined by the type of events the park would like to entertain

11) *Distribute Louisville Olmsted Park standard site furnishings throughout the park*

(These standards can be seen in Figures 5.4 and 5.5)

- a. Locate benches in playground area and other around organized activities.

³ U.S. Department of the Interior, *Guidelines for the Treatment of Cultural Landscape*, 1996, 81.

?? This is a park used for walking and playing many different sports. One of the most popular activities in parks is observation. Many people do not have the ability to participate in physical activities but do have the ability to watch them. For this to occur, active parks should have enough places for observers to sit and watch. Benches should also be located around the edges of the park to encourage these areas to be used later at night rather than those inside the park. The edges can be observed much better from others passing by as well as by the police.

b. Locate picnic tables throughout the park

?? Picnic tables are currently and should remain moveable so that people can move them in and out of sun and shade areas.

c. Trash cans should be located throughout the park

?? Trash cans are needed especially around the picnic shelter, playground, and along the walking paths.

d. Locate at least one additional water fountain on the western half of the park

?? Currently the only water fountain is located in the eastern half of the park. The neighborhood survey showed 46% would like to see more water fountains in the park. The Preliminary Master Plan shows an additional water fountain located in its position on the 1911 plan at the center of the two diagonal paths in the western half of the park.



Figure 5.4: Standard bench and trash can for Louisville Olmsted parks



Figure 5.5: Standard bollard and water fountain used in Louisville Olmsted parks

e. Locate grills within the park

?? The community requested cooking grills in the park. At least two should be placed on the eastern half, one near the playground and one near the picnic shelter. The western half should have at least four grills spaced out under the shade trees.

f. Locate new light fixtures around the park

?? The lighting should be at a pedestrian scale of ten to twelve feet high and of a style similar to that used in other Olmsted Parks. They should be located along the central north/south axis.

g. Locate bollards at entrances to the park

?? A standard type of bollard located where vehicles enter the park could minimize vehicular traffic in the park. There is at least one bollard at each entrance now, but people are driving around the bollards. The entrances could use three bollards, one bollard with prickly shrubs on each side, or two bollards located on the edges of the entrance paths, making the path too narrow for vehicles to get through without having an object in the center of the path.

h. Consider the addition of lawn curbs around the edges of the park

?? These are taller curbs, usually between twelve and eighteen inches, to ensure vehicles do not drive into the park. These would be especially helpful at the entrances of the park on Jackson and Clay Streets.

?? The south entrance on Camp Street has a lawn curb and vehicle have not been able to enter or exit from this area.

12) *Design and install a complete signage package for Shelby Park and its buildings*

a. Inform the community through a new park signage

?? Each building should have its own signage that includes rules and regulations, an events calendar, and a park map. Signage that includes a park map and the parks rules and regulations should be posted at all entrances. International symbols should be used on all signs.

13) *Design a permanent exhibit telling the history of Shelby Park to be located within the old library building*

- a. Inform the community of Shelby Park's acquisition, design, implementation, past games and activities, and physical changes over the last one hundred years.

Management and Operations

1) *Develop a management plan for Shelby Park*

2) *Create a subcommittee, within the larger Neighborhood Association, to focus exclusively on the park.*

- a. Meet separately from the Neighborhood Association but report ideas and suggestions directly to the larger group.
 - b. Plan and organize park clean-up days, arts and craft festivals, holiday events, theater events such as plays or African Dance recitals. This committee could also organize sporting events and leagues, children's event, picnics and reunions, neighborhood watch groups, and police-run bike training as suggested by the neighborhood. Clubs could be organized to encourage people to use the park in groups. Examples include a walking club, a dog-walking club, a cookout club, a mothers whose children use the playground club, and an athletic club. This type of activity could encourage those who do not feel safe in the park to use it more often because they will be in groups.
- ?? One special event this committee could coordinate may be on opening day after a major portion of the master plan has been implemented. The park could be full of the type of activities originally planned for Shelby Park. It could be an educational experience for all ages to see what type of games were played in the early twentieth century. Activity leaders and

community members could be encouraged to dress accordingly to that of the people using the park in the early twentieth century. It would be a wonderful way to celebrate the history of Shelby Park while bringing new life into it as it heads into the twenty-first century.

- c. Organize yard sales and bake sales to raise money for improvements or additions to the park that are not provided by the Parks Department. The funds could help pay to bring in performances or speakers for special events that could use the band stand area.

3) Provide supervision for Shelby Park

- a. Hire a person to supervise organized events and activities throughout the year
 - ?? This person should get to know people of all ages in the community.
 - ?? This person could become the role model for children and a friend to adults.

4) Improve advertisement of park and community center activities

- a. Place a sign near each building listing activities for all age groups.
- b. List events and activities in a monthly newsletter written by a subcommittee under the larger Neighborhood Association.
- c. List special events in the local newspapers informing all of the city of Louisville.

5) Add activities for community members from the ages of thirteen to fifty-five should be planned.

- a. Encourage the people between these ages to meet others in the community and find positive ways to spend their leisure time.

Conclusion

The question proposed in the beginning of this thesis asked if the neighborhood recreation park is worthy of preservation. If it is worthy, how is it preserved so that the landscape does not become a living museum that does not address the needs of the community that is in contact with it at any point in time? The New York City's Parks Department does not think it can be done. They believe if a landscape is designated, it will not be able to continue meeting the changing community needs and safety standards. This thesis takes exception to their conclusion. In the *Guidelines for the Treatment of Cultural Landscapes*, the term rehabilitation is defined as: the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.⁴ This definition states that as long as the historically significant pieces, or those listed as contributing features, of a landscape are acknowledged and kept in tact, alterations to the use of these pieces is acceptable.

The spatial organization of this park type is critical. If the original intent regarding the organization of space can be determined through historical research, then a foundation is achieved for determining what changes in the landscape are acceptable and what are not. Therefore, it is entirely possible to designate a neighborhood recreation park a historic site and have it continue to effectively meet the fluctuating needs of the community.

This thesis has shown the importance of community participation when making changes to a neighborhood recreation park. The three forms used in this thesis,

⁴ U.S. Department of the Interior, *Guidelines for the Treatment of Cultural Landscapes*, Washington, D.C., 1996, 48.

community meetings, neighborhood surveys, and park user surveys, were extremely beneficial in collecting information from a wide variety of people in the Shelby Park Neighborhood, but did have limitations. No information was gathered from children and adolescents under the age of sixteen. Many of the organized activity areas are primarily oriented toward this age group, yet no information was collected from them. By collecting information from the parents of this group, the decision was made to include the activities seen in the master plan.

In future studies, to make this portion of the master plan more accurate, surveys could be sent to local elementary and high schools to determine what this group of users would like to see in their park. The neighborhood recreation park is just as important for children today, in the Information Revolution, as it was one hundred years ago in the Industrial Revolution. Many children and adolescents today spend much of their time sitting in front of computers possibly making outdoor recreation more important than ever before.

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APPENDIX A

PRESERVATION BRIEF #36

Preservation Brief 36: Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes³⁶

Protecting Cultural Landscapes

Planning, Treatment and Management of Historic Landscapes

Charles A. Birnbaum, ASLA

- »Developing a Strategy and Seeking Assistance
- »Preservation Planning for Cultural Landscapes
- »Developing a Historic Preservation Approach and Treatment Plan
- »Developing a Preservation Maintenance Plan and Implementation Strategy
- »Recording Treatment Work and Future Research Recommendations
- »Summary
- »Selected Reading

Cultural landscapes can range from thousands of acres of rural tracts of land to a small homestead with a front yard of less than one acre. Like historic buildings and districts, these special places reveal aspects of our country's origins and development through their form and features and the ways they were used. Cultural landscapes also reveal much about our evolving relationship with the natural world.

A **cultural landscape** is defined as "a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values." There are four general types of cultural landscapes, not mutually exclusive: *historic sites*, *historic designed landscapes*, *historic vernacular landscapes*, and *ethnographic landscapes*. These are defined below.

Historic landscapes include residential gardens and community parks, scenic highways, rural communities, institutional grounds, cemeteries, battlefields and zoological gardens. They are composed of a number of character-defining features which, individually or collectively contribute to the landscape's physical appearance as they have evolved over time. In addition to vegetation and topography, cultural landscapes may include water features, such as ponds, streams, and fountains; circulation features, such as roads, paths, steps, and walls; buildings; and furnishings, including fences, benches, lights and sculptural objects.

Most historic properties have a cultural landscape component that is integral to the significance of the resource. Imagine a residential district without sidewalks, lawns and trees or a plantation with buildings but no adjacent lands. A historic property consists of all its cultural resources--landscapes, buildings, archeological sites and collections. In some cultural landscapes, there may be a total absence of buildings.

This Preservation Brief provides preservation professionals, cultural resource managers, and historic property owners a step-by-step process for preserving historic designed and vernacular landscapes, two types of cultural landscapes. While this process is ideally applied to an entire landscape, it can address a single feature, such as a perennial garden, family burial plot, or a sentinel oak in an open meadow. This Brief provides a framework and guidance for undertaking projects to ensure a successful balance between historic preservation and change.

DEFINITIONS

Historic Designed Landscape--a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person(s), trend, or event in landscape architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses, and estates.

Historic Vernacular Landscape--a landscape that evolved through use by the people whose activities or occupancy shaped that landscape. Through social or cultural attitudes of an individual, family or a community, the landscape reflects the physical, biological, and cultural character of those everyday lives. Function plays a significant role in vernacular landscapes. They can be a single property such as a farm or a collection of properties such as a district of historic farms along a river valley. Examples include rural villages, industrial complexes, and agricultural landscapes.

Historic Site--a landscape significant for its association with a historic event, activity, or person. Examples include battlefields and president's house properties.

Ethnographic Landscape--a landscape containing a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, religious sacred sites and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components.

Developing a Strategy and Seeking Assistance

Nearly all designed and vernacular landscapes evolve from, or are often dependent on, natural resources. It is these interconnected systems of land, air and water, vegetation and wildlife which have dynamic qualities that differentiate cultural landscapes from other cultural resources, such as historic structures. Thus, their documentation, treatment, and ongoing management require a comprehensive, multi-disciplinary approach.

Today, those involved in preservation planning and management of cultural landscapes represent a broad array of academic backgrounds, training, and related project experience. Professionals may have expertise in landscape architecture, history, landscape archeology, forestry, agriculture, horticulture, pomology, pollen analysis, planning, architecture, engineering (civil, structural, mechanical, traffic), cultural geography, wildlife, ecology, ethnography, interpretation, material and object conservation, landscape maintenance and management. Historians and historic preservation professionals can bring expertise in the history of the landscape, architecture, art, industry, agriculture, society and other subjects. Landscape preservation teams, including on-site management teams and independent consultants, are often directed by a landscape architect with specific expertise in landscape preservation. It is highly recommended that disciplines relevant to the landscapes' inherent features be represented as well.

Additional guidance may be obtained from State Historic Preservation Offices, local preservation commissions, the National Park Service, local and state park agencies, national and state chapters of the American Society of Landscape Architects, the Alliance for Historic Landscape Preservation, the National Association of Olmsted Parks, and the Catalog of Landscape Records in the United States at Wave Hill, among others.

A range of issues may need to be addressed when considering how a particular cultural landscape should be treated. This may include the in-kind replacement of declining vegetation, reproduction of furnishings, rehabilitation of structures, accessibility provisions for people with disabilities, or the treatment of industrial properties that are rehabilitated for new uses.

Preservation Planning for Cultural Landscapes

Careful planning prior to undertaking work can help prevent irrevocable damage to a cultural landscape. Professional techniques for identifying, documenting, evaluating and preserving cultural landscapes have advanced during the past 25 years and are continually being refined.

Preservation planning generally involves the following steps: historical research; inventory and documentation of existing conditions; site analysis and evaluation of integrity and significance; development of a cultural landscape preservation approach and treatment plan; development of a cultural landscape management plan and management philosophy; the development of a strategy for ongoing maintenance; and preparation of a record of treatment and future research recommendations.

The steps in this process are not independent of each other, nor are they always sequential. In fact, information gathered in one step may lead to a re-examination or refinement of previous steps. For example, field inventory and historical research are likely to occur simultaneously, and may reveal unnoticed cultural resources that should be protected.

The treatment and management of cultural landscape should also be considered in concert with the management of an entire historic property. As a result, many other studies may be relevant. They include management plans, interpretive plans, exhibit design, historic structures reports, and other.

These steps can result in several products including a Cultural Landscape Report (also known as a Historic Landscape Report), statements for management, interpretive guide, maintenance guide and maintenance records.

CULTURAL LANDSCAPE REPORTS

A Cultural Landscape Report (CLR) is the primary report that documents the history, significance and treatment of a cultural landscape. A CLR evaluates the history and integrity of the landscape including any changes to its geographical context, features, materials, and use.

CLRs are often prepared when a change (e.g. a new visitor's center or parking area to a landscape) is proposed. In such instances, a CLR can be a useful tool to protect the landscape's character-defining features from undue wear, alteration or loss. A CLR can provide managers, curators and others with information needed to make management decisions.

A CLR will often yield new information about a landscape's historic significance and integrity, even for those already listed on the National Register. Where appropriate, National Register files should be amended to reflect the new findings.

Historical Research

Research is essential before undertaking any treatment. Findings will help identify a landscape's historic period(s) of ownership, occupancy and development, and bring greater understanding of the associations and characteristics that make the landscape or history significant. Research findings provide a foundation to make educated decisions for work, and can also facilitate ongoing maintenance and management operations, interpretation and eventual compliance requirements.

A variety of primary and secondary sources may be consulted. Primary archival sources can include historic plans, surveys, plats, tax maps, atlases, U. S. Geological Survey maps, soil profiles, aerial photographs, photographs, stereoscopic views, glass lantern slides, postcards, engravings, paintings, newspapers, journals, construction drawings, specifications, plant lists, nursery catalogs, household records, account books and personal correspondence. Secondary sources include monographs, published histories, theses, National Register forms, survey data, local preservation plans, state contexts and scholarly articles.

Contemporary documentary resources should also be consulted. This may include recent studies, plans, surveys, aerial and infrared photographs, Soil Conservation Service soil maps, inventories, investigations and interviews. Oral histories of residents, managers, and maintenance personnel with a long tenure or historical association can be valuable sources of information about changes to a landscape over many years. For properties listed in the National Register, nomination forms should be consulted.

Preparing Period Plans

In the case of designed landscapes, even though a historic design plan exists, it does not necessarily mean that it was realized fully, or even in part. Based on a review of the archival resources outlined above, and the extant landscape today, an as-built period plan may be delineated. For all successive tenures of ownership, occupancy and landscape change, period plans should be generated. Period plans can document to the greatest extent possible the historic appearance during a particular period of ownership, occupancy, or development. Period plans should be based on primary archival sources and should avoid conjecture. Features that are based on secondary or less accurate sources should be graphically differentiated. Ideally, all referenced archival sources should be annotated and footnoted directly on *period plans*.

Where historical data is missing, period plans should reflect any gaps in the CLR narrative text and these limitations considered in future treatment decisions.

Inventorying and Documenting Existing Conditions

Both physical evidence in the landscape and historic documentation guide the historic preservation plan and treatments. To document existing conditions, intensive field investigation and reconnaissance should be conducted at the same time that documentary research is being gathered. Information should be exchanged among preservation professionals, historians, technicians, local residents, managers and visitors. Understanding the geographic context should be part of the inventory process.

To assist in the survey process, National Register Bulletins have been published by the National Park Service to aid in identifying, nominating and evaluating designed and rural historic landscapes. Additionally, Bulletins are available for specific landscape types such as battlefields, mining sites, and cemeteries.

Although there are several ways to inventory and document a landscape, the goal is to create a baseline from a detailed record of the landscape and its features as they exist at the present (considering seasonal variations). Each landscape inventory should address issues of boundary delineation, documentation methodologies and techniques, the limitations of the inventory, and the scope of inventory efforts. These are most often influenced by the timetable, budget, project scope, and the purpose of the inventory and, depending on the physical qualities of the property, its scale, detail, and the inter-relationship between natural and cultural resources. For example, inventory objectives to develop a treatment plan may differ considerably compared to those needed to develop an ongoing maintenance plan. Once the criteria for a landscape inventory are developed and tested, the methodology should be explained.

Preparing Existing Condition Plans

Inventory and documentation may be recorded in plans, sections, photographs, aerial photographs, axonometric perspectives, narratives, video-or any combination of techniques. Existing conditions should generally be documented to scale, drawn by hand or generated by computer. The scale of the drawings is often determined by the size and complexity of the landscape. Some landscapes may require documentation at more than one scale. For example, a large estate may be documented at a small scale to depict its spatial and visual relationships, while the discrete area around an estate mansion may require a larger scale to illustrate individual plant materials, pavement patterns and other details. The same may apply to an entire rural historic district and a fenced vegetable garden contained within.

When landscapes are documented in photographs, registration points can be set to indicate the precise location and orientation of features. Registration points should correspond to significant forms, features and spatial relationships within the landscape and its surrounds. The points may also correspond to historic views to illustrate the change in the landscape to date. These locations may also be used as a management tool to document the landscape's evolution, and to ensure that its character-defining features are preserved over time through informed maintenance operations and later treatment and management decisions.

All features that contribute to the landscape's historic character should be recorded. These include the physical features described above (e.g. topography, circulation), and the visual and spatial relationships that are character defining. The identification of existing plants, should be specific, including genus, species,

common name, age (if known) and size. The woody, and if appropriate, herbaceous plant material should be accurately located on the existing conditions map. To ensure full representation of successional herbaceous plants, care should be taken to document the landscape in different seasons, if possible.

Treating living plant materials as a curatorial collection has also been undertaken at some cultural landscapes. This process, either done manually or by computer, can track the condition and maintenance operations on individual plants. Some sites, such as the Frederick Law Olmsted National Historic Site, in Brookline, Massachusetts have developed a field investigation numbering system to track all woody plants. Due to concern for the preservation of genetic diversity and the need to replace significant plant materials, a number of properties are beginning to propagate historically important rare plants that are no longer commercially available, unique, or possess significant historic associations. Such herbarium collections become a part of a site's natural history collection.

Once the research and the documentation of existing conditions have been completed, a foundation is in place to analyze the landscape's continuity and change, determine its significance, assess its integrity, and place it within the historic context of similar landscapes.

READING THE LANDSCAPE

A noted geographer, Lewis Pierce, stated, "The attempt to derive meaning from landscapes possesses overwhelming virtue. It keeps us constantly alert to the world around us, demanding that we pay attention not just to some of the things around us but to all of them--the whole visible world in all of its rich, glorious, messy, confusing, ugly, and beautiful complexity."

Landscapes can be read on many levels --landscape as nature, habitat, artifact, system, problem, wealth, ideology, history, place and aesthetic. When developing a strategy to document a cultural landscape, it is important to attempt to read the landscape in its context of place and time. Reading the landscape, like engaging in archival research, requires a knowledge of the resource and subject area as well as a willingness to be skeptical. As with archival research, it may involve serendipitous discoveries. Evidence gained from reading the landscape may confirm or contradict other findings and may encourage the observer and the historian to re-visit both primary and secondary sources with a fresh outlook. Landscape investigation may also stimulate other forms of research and survey, such as oral histories or archeological investigations, to supplement what appeared on-site.

There are many ways to read a landscape-whatever approach is taken should provide a broad overview. This may be achieved by combining on-the-ground observations with a bird's-eye perspective. To begin this process, aerial photographs should be reviewed to gain an orientation to the landscape and its setting. Aerial photographs come in different sizes and scales, and can thus portray different levels of detail in the landscape. Aerial photographs taken at a high altitude, for example, may help to reveal remnant field patterns or traces of an abandoned circulation system; or, portions of axial relationships that were part of the original design, since obscured by encroaching woodland areas. Low altitude aerial photographs can point out individual features such as the arrangement of shrub and herbaceous borders, and the exact locations of furnishings, lighting, and fence alignments. This knowledge can prove beneficial before an on-site visit.

Aerial photographs provide clues that can help orient the viewer to the landscape. The next step may be to view the landscape from a high point such as a knoll or an upper floor window. Such a vantage point may provide an excellent transition before physically entering the cultural landscape.

On ground, evidence should then be studied, including character-defining features, visual and spatial relationships. By reviewing supporting materials from historic research, individual features can be understood in a systematic fashion that show the continuum that exists on the ground today.

By classifying these features and relationships, the landscape can be understood as an artifact, possessing evidence of evolving natural systems and human interventions over time.

For example, the on-site investigation of an abandoned turn-of-the-century farm complex reveals the remnant of a native oak and pine forest which was cut and burned in the mid-nineteenth century. This previous use is confirmed by a small stand of mature oaks and the presence of these plants in the emerging secondary woodland growth that is overtaking this farm complex in decline. A ring count of the trees can establish a more accurate age. By reading other character-defining features, such as the traces of old roads, remnant hedgerows, ornamental trees along boundary roads, foundation plantings, the terracing of grades and remnant fences--the visual, spatial and contextual relationships of the property as it existed a century ago may be understood and its present condition and integrity evaluated.

The findings of on-site reconnaissance, such as materials uncovered during archival research, may be considered primary data. These findings make it possible to inventory and evaluate the landscape's features in the context of the property's current condition. Character-defining features are located in situ, in relationship to each other and the greater cultural and geographic contexts.

Historic Plant Inventory

Within cultural landscapes, plants may have historical or botanical significance. A plant may have been associated with a historic figure or event or be part of a notable landscape design. A plant may be an uncommon cultivar, exceptional in size, age, rare and commercially/unavailable. If such plants are lost, there would be a loss of historic integrity and biological diversity of the cultural landscape. To ensure that significant plants are preserved, an inventory of historic plants is being conducted at the North Atlantic Region of the National Park Service. Historical landscape architects work with landscape managers and historians to gather oral and documented history on the plant's origin and potential significance. Each plant is then examined in the field by an expert horticulturist who records its name, condition, age, size, distribution, and any notable botanic characteristics.

Plants that are difficult to identify or are of potential historical significance are further examined in the laboratory by a plant taxonomist who compares leaf, fruit, and flower characteristics with herbarium specimens for named species, cultivars and varieties. For plants species with many cultivars, such as apples, roses, and grapes, specimens may be sent to specialists for identification.

If a plant cannot be identified, is dying or in decline, and unavailable from commercial nurseries, it may be propagated. Propagation ensures that when rare and significant plants decline, they can be replaced with genetically-identical plants. Cuttings are propagated and grown to replacement size in a North Atlantic Region Historic Plant Nursery.

Site Analysis: Evaluating Integrity and Significance

By analyzing the landscape, its change over time can be understood. This may be accomplished by overlaying the various period plans with the existing conditions plan. Based on these findings, individual features may be attributed to the particular period when they were introduced, and the various periods when they were present.

It is during this step that the *historic significance* of the landscape component of a historic property and its integrity are determined. Historic significance is the recognized importance a property displays when it has been evaluated, including when it has been found to meet National Register Criteria. A landscape may have several areas of historical significance. An understanding of the landscape as a continuum through history is critical in assessing its cultural and historic value. In order for the landscape to have integrity, these character-defining features or qualities that contribute to its significance must be present.

While National Register nominations document the significance and integrity of historic properties, in general, they may not acknowledge the significance of the landscape's design or historic land uses, and may not contain an inventory of landscape features or characteristics. Additional research is often necessary to provide the detailed information about a landscape's evolution and significance useful in making decision for the treatment and maintenance of a historic landscape. Existing National Register forms may be amended to recognize additional areas of significance and to include more complete descriptions of historic properties that have significant land areas and landscape features.

Integrity is a property's historic identity evidenced by the survival of physical characteristics from the property's historic or pre-historic period. The seven qualities of integrity are location, setting, feeling, association, design, workmanship and materials. When evaluating these qualities, care should be taken to consider change itself. For example, when a second-generation woodland overtakes an open pasture in a battlefield landscape, or a woodland edge encloses a scenic vista. For situations such as these, the reversibility and/or compatibility of those features should be considered, both individually, and in the context of the overall landscape. Together, evaluations of significance and integrity, when combined with historic research, documentation of existing conditions, and analysis findings, influence later treatment and interpretation decisions.

Developing a Historic Preservation Approach and Treatment Plan

Treatment may be defined as work carried out to achieve a historic preservation goal—it cannot be considered in a vacuum. There are many practical and philosophical factors that may influence the selection of a treatment for a landscape. These include the relative historic value of the property, the level of historic documentation, existing physical conditions, its historic significance and integrity, historic and proposed use (e.g. educational, interpretive, passive, active public, institutional or private), long-and short-term objectives, operational and code requirements (e.g. accessibility, fire, security) and costs for anticipated capital improvement, staffing and maintenance. The value of any significant archeological and natural resources should also be considered in the decision-making process. Therefore, a cultural landscape's preservation plan and the treatment selected will consider a broad array of dynamic and inter-related considerations. It will often take the form of a plan with detailed guidelines or specifications.

TREATMENTS FOR CULTURAL LANDSCAPES

Prior to undertaking work on a landscape, a treatment plan or similar document should be developed. The four primary treatments identified in the Secretary of the Interior's Standards for the Treatment of Historic Properties, are:

Preservation is defined as the act or process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize the property, generally focuses upon the ongoing maintenance and repair of historic materials and features rather than extensive replacement and new construction. New additions are not within the scope of this treatment; however, the limited and sensitive upgrading of mechanical, electrical and plumbing systems and other code-required work to make properties functional is appropriate within a reservation project.

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical or cultural values.

Restoration is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

***Reconstruction** is defined as the act or process of depicting, by means of new construction, the form, features, and detailing of a non-surviving site, landscape, building, structure, or object for the purpose of replicating its appearance at a specific period of time and in its historic location.*

Adopting such a plan, in concert with a preservation maintenance plan, acknowledges a cultural landscape's ever-changing existence and the inter-relationship of treatment and ongoing maintenance. Performance standards, scheduling and record keeping of maintenance activities on a day-to-day or month-to-month basis, may then be planned for. Treatment, management, and maintenance proposals can be developed by a broad range of professionals and with expertise in such fields as landscape preservation, horticulture, ecology, and landscape maintenance.

The selection of a primary treatment for the landscape, utilizing the Secretary of the Interior's Standards for the Treatment of Historic Properties, establishes an overall historic preservation approach, as well as a philosophical framework from which to operate. Selecting a treatment is based on many factors. They include management and interpretation objectives for the property as a whole, the period(s) of significance, integrity, and condition of individual landscape features.

For all treatments, the landscape's existing conditions and its ability to convey historic significance should be carefully considered. For example, the life work, design philosophy and extant legacy of an individual designer should all be understood for a designed landscape, such as an estate, prior to treatment selection. For a vernacular landscape, such as a battlefield containing a largely intact mid-nineteenth century family farm, the uniqueness of that agrarian complex within a local, regional, state, and national context should be considered in selecting a treatment.

The overall historic preservation approach and treatment approach can ensure the proper retention, care, and repair of landscapes and their inherent features. In short, the Standards act as a preservation and management tool for cultural landscapes. The four potential treatments are described above.

Landscape treatments can range from simple, inexpensive preservation actions, to complex major restoration or reconstruction projects. The progressive framework is inverse in proportion to the retention of historic features and materials. Generally, preservation involves the least change, and is the most respectful of historic materials. It maintains the form and material of the existing landscape. Rehabilitation usually accommodates contemporary alterations or additions without altering significant historic features or materials, with successful projects involving minor to major change. Restoration or reconstruction attempts to recapture the appearance of a property, or an individual feature at a particular point in time, as confirmed by detailed historic documentation. These last two treatments most often require the greatest degree of intervention and thus, the highest level of documentation.

In all cases, treatment should be executed at the appropriate level, reflecting the condition of the landscape, with repair work identifiable upon close inspection and/or indicated in supplemental interpretative information. When repairing or replacing a feature, every effort should be made to achieve visual and physical compatibility. Historic materials should be matched in design, scale, color and texture.

A landscape with a high level of integrity and authenticity may suggest preservation as the primary treatment. Such a treatment may emphasize protection, stabilization, cyclical maintenance, and repair of character-defining landscape features. Changes over time that are part of the landscape's continuum and are significant in their own right may be retained, while changes that are not significant, yet do not encroach upon or erode character may also be maintained. Preservation entails the essential operations to safeguard existing resources.

Rehabilitation is often selected in response to a contemporary use or need--ideally such an approach is compatible with the landscape's historic character and historic use. Rehabilitation may preserve existing fabric along with introducing some compatible changes, new additions and alterations. Rehabilitation may be desirable at a private residence in a historic district where the homeowner's goal is to develop an

appropriate landscape treatment for a front yard, or in a public park where a support area is needed for its maintenance operations.

When the most important goal is to portray a landscape at an exact period of time, restoration is selected as the primary treatment. Unlike preservation and rehabilitation, interpreting the landscape's continuum or evolution is not the objective. Restoration may include the removal of features from other periods and/or the construction of missing or lost features and materials from the reconstruction period. In all cases, treatment should be substantiated by the historic research findings and existing conditions documentation. Restoration and re-construction treatment work should avoid the creation of a landscape whose features did not exist historically. For example, if features from an earlier period did not co-exist with extant features from a later period that are being retained, their restoration would not be appropriate.

In rare cases, when evidence is sufficient to avoid conjecture, and no other property exists that can adequately explain a certain period of history, reconstruction may be utilized to depict a vanished landscape. The accuracy of this work is critical. In cases where topography and the sub-surface of soil have not been disturbed, research and existing conditions findings may be confirmed by thorough archeological investigations. Here too, those features that are intact should be repaired as necessary, retaining the original historic features to the greatest extent possible. The greatest danger in reconstruction is creating a false picture of history.

False historicism in every treatment should be avoided. This applies to individual features as well as the entire landscape. Examples of inappropriate work include the introduction of historic-looking benches that are actually a new design, a fanciful gazebo placed in what was once an open meadow, executing an unrealized historic design, or designing a historic-looking landscape for a relocated historic structure within "restoration."

LANDSCAPE INTERPRETATION

Landscape interpretation is the process of providing the visitor with tools to experience the landscape as it existed during its period of significance, or as it evolved to its present state. These tools may vary widely, from a focus on existing features to the addition of interpretive elements. These could include exhibits, self-guided brochures, or a new representation of a lost feature. The nature of the cultural landscape, especially its level of significance, integrity, and the type of visitation anticipated may frame the interpretive approach. Landscape interpretation may be closely linked to the integrity and condition of the landscape, and therefore, its ability to convey the historic character and character-defining features of the past. If a landscape has high integrity, the interpretive approach may be to direct visitors to surviving historic features without introducing obtrusive interpretive devices, such as free-standing signs. For landscapes with a diminished integrity, where limited or no fabric remains, the interpretive emphasis may be on using extant features and visual aids (e.g., markers, photographs, etc.) to help visitors visualize the resource as it existed in the past. The primary goal in these situations is to educate the visitor about the landscape's historic themes, associations and lost character-defining features or broader historical, social and physical landscape contexts.

Developing a Preservation Maintenance Plan and Implementation Strategy

Throughout the preservation planning process, it is important to ensure that existing landscape features are retained. Preservation maintenance is the practice of monitoring and controlling change in the landscape to ensure that its historic integrity is not altered and features are not lost. This is particularly important during the research and long-term treatment planning process. To be effective, the maintenance program must have a guiding philosophy, approach or strategy; an understanding of preservation maintenance techniques; and a system for documenting changes in the landscape.

The philosophical approach to maintenance should coincide with the landscape's current stage in the preservation planning process. A Cultural Landscape Report and Treatment Plan can take several years to complete, yet during this time managers and property owners will likely need

to address immediate issues related to the decline, wear, decay, or damage of landscape features. Therefore, initial maintenance operations may focus on the stabilization and protection of all landscape features to provide temporary, often emergency measures to prevent deterioration, failure, or loss, without altering the site's existing character.

After a Treatment Plan is implemented, the approach to preservation maintenance may be modified to reflect the objectives defined by this plan. The detailed specifications prepared in the Treatment Plan relating to the retention, repair, removal, or replacement of features in the landscape should guide and inform a comprehensive preservation maintenance program. This would include schedules for monitoring and routine maintenance, appropriate preservation maintenance procedures, as well as ongoing record keeping of work performed. For vegetation, the preservation maintenance program would also include thresholds for growth or change character, appropriate pruning methods, propagation and replacement procedures.

To facilitate operations, a property may be divided into discrete management zones. These zones are sometimes defined during the Cultural Landscape Report process and are typically based on historically defined areas. Alternatively, zones created for maintenance practices and priorities could be used. Examples of maintenance zones would include woodlands, lawns, meadow, specimen trees, and hedges.

Training of maintenance staff in preservation maintenance skills is essential. Preservation maintenance practices differ from standard maintenance practices because of the focus on perpetuating the historic character or use of the landscape rather than beautification. For example introducing new varieties of turf, roses or trees is likely to be inappropriate. Substantial earth moving (or movement of soil) may be inappropriate where there are potential archeological resources. An old hedge or shrub should be rejuvenated, or propagated, rather than removed and replaced. A mature specimen tree may require cabling and careful monitoring to ensure that it is not a threat to visitor safety. Through training programs and with the assistance of preservation maintenance specialists, each property could develop maintenance specifications for the care of landscape features.

Because landscapes change through the seasons, specifications for ongoing preservation maintenance should be organized in a calendar format. During each season or month, the calendar can be referenced to determine when where, and how preservation maintenance is needed. For example, for some trees structural pruning is best done in the late winter while other trees are best pruned in the late summer. Serious pests are monitored at specific times of the year, in certain stages of their life cycle. This detailed calendar will, in turn, identify staff needs and work priorities.

Depending on the level of sophistication desired, one approach to documenting maintenance data and recording change over time is to use a computerized geographical or visual information system. Such a system would have the capability to include plans and photographs that would focus on a site's landscape features.

If a computer is not available, a manual or notebook can be developed to organize and store important information. This approach allows managers to start at any level of detail and to begin to collect and organize information about landscape features. The value of these maintenance records cannot be overstated. These records will be used in the future by historians to understand how the landscape has evolved with the ongoing care of the maintenance staff.

Recording Treatment Work and Future Research Recommendations

The last and ongoing step in the preservation planning process records the treatment work as carried out. It may include a series of as-built drawings, supporting photographic materials, specifications and a summary assessment. New technologies that have been successfully used should be highlighted. Ideally, this information should be shared with interested national organizations for further dissemination and evaluation.

The need for further research or additional activities should also be documented. This may include site-specific or contextual historical research, archeological investigations, pollen analysis, search for rare or unusual plant materials, or, material testing for future applications.

Finally, in consultation with a conservator or archivist-to maximize the benefit of project work and to minimize the potential of data loss--all primary documents should be organized and preserved as archival materials. This may include field notes, maps, drawings, photographs, material samples, oral histories and other relevant information.

DEVELOPING A PRESERVATION MAINTENANCE GUIDE

In the past, there was rarely adequate record-keeping to fully understand the ways a landscape was maintained. This creates gaps in our research findings. Today, we recognize that planning for ongoing maintenance and onsite applications should be documented--both routinely and comprehensively. An annual work program or calendar records the frequency of maintenance work on built or natural landscape features. It can also monitor the age, health and vigor of vegetation. For example, onsite assessments may document the presence of weeds, pests, dead leaves, pale color, wilting, soil compaction--all of which signal particular maintenance needs. For built elements, the deterioration of paving or drainage systems may be noted and the need for repair or replacement indicated before hazards develop. An overall maintenance program can assist in routine and cyclic maintenance of the landscape and can also guide long term treatment projects.

To help structure a comprehensive maintenance operation that is responsive to staff, budget, and maintenance priorities, the National Park Service has developed two computer-driven programs for its own landscape resources. A Maintenance Management Program (MM) is designed to assist maintenance managers in their efforts to plan, organize, and direct the park maintenance system. An Inventory and Condition Assessment Program (ICAP) is designed to complement MM by providing a system for inventorying, assessing conditions, and for providing corrective work recommendations for all site features.

Another approach to documenting maintenance and recording changes over time is to develop a manual or computerized graphic information system. Such a system should have the capability to include plans and photographs that would record a site's living collection of plant materials. (Also see discussion of the use of photography under Preparing Existing Conditions Plans) This may be achieved using a computer-aided drafting program along with an integrated database management system.

To guide immediate and ongoing maintenance, a systematic and flexible approach has been developed by the Olmsted Center for Landscape Preservation. Working with National Park Service landscape managers and maintenance specialists, staff assemble information and make recommendations for the care of individual landscape features.

Each landscape feature is inspected in the field to document existing conditions and identify field work needed. Recommendations include maintenance procedures that are sensitive to the integrity of the landscape.

Summary

The planning, treatment, and maintenance of cultural landscapes requires a multi-disciplinary approach. In landscapes, such as parks and playgrounds, battlefields, cemeteries, village greens, and agricultural land preserves more than any other type of historic resource--communities rightly presume a sense of stewardship. It is often this grass roots commitment that has been a catalyst for current research and planning initiatives. Individual residential properties often do not require the same level of public outreach, yet a systematic planning process will assist in making educated treatment, management and maintenance decisions. Wise stewardship protects the character, and or spirit of a place by recognizing history as change over time. Often, this also involves our own respectful changes through treatment. The potential benefits

from the preservation of cultural landscapes are enormous. Landscapes provide scenic, economic, ecological, social, recreational and educational opportunities that help us understand ourselves as individuals, communities and as a nation. Their ongoing preservation can yield an improved quality of life for all, and, above all, a sense of place or identity for future generations.

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This publication has been prepared pursuant to the National Historic Preservation Act of 1966, as amended, which directs the Secretary of the Interior to develop and make available information concerning historic properties. Technical Preservation Services (TPS), Heritage Preservation Services Division, National Park Service prepares standards, guidelines, and other educational materials on responsible historic preservation treatments for a broad public.

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APPENDIX B

PRESERVATION DEFINITIONS

Guidelines for Treatment of Historic Landscape Initiative, National Park Service
(www2.cr.nps.gov/hli/hlitem.htm)

Defining Landscape Terminology (Last Modified: Sat, Mar 6 1999 04:11:30 pm EDT)

Landscape characteristic - a prominent or distinctive aspect, quality, or characteristic of a cultural landscape that contributes significantly to its physical character. Land use patterns, vegetation, furnishings, decorative details and materials may be such features.

Component landscape - A discrete portion of the landscape that can be further subdivided into individual features. The landscape unit may contribute to the significance of a National Register property, such as a farmstead in a rural historic district. In some cases, the landscape unit may be individually eligible for the National Register of Historic Places, such as a rose garden in a large urban park.

Cultural Landscape - a geographic area (including both cultural and natural resources and the wildlife or domestic animals therein), associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. There are four general types of cultural landscapes, not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes.

Ethnographic landscape - a landscape containing a variety of natural and cultural resources that associated people define as heritage resources. Examples are contemporary settlements, sacred religious sites, and massive geological structures. Small plant communities, animals, subsistence and ceremonial grounds are often components.

Feature - The smallest element(s) of a landscape that contributes to the significance and that can be the subject of a treatment intervention. Examples include a woodlot, hedge, lawn, specimen plant, allee, house, meadow or open field, fence, wall, earthwork, pond or pool, bollard, orchard, or agricultural terrace.

Historic character- the sum of all-visual aspects, features, materials, and spaces associated with a cultural landscape's history, i.e. the original configuration together with losses and later changes. These qualities are often referred to as character defining.

Historic designed landscape - a landscape that was consciously designed or laid out by a landscape architect, master gardener, architect, engineer, or horticulturist according to design principles, or an amateur gardener working in a recognized style or tradition. The landscape may be associated with a significant person, trend, or event in landscape

architecture; or illustrate an important development in the theory and practice of landscape architecture. Aesthetic values play a significant role in designed landscapes. Examples include parks, campuses, and estates.

Historic vernacular landscape - a landscape that evolved through use by the people whose activities or occupancy shaped it. Through social or cultural attitudes of an individual, a family, or a community, the landscape reflects the physical, biological, and cultural character of everyday lives. Function plays a significant role in vernacular landscapes. This can be a farm complex or a district of historic farmsteads along a river valley. Examples include rural historic districts and agricultural landscapes.

Historic site - a landscape significant for its association with a historic event, activity or person. Examples include battlefields and presidential homes and properties.

Integrity - the authenticity of a property's historic identity, evinced by the survival of physical characteristics that existed during the property's historic or prehistoric period. The seven qualities of integrity as defined by the National Register Program are location, setting, feeling, association, design, workmanship, and materials

Significance - the meaning or value ascribed to a cultural landscape based on the National Register criteria for evaluation. It normally stems from a combination of association and integrity.

Treatment - work carried out to achieve a particular historic preservation goal.

APPENDIX C

COMMUNITY MEETING SUGGESTIONS

June 29, 2000, Shelby Park Community Center
Conducted by LOPC and Louisville Parks Department

Activities neighbors would like to see in Shelby Park

Have a reunion of Shelby Park users – Community-wide
Bring the library back! At least a satellite library. Internet access
Advertise community center activities, some kids don't come to the community center
Theater – African dance, other performances
Craft displays – artists in neighborhood
No smoketown festival this year
Plant irises. Have a spring festival
Back to School Jamboree planned in August, present Master Plan
Have police do bike training at community event
Need to know neighborhood boundary lines

Improvements needed in Shelby Park

Park needs an emergency lane for police and EMS – not for others
Need a police sub-station in park
Park is dark – feels unsafe
Threatening kids in the park
Police only patrol when pool/community center is open
Restrooms at shelter not accessible, needs to have unbreakable glass
Takes a long time for police to come
Police appear to swim while on duty
Need benches near play area
New play area is nice
Need more trash cans along walking path, also near playground
Trash cans need to be fixed to the ground
Bike patrol or horse patrol would be helpful
More trees needed in park
Flowering trees, flowers
Neighborhood program for tree planting
Trees blown down were never replaced
Maintenance is worse this year than last
Different opinion – this year is better
Paths are uneven – dangerous
Enforce no parking on grass, in park
Sidewalk is wide enough for cars, kids running and riding bikes around library – potential danger
Short-term improvement – block curb from Oak
Improve lighting
Tennis courts aren't used often – poorly maintained
Rollerskate
Used to have a little league football field, goals still there, lines need to be painted
T-ball needed
Youth activities – craft projects

Pavilion for concerts or picnics
 Would like outdoor concerts
 Protection for people walking to bank at first of the month
 Could there be a parking lot (small) for people picnicking – too far to carry cooler – Maybe unloading zone
 People park on alleys – block residents
 Ample on-street parking
 Park plan will be coordinated with neighborhood plan
 Look at neighborhood access points
 Need to address connection between park and alleys - backyards are often unsightly – dogs chained up, etc.
 Screening along alleys might make people feel less safe
 Strengthen the line between public/private property
 Neighbors observe – people keep an eye out for burglars
 Cars speed on oak street – check accident records
 Make the crossing safer for children
 Need shade at the pool, benches in shade
 Carnegie building – only park with this
 Grills in park
 Benches on Oak Street
 Would this cause congregating/vandalism?
 Need to involve the people who vandalize somehow
 Increased security would increase use
 There is no indoor gymnasium in neighborhood

The meeting was adjourned. The next meeting will be held on July 20, 2000 at 7:00 p.m. at the Shelby Park Community Center.

* not listed in order of importance

APPENDIX D

SHELBY PARK NEIGHBORHOOD SURVEY

Prepared by the author and LOPC

1. On average, how often do you visit Shelby Park Community Center?

☐ almost daily
☐ at least once a week
☐ at least once a month
☐ less than once a year
☐ never/rarely
☐ other _____

2. On average, how often do you visit the green space of Shelby Park?

☐ almost daily
☐ at least once a week
☐ at least once a month
☐ less than once a year
☐ never/rarely
☐ other _____

3. In the past year, which activities have you done in Shelby Park (Check all that apply)

<input type="checkbox"/> walk/jog	<input type="checkbox"/> walk my pet
<input type="checkbox"/> take kids to playground	<input type="checkbox"/> tennis
<input type="checkbox"/> sit and relax	<input type="checkbox"/> birdwatch
<input type="checkbox"/> softball/baseball	<input type="checkbox"/> picnic
<input type="checkbox"/> basketball	<input type="checkbox"/> swim
<input type="checkbox"/> soccer/football	<input type="checkbox"/> volleyball
<input type="checkbox"/> rollerblade/skateboard	<input type="checkbox"/> bicycle
<input type="checkbox"/> attend special events	
<input type="checkbox"/> other _____	

4. What would encourage you to visit Shelby Park more often? (Check all that apply)

<input type="checkbox"/> more drinking fountains	<input type="checkbox"/> better lighting
<input type="checkbox"/> more picnic tables	<input type="checkbox"/> more benches
<input type="checkbox"/> better landscaping	<input type="checkbox"/> more trash cans
<input type="checkbox"/> better restrooms	<input type="checkbox"/> bike racks
<input type="checkbox"/> historic interpretation	<input type="checkbox"/> more trees
<input type="checkbox"/> better security	
<input type="checkbox"/> other _____	

5. What activities would encourage you to visit Shelby Park more often?

☐ concerts
☐ theater
☐ events/festivals
☐ more cultural arts programs
☐ more fitness and wellness programs
☐ more educational programs
☐ volunteer programs
☐ other _____

6. What is your age? ____ ☐ Male ☐ Female

7. What are the ages and gender of others in your household?

	Male	Female
4 years and under	_____	_____
5-7 years	_____	_____
8-14 years	_____	_____
15-17 years	_____	_____
18-34 years	_____	_____
34-54 years	_____	_____
55 years or over	_____	_____

8. What is your household income?

☐ under \$7,500
☐ \$7,500 - \$15,000
☐ \$15,000 - \$25,000
☐ \$25,000 - \$40,000
☐ \$40,000- \$60,000
☐ \$60,000 or more

9. What do you like most about Shelby Park?

10. What needs improvement in Shelby Park?

Optional: Name _____
Address _____
Phone _____

Please return in the attached self-addressed and stamped envelope or drop off at the Shelby Park Community Center (former library) at 600 W. Oak Street by: **Thursday, June 29, 2000.**

APPENDIX E
NEIGHBORHOOD SURVEY

**SHELBY PARK
NEIGHBORHOOD STUDY**

TABULAR REPORT



PREPARED FOR:

Louisville Olmsted Parks Conservancy, Inc.
1297 Trevilian Way
P.O. Box 37280
Louisville, Kentucky 40233-7280

HORIZONRESEARCH
International

PREPARED BY:

Horizon Research International
Lakeview, Suite 200
100 Mallard Creek Road
Louisville, Kentucky 40207

AUGUST, 2000

PREFACE

Louisville Olmsted Parks Conservancy retained Horizon Research International to prepare a tabulation for a survey distributed (approximately 500) by the Conservancy to residents living in the Shelby Park area. The final number of returns (91) represented approximately a 18 percent return rate.

About The Tabular Report

The tabular report represents detailed results from the study. The results of each question asked on the survey have been reported in this document (except for the open-end questions at the end of the survey)*. The exact distribution of responses, both in number and percent, are displayed by the following segments across one banner:

- Total Respondents
- Visitation To Shelby Park Community Center
 - Never/Rarely
 - Once A Month
 - Once A Week Or More
- Visitation To The Green Space Of Shelby Park
 - Never/Rarely
 - Once A Month
 - Once A Week Or More

* Excluded from this tabulation at the request of Olmsted Parks Conservancy due to budgetary concerns.

(CONTINUED)

PREFACE (CONTINUED)

- **Age**
 - 18 To 34 Years
 - 35 To 54 Years
 - 55 Plus
- **Gender**
 - Male
 - Female
- **Others In Household**
 - One
 - Two Plus
- **Household Income**
 - Less Than \$15,000
 - \$15,000 To \$40,000
 - \$40,000 Or More

The reader will find the following information for each question of the survey in this tabular report.

- An exact wording of the question as displayed on the questionnaire.
- A listing of all possible responses down the side of the page.

Copies of the actual questionnaires are included in the Appendix to this tabular report for reference purposes.

RESPONDENT PROFILE

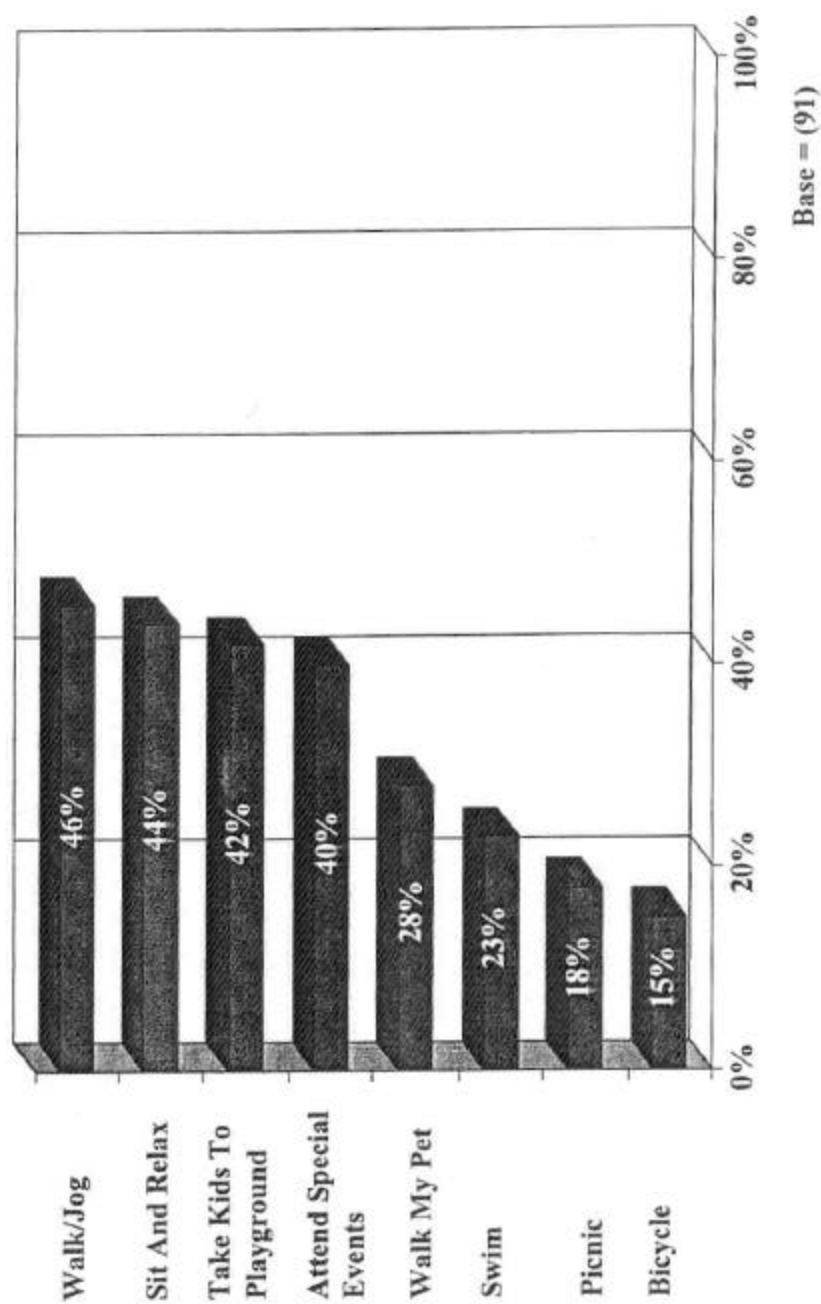
DEMOGRAPHIC CHARACTERISTICS

Average Age	45 Years
Females	59%
Average Income	\$27,900

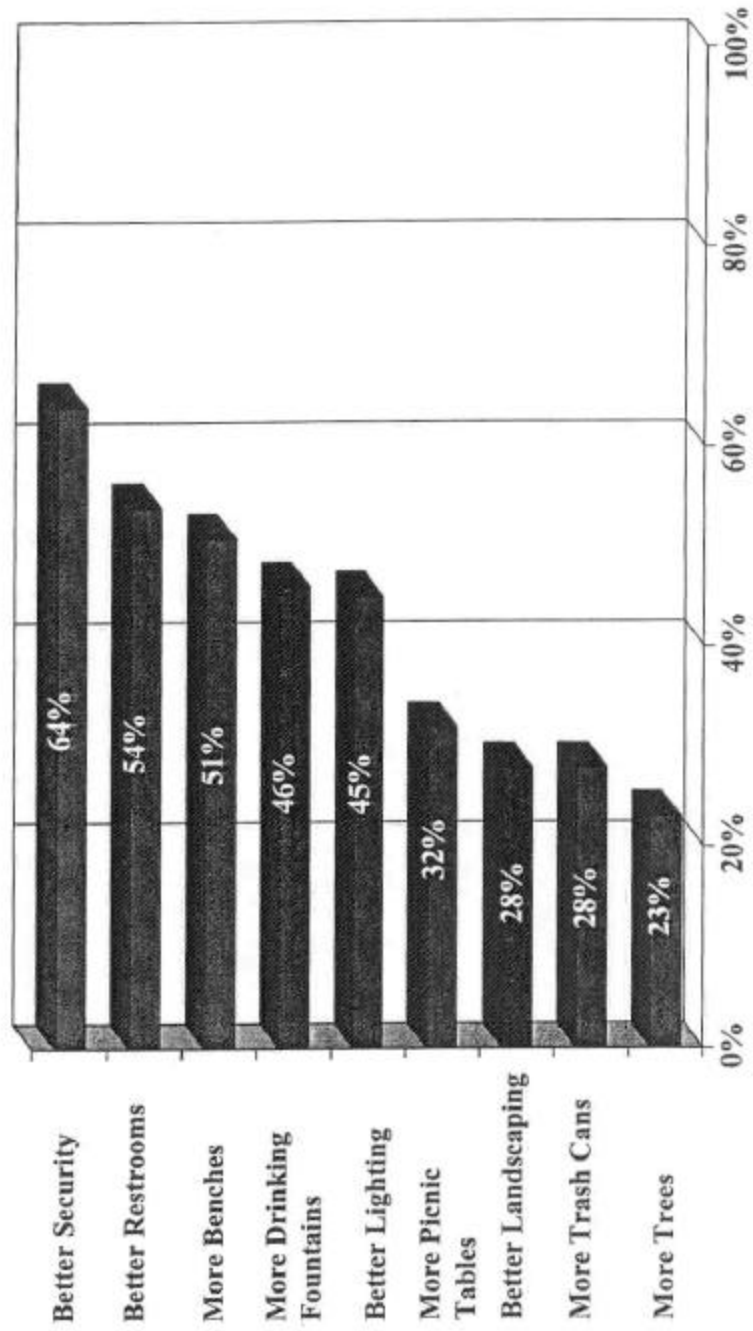
BEHAVIORAL CHARACTERISTICS

Visit The Community Center At Least Once A Week	34%
Visit The Green Space At Least Once A Week	39%

**ACTIVITIES PARTICIPATED IN AT SHELBY PARK
DURING THE PAST 12 MONTHS
TOP RESPONSES (PROMPTED)**



**IMPROVEMENTS TO ENCOURAGE MORE
VISITATION TO SHELBY PARK
TOP RESPONSES (PROMPTED)**



Base = (91)

**POTENTIAL ACTIVITIES TO ENCOURAGE MORE
VISITATION TO SHELBY PARK
TOP RESPONSES (PROMPTED)**

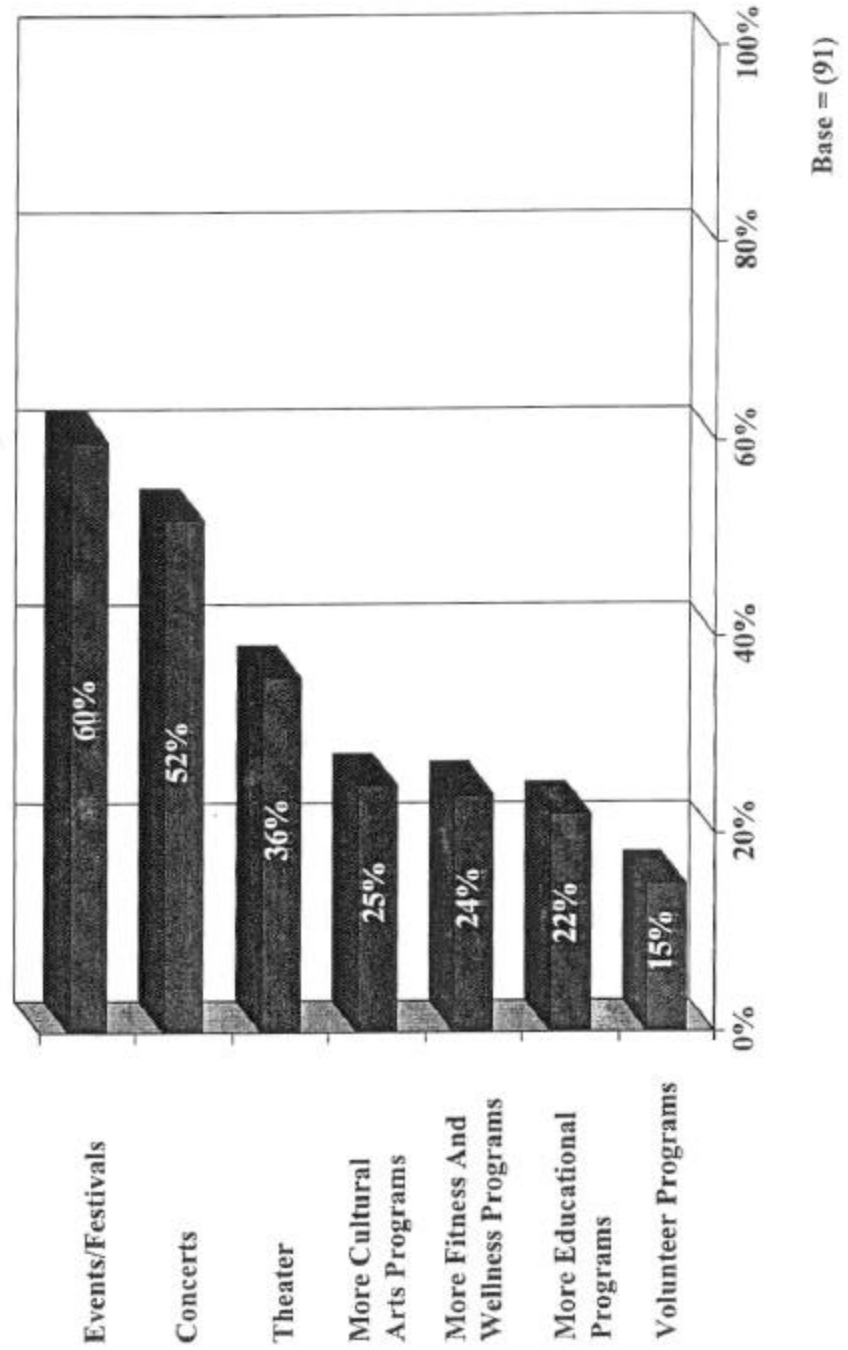


Table 2 Page 2

SHELBY PARK NEIGHBORHOOD STUDY
By
Horizon Research International

2. On average, how often do you visit the green space of Shelby Park?

	VISITATION TO SHELBY PARK TO SHELBY PARK * COMMUNITY CENTER *--*				VISITATION TO THE GREEN SPACE OF SHELBY PARK *--*				AGE				*-- GENDER *		*-- HOUSEHOLD *--		* HOUSEHOLD INCOME *	
	NEVER/ ONCE A WEEK OR MORE				NEVER/ ONCE A WEEK OR MORE				18-34 35-54 55 PLUS				MALE FEMALE		ONE TWO PLUS		< \$15K \$15K - \$40K+ \$40K+	
	TOTAL	NEVER/ ONCE A WEEK OR MORE	ONCE A WEEK OR MORE	ONCE A WEEK OR MORE	TOTAL	NEVER/ ONCE A WEEK OR MORE	ONCE A WEEK OR MORE	ONCE A WEEK OR MORE	18-34	35-54	55 PLUS	MALE	FEMALE	ONE	TWO	PLUS	< \$15K	\$15K - \$40K+
TOTAL RESPONDENTS	91	43	10	31	26	18	35	15	30	15	15	54	69	6	19	32	13	
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	
Almost daily (365)	20	6	1	13	-	-	20	2	6	3	3	15	17	3	-	7	5	
	22.0%	14.0%	10.0%	41.9%	-	-	57.1%	13.3%	20.0%	20.0%	20.0%	27.8%	24.6%	50.0%	-	21.9%	38.5%	
At least once a week (52)	15	4	1	10	-	-	15	3	7	2	2	10	11	1	3	6	-	
	16.5%	9.3%	10.0%	32.3%	-	-	42.9%	20.0%	23.3%	13.3%	13.3%	18.5%	15.9%	16.7%	15.8%	18.8%	-	
At least once a month (12)	18	8	6	4	-	18	-	1	9	2	4	9	16	1	2	8	3	
	19.8%	18.6%	60.0%	12.9%	-	100.0%	-	6.7%	30.0%	13.3%	26.7%	16.7%	23.2%	16.7%	10.5%	25.0%	23.1%	
Less than once a year (.75)	10	9	1	-	10	-	-	4	4	-	3	4	8	-	5	5	-	
	11.0%	20.9%	10.0%	-	38.5%	-	-	26.7%	13.3%	-	20.0%	7.4%	11.6%	-	26.3%	15.6%	-	
Never/Rarely (0)	16	13	-	2	16	-	-	4	-	5	-	11	10	-	7	4	3	
	17.6%	30.2%	-	6.5%	61.5%	-	-	26.7%	-	33.3%	-	20.4%	14.5%	-	36.8%	12.5%	23.1%	
Other	4	2	-	1	-	-	-	-	2	2	2	2	4	1	1	1	2	
	4.4%	4.7%	-	3.2%	-	-	-	-	6.7%	13.3%	13.3%	3.7%	5.8%	16.7%	5.3%	3.1%	15.4%	
No response	8	1	1	1	-	-	-	1	2	1	1	3	3	-	1	1	-	
	8.8%	2.3%	10.0%	3.2%	-	-	-	6.7%	6.7%	6.7%	6.7%	5.6%	4.3%	-	5.3%	3.1%	-	
MEAN	105.1	62.5	54.4	183.2	0.3	12.0	230.9	64.4	102.5	101.9	104.1	124.6	112.5	231.8	10.8	98.9	169.2	
STANDARD DEVIATION	153.4	129.6	117.3	167.6	0.4	0.0	157.2	129.1	147.8	159.8	158.3	162.4	157.4	182.9	20.0	150.5	187.5	
STANDARD ERROR	17.3	20.5	39.1	31.1	0.1	0.0	26.6	34.5	29.0	46.1	45.7	23.2	20.0	81.8	4.9	27.5	56.5	

Table 4. Page 2

SHELBY PARK NEIGHBORHOOD STUDY
By
Horizon Research International

4. What would encourage you to visit Shelby Park more often?

	VISITATION TO SHELBY PARK TO SHELBY PARK * COMMUNITY CENTER ** OF SHELBY PARK ***				VISITATION TO THE GREEN SPACE * COMMUNITY CENTER ** OF SHELBY PARK ***				AGE				GENDER				OTHERS IN HOUSEHOLD				HOUSEHOLD INCOME				
	NEVER/ A MONTH OR MORE				NEVER/ A MONTH OR MORE				18-34				35-54				55 PLUS				MALE				
	RARELY MONTH OR MORE				RARELY MONTH OR MORE				18-34				35-54				55 PLUS				MALE				
TOTAL	91	43	10	31	26	18	35	15	30	15	15	15	54	15	15	15	69	6	19	32	13	6	19	32	13
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Better security	58	24	5	27	15	11	28	10	16	13	7	40	48	13	7	40	48	5	13	22	8	5	13	22	8
63.7%	55.8%	50.0%	87.1%	57.7%	61.1%	80.0%	66.7%	53.3%	86.7%	46.7%	74.1%	69.6%	83.3%	68.4%	68.8%	61.5%	100.0%	63.2%	56.3%	46.2%	66.7%	63.2%	53.1%	46.2%	66.7%
Better restrooms	49	19	4	24	9	9	28	8	16	12	8	36	37	12	8	36	37	6	12	18	6	6	12	18	6
53.8%	44.2%	40.0%	77.4%	34.6%	50.0%	80.0%	53.3%	53.3%	80.0%	53.3%	66.7%	53.6%	100.0%	63.2%	56.3%	46.2%	66.7%	63.2%	53.1%	46.2%	66.7%	63.2%	53.1%	46.2%	66.7%
More benches	46	20	5	19	8	13	20	5	18	11	10	32	41	11	10	32	41	4	12	17	6	4	12	17	6
50.5%	46.5%	50.0%	61.3%	30.8%	72.2%	57.1%	33.3%	60.0%	73.3%	66.7%	59.3%	59.4%	66.7%	63.2%	53.1%	46.2%	66.7%	63.2%	53.1%	46.2%	66.7%	63.2%	53.1%	46.2%	66.7%
More drinking fountains	42	13	4	23	5	7	27	6	13	9	6	30	34	9	6	30	34	5	9	17	4	5	9	17	4
46.2%	30.2%	40.0%	74.2%	19.2%	38.9%	77.1%	40.0%	43.3%	60.0%	40.0%	55.6%	49.3%	83.3%	47.4%	53.1%	30.8%	83.3%	47.4%	53.1%	30.8%	83.3%	47.4%	53.1%	30.8%	83.3%
Better lighting	41	13	5	21	8	7	21	4	12	12	9	26	35	12	9	26	35	4	10	15	4	4	10	15	4
45.1%	30.2%	50.0%	67.7%	30.8%	38.9%	60.0%	26.7%	40.0%	80.0%	60.0%	48.1%	50.7%	66.7%	52.6%	46.9%	30.8%	66.7%	52.6%	46.9%	30.8%	66.7%	52.6%	46.9%	30.8%	66.7%
More picnic tables	29	9	2	17	3	4	18	5	9	6	4	22	26	6	4	22	26	5	4	11	4	5	4	11	4
31.9%	20.9%	20.0%	54.8%	11.5%	22.2%	51.4%	33.3%	30.0%	40.0%	26.7%	40.7%	37.7%	83.3%	21.1%	34.4%	30.8%	83.3%	21.1%	34.4%	30.8%	83.3%	21.1%	34.4%	30.8%	83.3%
Better landscaping	25	10	2	12	3	4	16	3	9	5	4	20	21	5	4	20	21	4	4	9	4	4	4	9	4
27.5%	23.3%	20.0%	38.7%	11.5%	22.2%	45.7%	20.0%	30.0%	33.3%	26.7%	37.0%	30.4%	66.7%	21.1%	28.1%	30.8%	66.7%	21.1%	28.1%	30.8%	66.7%	21.1%	28.1%	30.8%	66.7%
More trash cans	25	9	3	11	2	5	15	2	10	4	3	20	22	4	3	20	22	5	4	8	5	5	4	8	5
27.5%	20.9%	30.0%	35.5%	7.7%	27.8%	42.9%	13.3%	33.3%	26.7%	20.0%	37.0%	31.9%	83.3%	21.1%	25.0%	38.5%	83.3%	21.1%	25.0%	38.5%	83.3%	21.1%	25.0%	38.5%	83.3%
More trees	21	6	4	10	3	3	14	2	5	3	5	11	16	3	5	11	16	2	2	6	5	2	2	6	5
23.1%	14.0%	40.0%	32.3%	11.5%	16.7%	40.0%	13.3%	16.7%	20.0%	33.3%	20.4%	23.2%	33.3%	10.5%	18.8%	38.5%	33.3%	10.5%	18.8%	38.5%	33.3%	10.5%	18.8%	38.5%	33.3%
Historic interpretation	16	6	-	10	1	1	13	-	5	4	2	13	13	5	4	2	13	13	3	2	3	3	3	2	3
17.6%	14.0%	-	32.3%	3.8%	5.6%	37.1%	-	16.7%	26.7%	13.3%	24.1%	18.8%	50.0%	10.5%	9.4%	23.1%	50.0%	10.5%	9.4%	23.1%	50.0%	10.5%	9.4%	23.1%	50.0%
Bike racks	11	-	1	10	-	1	10	-	2	1	2	8	10	2	1	2	8	10	3	-	4	-	3	-	4
12.1%	-	10.0%	32.3%	-	5.6%	28.6%	-	6.7%	6.7%	13.3%	14.8%	14.5%	50.0%	-	12.5%	-	50.0%	-	12.5%	-	50.0%	-	12.5%	-	50.0%
Other	12	9	-	2	5	3	8	1	6	3	2	9	8	3	2	9	8	1	2	3	5	1	2	3	5
13.2%	20.9%	-	6.5%	19.2%	16.7%	8.6%	6.7%	20.0%	20.0%	13.3%	16.7%	11.6%	16.7%	10.5%	9.4%	23.1%	16.7%	10.5%	9.4%	23.1%	16.7%	10.5%	9.4%	23.1%	16.7%

Table 8 Page

SHELBY PARK NEIGHBORHOOD STUDY
BY
Horizon Research International

7. What are the ages and gender of others in your household?

		----- OTHERS IN HOUSEHOLD BY AGE -----							
		4 YRS.							
		TOTAL OR LESS	5-7 YRS.	8-14 YRS.	15-17 YRS.	18-34 YRS.	35-54 YRS.	55+ YRS.	
		-----	-----	-----	-----	-----	-----	-----	-----
TOTAL RESPONDENTS		91	14	15	17	18	19	31	19
		100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
TOTAL OTHERS IN HOUSEHOLD		=====							
Zero		22	-	-	-	-	-	-	-
		24.2%							
One		69	14	15	17	18	19	31	19
		75.8%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Two		6	1	3	3	4	2	3	-
		6.6%	7.1%	20.0%	17.6%	22.2%	10.5%	9.7%	
OTHER MALES IN HOUSEHOLD		=====							
One		52	10	14	14	15	17	27	14
		57.1%	71.4%	93.3%	82.4%	83.3%	89.5%	87.1%	73.7%
Two		4	1	2	2	3	1	1	-
		4.4%	7.1%	13.3%	11.8%	16.7%	5.3%	3.2%	
OTHER FEMALES IN HOUSEHOLD		=====							
One		48	12	13	16	16	16	23	12
		52.7%	85.7%	86.7%	94.1%	88.9%	84.2%	74.2%	63.2%
Two		3	1	2	2	2	1	2	-
		3.3%	7.1%	13.3%	11.8%	11.1%	5.3%	6.5%	

APPENDIX F

PARK-USER SURVEY

Time Started ____ : ____
(Circle one) → (a.m./p.m.)

ID#: ____
1-3

PARK INTERCEPT SURVEY SHELBY PARK LS5093 – FINAL

REVIEW SAMPLING PLAN AND APPROACH A RESPONDENT.

Hi! Could I ask a favor? We are conducting a study about the parks to get people's opinions about improvements needed here in Shelby Park. This will only take about seven to eight minutes of your time.

Here is a booklet to help you respond to my questions quicker.

HAND RESPONDENT THE BOOKLET.

- 1a. Turn to Response Page A. Which of those responses best describes how many times you come to this park around this time of year? In the spring and early summer, do you usually come to Shelby Park ...?
(READ LIST.)

- | | |
|--------------------------------------|----------|
| a. Two to three times a week or more | <u>1</u> |
| b. About once a week | <u>2</u> |
| c. About once every two weeks | <u>3</u> |
| d. Once a month (or) | <u>4</u> |
| e. Less than once a month | <u>5</u> |
| (DO NOT READ) ← No response | <u>6</u> |

- 1b. Turn to Response Page B. At what time of the day do you usually visit Shelby Park? Choose from the response categories in your booklet. (PROBE) Are there any other times when you visit this park?
(ALLOW MULTIPLE MENTIONS.)

- | | <u>Mentioned</u> |
|------------------------------|------------------|
| a. 5:00 a.m. to 8:00 a.m. | <u>1</u> 5 |
| b. 8:00 a.m. to 12:00 noon | <u>1</u> 6 |
| c. 12:00 noon to 4:00 p.m. | <u>1</u> 7 |
| d. 4:00 p.m. to 7:00 p.m. | <u>1</u> 8 |
| e. 7:00 p.m. to 10:00 p.m. | <u>1</u> 9 |
| f. 10:00 p.m. to 5:00 a.m. | <u>1</u> 10 |
| (DO NOT READ.) ← No response | <u>1</u> 11 |

- 1c. How did you get to Shelby Park today? Did you walk to the park, drive or ride in a car or truck, ride a bicycle, or some other way?

Walked	<u>1</u>	
Drove/rode car/truck	<u>2</u>	
Rode bicycle	<u>3</u>	12
Other (specify)	<u>4</u>	
		(13-14)
No response	<u>5</u>	

- 2a. Turn to Response Page C. Here is a list of activities that some people may do in Shelby Park. In the past 12 months, tell me which ones you have done here at Shelby Park. Give me the letter next to the activities you choose.

ALLOW MULTIPLE MENTIONS.		Yes	No	NR	
a.	Gone walking for exercise	<u>1</u>	<u>2</u>	<u>3</u>	15
b.	Gone cycling or biking	<u>1</u>	<u>2</u>	<u>3</u>	16
c.	Played basketball	<u>1</u>	<u>2</u>	<u>3</u>	17
d.	Walked your pet	<u>1</u>	<u>2</u>	<u>3</u>	18
e.	Played softball or baseball	<u>1</u>	<u>2</u>	<u>3</u>	19
f.	Gone bird watching	<u>1</u>	<u>2</u>	<u>3</u>	20
g.	Gone swimming in the pool	<u>1</u>	<u>2</u>	<u>3</u>	21
h.	Gone on a picnic	<u>1</u>	<u>2</u>	<u>3</u>	22
i.	To be alone and think things over	<u>1</u>	<u>2</u>	<u>3</u>	23
j.	Played tennis	<u>1</u>	<u>2</u>	<u>3</u>	24
k.	Visited the community center	<u>1</u>	<u>2</u>	<u>3</u>	25
l.	Attended any community events such as a neighborhood event, church event, family reunion, or group activity of some type	<u>1</u>	<u>2</u>	<u>3</u>	26
m.	Gone skating or rollerblading	<u>1</u>	<u>2</u>	<u>3</u>	27
n.	Brought kids to play in the playground	<u>1</u>	<u>2</u>	<u>3</u>	28
o.	Just sat or walked around to relax	<u>1</u>	<u>2</u>	<u>3</u>	29
p.	Played frisbee	<u>1</u>	<u>2</u>	<u>3</u>	30
q.	Played football, soccer, or any other sport	<u>1</u>	<u>2</u>	<u>3</u>	31
r.	Other (SPECIFY) _____	<u>1</u>	<u>2</u>	<u>3</u>	32

*
33-34
35-36
37-38
39-40
41-42

- 2b. (IF "YES" TO Q. 2A, ASK) Other than perhaps to use the public restrooms, what did you do at the community center? (PROBE.) What else?

43-44
 * 45-46
 * 47-48
 * 49-51
 51-52

3. Now turn to Response Page D for your answer. How satisfied are you (a-n)?

ROTATE b-n.		Extremely Satisfied	Very Satisfied	Somewhat Satisfied	Not Too Satisfied	Not Satisfied At All	DO NOT READ. No Response
(ASK FIRST)							
a.	Overall with Shelby Park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 53
b.	With safety in Shelby Park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 54
c.	With cleanliness at the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 55
d.	With parking facilities at the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 56
e.	With facilities for sports-related activities at the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 57
f.	With availability of shaded places to relax and be comfortable	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 58
g.	With places for children to play in the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 59
h.	With bathrooms at the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 60
i.	With picnic areas at this park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 61
* j.	With the maintenance of landscape, roads, etc. at this park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 62
k.	With the availability of seating and benches in the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 63
l.	With the lighting at night in the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 64
m.	With the activities available in the community center	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 65
n.	With signs and available directions to help find things in the park	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u> 66

4. What specific improvements and activities would you like to see happen at Shelby Park?
(PROBE) What others?

_____ * 69-70
 _____ * 71-72
 _____ * 73-74
 _____ * 75-76

5. What do you like the most about Shelby Park? (PROBE) What else do you like about it?

_____ * 77-78
 _____ * 79-80
 _____ * 81-82
 _____ * 83-84
 _____ * 85-86

CLASSIFICATION

I have just a few more questions so we can see how different people responded to the questions on this survey.

- A. In the past year, have you visited . . . ? (READ LIST.)

	Yes	No/NR
Shawnee Park In West Louisville	<u>1</u>	<u>2</u> 87
Iroquois Park In South Louisville	<u>1</u>	<u>2</u> 88
Cherokee Park In East Louisville	<u>1</u>	<u>2</u> 89

- B. In the last 12 months, about how many visits have you made to (i-iii) not just to drive through, but to specifically use the park? An estimate is all I need.

CODE "999" FOR "NO RESPONSE."

ASK FOR EACH PARK "YES" IN Q. A.

- i. Shawnee Park _____ 90-91
 ii. Iroquois Park _____ 93-94
 iii. Cherokee Park _____ 96-97

C. Which of these categories best describes your age? (READ LIST.)

Less than 18 years	<u>1</u>
18 to 34 years	<u>2</u>
35 to 54 years	<u>3</u> 99
55 years or older	<u>4</u>
(DO NOT READ.) ← No response	<u>5</u>

D. How many children do you have who are . . . ? (READ LIST.)

IF "NO CHILDREN," CODE "0" FOR EACH RESPONSE. CODE "9" FOR "NO RESPONSE."

Less than 5 years old	_____ 100
5 to 7 years old	_____ 101
8 to 14 years old	_____ 102
15 to 18 years old	_____ 103

E. What is the zip code where you live?

NO RESPONSE = 99999

_____ 104-108

F. What is the street and 100 block where you live?

* 109-11
111-112

IF RESPONDENT IS HESITANT SAY, "CAN YOU GIVE ME THE STREET YOU LIVE ON AND THE CLOSEST INTERSECTING STREET TO IT?"

G. Do you have any type of physical disability condition that significantly restricts your regular activities in some way?

Yes	<u>1</u>
No	<u>2</u> 113
No response	<u>3</u>

H. What was the last grade of school you completed? Would that be . . . ? (READ LIST.)

Less than high school	<u>1</u>	
High school	<u>2</u>	
Some college or technical school	<u>3</u>	114
Four-year college degree	<u>4</u>	
Post-graduate or advanced degree	<u>5</u>	
(DO NOT READ.) ← No response	<u>6</u>	

I. Which of the following best describes your employment status? Are you . . . ? (READ LIST.)

Employed full-time	<u>1</u>	
Employed part-time	<u>2</u>	
Temporarily unemployed	<u>3</u>	
Retired	<u>4</u>	115
Homemaker (or)	<u>5</u>	
Student	<u>6</u>	
(DO NOT READ.) ← No response	<u>7</u>	

J. Do you have access to the Internet . . . ? (READ i-iii.)

		<u>Yes</u>	<u>No/NR</u>	
	i. From home	<u>1</u>	<u>2</u>	116
(ASK IF EMPLOYED.) ←	ii. From work	<u>1</u>	<u>2</u>	117
(ASK IF STUDENT.) ←	iii. From school	<u>1</u>	<u>2</u>	118

- K. Look at Response Page E. Give me the letter next to the category that best describes your annual household income from all sources.

- | | |
|------------------------------|----------|
| a. Under \$7,500 | <u>1</u> |
| b. \$7,500 - \$15,000 | <u>2</u> |
| c. \$15,000 - \$25,000 | <u>3</u> |
| d. \$25,000 - \$40,000 | <u>4</u> |
| e. \$40,000 - \$60,000 | <u>5</u> |
| f. \$60,000 - \$80,000 | <u>6</u> |
| g. \$80,000 or more | <u>7</u> |
| (DO NOT READ.) ← No response | <u>8</u> |

119

CLOSING

Those are all the questions I have. In case my supervisor wants to check that I did this interview, may I have your first name please?

And your phone number is?

() - - - - - 120 - 129

Thank you.

Thank you for your time and patience. Your responses will be very helpful.

CODE AFTER INTERVIEW

GENDER:

Male 1
 Female 2 130

RACE: (CODE BY OBSERVATION)

Caucasian 1
 African American 2
 Hispanic 3 131
 Asian 4
 Other 5

TIME COMPLETED: ____ : ____
 (Circle one) → (a.m./p.m.)

LENGTH OF THE INTERVIEW: ____
 (In Minutes)

Day: Monday 1
 Tuesday 2
 Wednesday 3
 Thursday 4 132
 Friday 5
 Saturday 6
 Sunday 7

INTERVIEW ID #: _____

PARK AREA

Area #1 (Coverage of the playground,
 swimming pool, and shelter) 1

Area #2 (Coverage of the soccer/football
 field, baseball/softball field, tennis
 courts, and basketball courts) 2 13

OBSERVED ACTIVITY OF THE
RESPONDENT BEFORE INTERVIEW:

Gone walking for exercise 1
 Gone cycling or biking 2
 Played basketball 3
 Walked your pet 4
 Played softball or baseball 5
 Gone bird watching 6 13
 Gone swimming in the pool 7 13:
 Gone on a picnic 8
 To be alone and think things over 9
 Played tennis 10
 Visited the community center 11
 Attended any community events, etc. 12
 Gone skating or rollerblading 13
 Brought kids to play in the playground 14
 Just sat or walked around to relax 15
 Played frisbee 16
 Played football, soccer, or any other sport 17
 Other (Specify) _____ 18

130-137

138-139

140-141

142-143

APPENDIX G
PARK-USER SURVEY RESULTS

LOUISVILLE
SHELBY PARK VISITOR
INTERCEPT SURVEY
SUMMARY REPORT



PREPARED FOR:

Louisville Olmsted Parks Conservancy, Inc.
1297 Trevilian Way
P. O. Box 37280
Louisville, Kentucky 40233-7280



PREPARED BY:

Horizon Research International
Lakeview, Suite 200
100 Mallard Creek Road
Louisville, Kentucky 40207

AUGUST, 2000

TABLE OF CONTENTS

	<u>PAGE</u>
OVERVIEW AND IMPLICATIONS	i
SUMMARY OF RESULTS	iii
Research Methodology	iv
Demographic Profile	v
Visits To The Park	v
Activities At The Park	vii
Satisfaction With The Park	ix
Preferences And Improvements	x

OVERVIEW AND IMPLICATIONS

Louisville Olmsted Parks Conservancy, Inc. retained Horizon Research International to conduct a survey among visitors at Shelby Park in Louisville, Kentucky. Trained and professional interviewers conducted 140 intercept interviews from June 22 to July 8, 2000. Following are the implications and conclusions from the research:

- Shelby Park enjoys the status of a vital neighborhood resource among its visitors. Given the lower than average income of most of its users, this park has become a frequently visited and actively used resource for recreation and activity.
- Two-thirds of the visitors to Shelby Park were satisfied overall. That percentage was twice the percentage satisfied with Shawnee Park and similar to the percentage satisfied with Chickasaw Park, as reported from other intercept research.
- Shelby Park users are frequent park visitors. On average, they visited the park about eight times a month, and they visited for various reasons – for passive and social activities such as walking and picnics, and more strenuous activities such as sports.
 - Since the park attracts different segments of the community and for varied park uses, a comprehensive development strategy would need to be executed to provide improvements across the areas used by these visitors.

(CONTINUED)

OVERVIEW AND IMPLICATIONS (CONTINUED)

- This park is an extremely valuable resource for those with children. The great majority of visitors with young children bring them to this park. As a matter of fact, many adults without young children of their own bring grandchildren or perhaps neighborhood children to this park. Any improvements to make the park a better place for children, through increased activities and improved facilities, would positively impact the usage by the visitors.
- Improvements in facilities were suggested more often than activities by most of the park visitors. The restrooms at Shelby Park seemed to elicit the most concern (perhaps endemic to all parks). However, there seemed to be a clear desire for more benches, better lighting, improved signage, and improved parking facilities as well.
 - More activities, particularly for children and organized sports events, also received noteworthy mention.
 - Males were less satisfied than were females overall with Shelby Park. It seemed the reasons primarily related to a desire to upgrade the safety at the park as well as offer organized sports activities and perhaps improved sports facilities as well.

In summary, Shelby Park visitors want better and more facilities for their active and passive park activities. Such improvements to the park may increase their overall satisfaction with the park, which would likely increase their park visitation as well.

SUMMARY OF RESULTS

Louisville Olmsted Parks Conservancy, Inc. retained Horizon Research International to conduct a survey among visitors to Shelby Park in Louisville, Kentucky. Similar studies had been conducted in four other Olmsted parks in Louisville -- namely, Cherokee, Shawnee, and Iroquois in July 1998 and Chickasaw in May 1999. *

This particular study was implemented to help guide the design of a master plan for Shelby Park. The park had recently been considered as a site for a new elementary school, but area residents rejected the idea. The mayor then issued a challenge to improve the sixteen-acre park, once it had been saved.

The research objectives of the current study were straightforward. They were as follows:

- Measure both overall and attribute-wide satisfaction among visitors to Shelby Park.
- Understand the park usage behavior of these visitors.
- Understand any special needs and improvements suggested by the visitors.
- Understand the demographic profile of the visitors to Shelby Park.

In total, 140 interviews were conducted from June 22 to July 8, 2000. The questionnaire took approximately seven to eight minutes on average to administer to park visitors.

* These summary reports are available under separate cover.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

Research Methodology

An in-person intercept design was selected, since park visitors would be the easiest to locate and interview while they were still at the park. The areas identified for interviewing were as follows:

- The playground, swimming pool, and shelter
- The baseball/softball field, soccer/football field, tennis courts, and basketball courts

Due to the small size of Shelby Park, these two areas covered most of the park geography.

The interviewing for both areas was conducted for each day of a week over a two-week period for three time periods (each was consisting of three-hour interviewing time slots). Thus, the sample included several days of park usage and represented those using the park on weekdays and weekends. It also allowed for variances of the weather.

The interviewing time for the parks was also systematically divided across morning (8:30 a.m. to 11:30 a.m.), afternoon (12:30 p.m. to 3:30 p.m.), and evening (4:30 p.m. to 7:30 p.m.) hours.

Interviewers trained in person-to-person interviewing were used to conduct the field work, and they followed all industry standards for professional intercept interviewing.

- Only one person per group was interviewed.
- All respondents were handed a response booklet for easy and quick understanding of the response options.

The number of interviews per area represented the ratio of the usage of that area. Thus, there was no need to add weights to the data.

In all, the sampling plan and the intercept interviewing met all methodological objectives for this type of survey.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

Demographic Profile

The demographic profile of these park users (at least in terms of race) was not very different from that of the visitors to Shawnee Park or Chickasaw Park, as observed in the previous surveys. Visitors to Shelby Park were predominantly African American (72 percent), reflective of the profile of the residential area surrounding the park.

The majority of the visitors to this park was male and had an average age of about 34 years. Very few of them had any disability that restricted their daily activities. The visitors also represented the socioeconomic profile of the area in general, and their average household income was in the low \$20,000 range. This was much lower than the median income in Louisville, which is about \$38,000 annually.

Most of these visitors were high school graduates (or less) and were employed (either full-time or part-time). Less than 10 percent of the visitors had a college degree (compared to about 20 percent in the metro Louisville area). About 40 percent of the park visitors had children – the same percentage that had some Internet access (either at home, work, or school).

“Heavier” users of the park were more likely to have children (particularly those eight to eighteen years of age) and were more likely to be affluent (\$40,000 plus annual household income).

Visits To The Park

These visitors actively used Shelby Park. In an average month in early summer, visitors made about eight visits to the park. In fact, nearly seven in ten visited the park at least two to three times a week.

- The past surveys revealed visitors to Shawnee Park and Chickasaw Park had also made about seven or eight visits a month, suggesting that the usage behavior of these visitors was not very different from those at either of those parks.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

- This survey suggested that a high degree of inter-usage exists among Shawnee Park and Shelby Park. As many as 60 percent of the Shelby Park visitors had visited Shawnee Park in the past 12 months.
- These Shelby Park users visited Shawnee Park about ten times in the past year (on average). This average was more than the number of visits they had made to Cherokee Park in East Louisville or Iroquois Park in South Louisville.

Younger visitors were more likely to visit the park than were their older counterparts. The “heavier” users (at least two to three visits a week) tended to be younger men. On average, they made about ten visits to the park per month in early summer. One explanation for such a high number of visits to the park by this group is that their socioeconomic profile does not allow much discretionary income towards entertainment alternatives. The parks, therefore, are a source of free entertainment and a valuable neighborhood resource as well.

These visitors used Shelby Park primarily during the early evening hours. Most of them (58 percent) visited the park between 4:00 p.m. and 7:00 p.m.

- The 8:00 a.m. to 12:00 p.m. and 12:00 p.m. to 4:00 p.m. time slots were also popular visiting times, and the morning hours were used more by those 35 years of age or older (since some were not employed and others were retired).
- Men were approximately twice as likely as women to stay at the park later than 7:00 p.m. (32 percent versus 15 percent).

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

In summary, these respondents were active park visitors. Most (67 percent) had walked to the park on the day they were interviewed. So, since they were within walking distance, they found the park to be very convenient to them. "Heavier" users of the park were more likely to have walked to Shelby Park, confirming the strong correlation of use of the park with a residence located within walking distance.

Activities At The Park

Shelby Park was used for a variety of activities -- from passive relaxation and social activities to more active sports and exercise.

- Almost nine in ten visitors used the park for less strenuous activities to get some exercise such as taking a walk through the park, swimming, or walking their pet.
- Two-thirds had relaxed by taking a stroll through the park, or used the park as a place to unwind and think things over.
- Over half had also reported use of the park for active sports and exercise including basketball, biking, or some other sport.

While 41 percent of the respondents had children 18 years of age or younger in their household, 56 percent of the visitors reported they had brought kids to play at Shelby Park in the past year. Many adults without children in their households also had played with children in this park over the course of the previous twelve months.

- This may be due in part to older visitors who brought grandchildren to the park or others who visited the park with other children related to them or from the neighborhood.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

- As many as 72 percent of those with children have brought them to the park. This usage reflects the importance of Shelby Park among those with children.

Various population sub-groups used Shelby Park differently. For example:

- Women were less likely than were men to be involved in sports such as basketball, football or soccer.
 - They were more likely than men to use the park for less strenuous activities such as walking, swimming or playing with children, as well as attend community events.
- The older park visitors were less likely than younger counterparts to play active sports such as basketball, cycling, or even going swimming. Instead they walked around to relax.
- Those visitors with children, as one would expect, were more likely to bring children to the park to play and also attend community events.
- “Heavier” users were more likely to use the park for the wide range of activities and facilities available.

The few respondents who indicated they had used the community center most often mentioned they either did so by using the computers or were involved in summer camp. In both cases, about one in five of those who had visited the center mentioned those specific uses.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

In summary, Shelby Park was used in many different ways by various park user segments. The variety of uses employed for the park makes it an even more valuable resource for meeting the different types of entertainment needs that exist in the neighborhood.

Satisfaction With The Park

Two-thirds of the visitors (67 percent) were extremely or very satisfied with Shelby Park. That percentage was twice as high as the satisfaction level reported among those visiting Shawnee Park and about the same level among those visiting Chickasaw Park as reported from the previous surveys.

Females and "heavier" users of the park were more likely to be positive than were their respective counterparts in terms of their satisfaction with the park.

Satisfaction with Shelby Park was highest for passive usage activities (such as shaded places to relax, picnic areas, etc.) and the overall cleanliness at the park, as well as landscape maintenance and upkeep. Generally positive evaluations were also provided for the sports-related facilities, activities offered at the community center, and safety at the park. There were clear concerns with the park, however, regarding selected facilities and amenities available to visitors. They included the following:

- Availability of seating and benches (only 39 percent satisfied)
- Lighting (only 37 percent satisfied)
- Signs and available directions (only 37 percent satisfied)
- Parking facilities (only 31 percent satisfied)
- Restrooms (only 26 percent satisfied)

In all, the restrooms represented the most significant concern among the other facility-related mentions by these park visitors. That concern, however, may be endemic to all parks. The restrooms were also the least positively evaluated aspect of Chickasaw Park in its previous intercept survey.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

There were not many differences in the satisfaction levels of the various types of visitors, except to suggest the following:

- The only statistical differences between the satisfaction level of males and females was in the rating of the park bathrooms (women less positive), and the overall satisfaction evaluation, as noted earlier (women more positive).
- The less affluent segment (\$25,000 or less in annual household income) was more satisfied than were more affluent visitors with the availability of seating and benches in the park.

In summary, selected park facilities and amenities were the most significant areas of dissatisfaction among visitors to Shelby Park. While two in three were satisfied overall with this park, there is significant room for improvement.

Preferences And Improvements

More than half of the respondents (56 percent) liked the natural aesthetics and the nature-related aspects of Shelby Park. They felt it was quiet and relaxing, with plenty of shade. The sports and activities that take place in Shelby Park were also worthy of note along with the park's convenient location in the neighborhood and the nice area for the children to play. Males were less likely than were females to mention the pool or safety and more likely to mention basketball facilities.

When asked about the improvements they wanted to see in this park, facility-related improvements were mentioned more often than were any other (by at least a two-to-one margin). About 60 percent of the visitors wanted to see improvements made in the park facilities. "More" was the operative term.

- They wanted Shelby Park to have more benches, picnic tables, and lighting. In addition, they desired clean restrooms.

(CONTINUED)

SUMMARY OF RESULTS (CONTINUED)

- More activities for children and organized sports were also noted with some frequency, as was police protection.
- In fact, male dissatisfaction overall with the park can be attributed primarily to a desire for improved sports facilities, offerings of organized sports activities, and better safety at the park.

As far as activities were concerned, about 31 percent of the respondents suggested improvements such as organized sports activities, more family and children activities, etc.

In summary, Shelby Park was in need of facility-related improvements as suggested by these visitors. The restrooms (particularly cleanliness) and other park facilities and amenities needed improvement to enhance satisfaction with the park and hence increase use of the park as a result.

RESEARCH OBJECTIVES

- **Measure Overall And Attribute-wide Satisfaction Among Visitors To Shelby Park**
- **Understand Park Usage Behavior Among Those Visiting Shelby Park In Early Summer**
- **Understand Park-related Needs Of The Visitors**
- **Understand The Demographic Profile Of Visitors To Shelby Park**

RESEARCH METHODOLOGY

- **Two Primary Usage Areas For Conducting Interviews.**
 - **Playground, Swimming Pool, And Shelter (105 Interviews)**
 - **Baseball/Softball Field, Soccer/Football Field, Tennis Courts, And Basketball Courts (35 Interviews)**
- **7 To 8-minute Intercept Survey Among Visitors To Shelby Park Between June 22 and July 8, 2000.**
- **All Interviewing Conducted By Trained, Professional Interviewers Systematically Across Morning, Afternoon And Evening Hours.**

SELECTED DEMOGRAPHICS* VISITORS TO SHELBY PARK IN EARLY SUMMER

		USAGE FREQUENCY	
	TOTAL	LIGHT/ MEDIUM USERS	HEAVY USERS
GENDER	(%)	(%)	(%)
Male	58	59	57
Female	42	41	43
AGE			
34 Years Or Less	51	50	52
35 To 54 Years	43	46	42
55 Years Or Older	5	5	5
[Average Age]	[34 Years]	[35 Years]	[34 Years]
CHILDREN			
At Least One Child	41	36	44
1 To 4 Years Old	15	18	13
5 To 7 Years Old	13	11	13
8 To 14 Years Old	22	13	27
15 To 18 Years Old	14	7	16
		} 20	
		} 43	
No Children	59	64	56
PHYSICAL DISABILITY			
Have A Disability	9	11	8
Do Not Have A Disability	90	89	91
Base =	(140)	(44)	(96)

* Totals may not equal 100 percent due to rounding,
"no response", or multiple responses.

SELECTED DEMOGRAPHICS*
VISITORS TO SHELBY PARK
IN EARLY SUMMER (CONTINUED)

		USAGE FREQUENCY	
	<u>TOTAL</u>	<u>LIGHT/ MEDIUM USERS</u>	<u>HEAVY USERS</u>
	(%)	(%)	(%)
<u>EDUCATION</u>			
High School Or Less	69	70	68
Some College/Technical School	20	21	20
4 Years Of College Or Higher	9	9	9
<u>EMPLOYMENT</u>			
Employed Full Time	45	46	45
Employed Part Time	19	23	18
Unemployed	16	16	17
Retired	7	9	6
Homemaker	1	2	1
Student	6	5	7
<u>ACCESS TO INTERNET</u>			
<u>Have Access</u>	<u>41</u>	<u>43</u>	<u>40</u>
At Home	24	27	23
At Work	24	25	24
From School	4	2	5
<u>No Access</u>	<u>59</u>	<u>57</u>	<u>60</u>
Base =	(140)	(44)	(96)

* Totals may not equal 100 percent due to rounding,
 "no response", or multiple responses.

SELECTED DEMOGRAPHICS*
VISITORS TO SHELBY PARK
IN EARLY SUMMER (CONTINUED)

		<u>USAGE FREQUENCY</u>	
	<u>TOTAL</u>	<u>LIGHT/ MEDIUM USERS</u>	<u>HEAVY USERS</u>
	(%)	(%)	(%)
<u>ANNUAL HOUSEHOLD INCOME</u>			
Under \$7,500	27	34	24
\$7,500 To \$15,000	25	22	27
\$15,000 To \$25,000	16	15	16
\$25,000 To \$40,000	21	24	20
\$40,000 Or More	11	5	14
[Average Income]	[\$20,200]	[\$17,800]	[\$21,400]
<u>RACE</u>			
Caucasian	26	30	25
African American	72	68	74
Other	1	2	1
Base =	(140)	(44)	(96)

* Totals may not equal 100 percent due to rounding,
 "no response", or multiple responses.

VISITS TO SHELBY PARK IN EARLY SUMMER
AMONG PARK VISITORS

At Least Two
To Three Times A Week
(Heavy Users)
69%



Once A Week Or
Once Every Two Weeks
(Medium Users)
24%

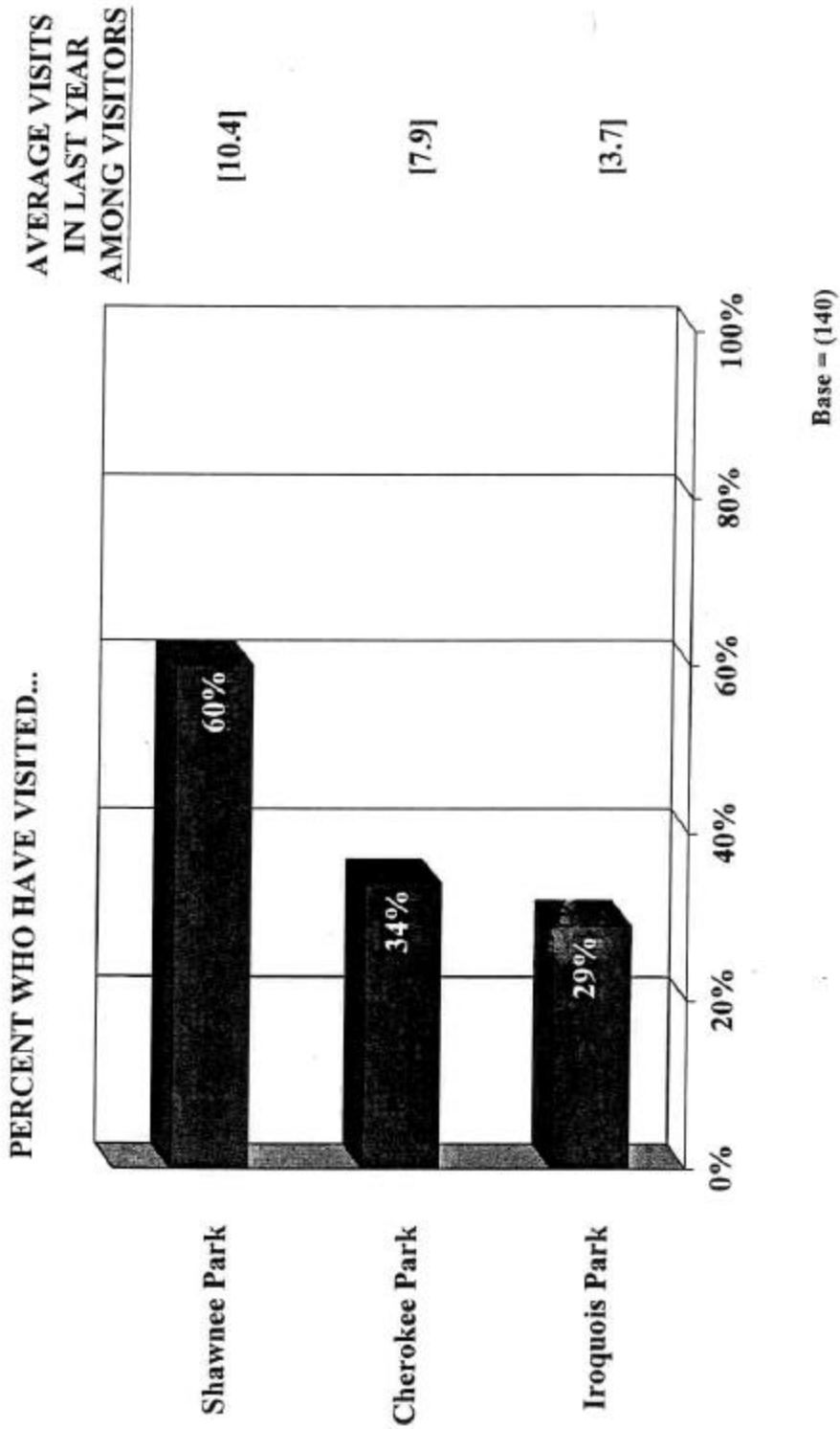
Once A Month
Or Less
(Light Users)
7%

Base = (140)

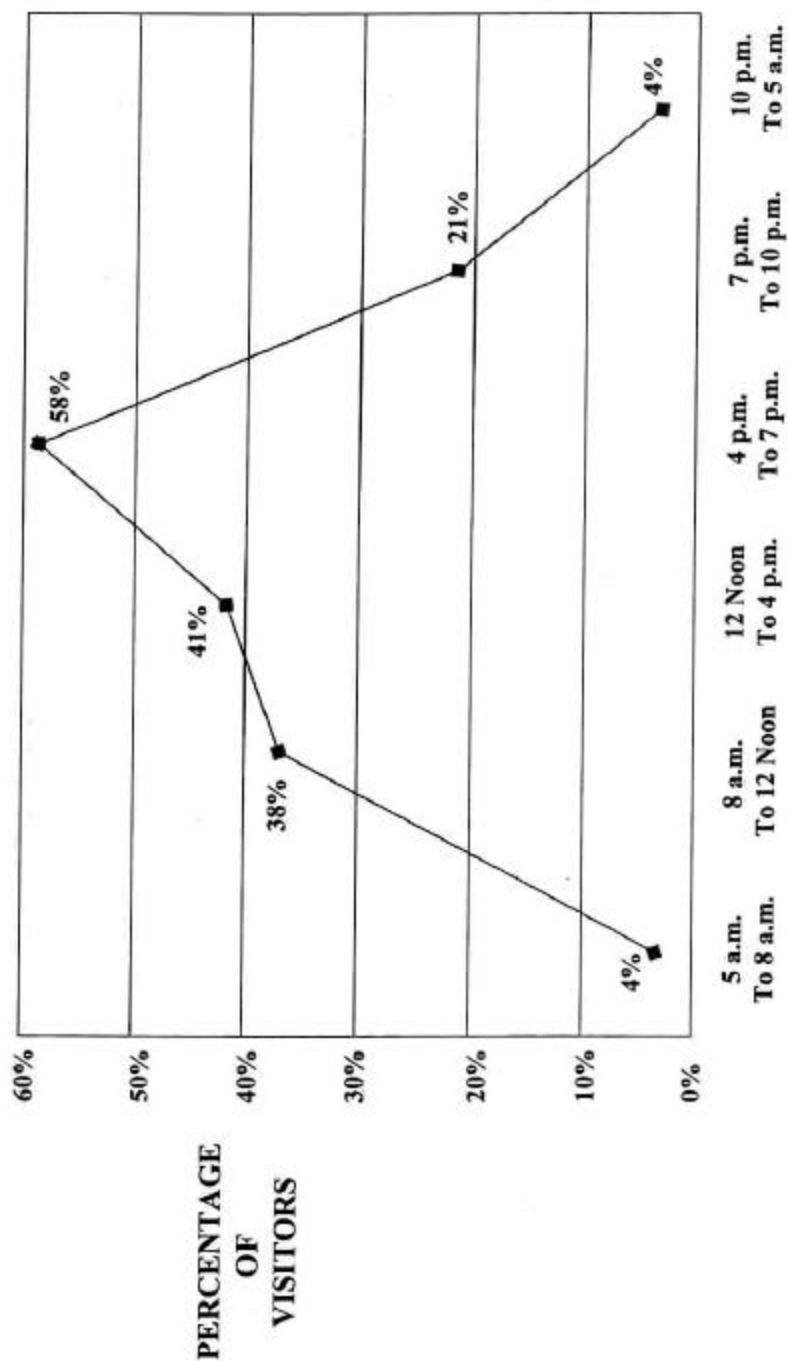
Average Visits In A Month = 7.7 Visits

AVERAGE VISITS IN A MONTH	
<u>GENDER</u>	
Male	7.7
Female	7.8
<u>AGE</u>	
Under 35	7.9
35 Plus	7.6
<u>INCOME</u>	
Under \$25,000	7.6
\$25,000 Plus	7.6

USAGE OF OTHER PARKS BY SHELBY PARK VISITORS IN THE PAST YEAR

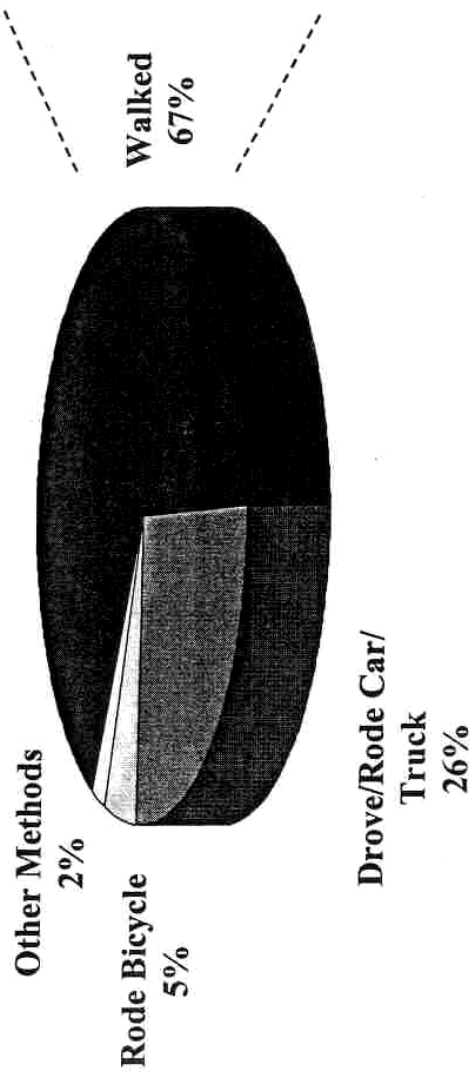


TIME OF PARK USAGE*
AMONG VISITORS TO SHELBY PARK
IN EARLY SUMMER



* Totals do not equal 100 percent due to multiple responses.

ARRIVAL METHOD TO SHELBY PARK ON DAY OF INTERVIEW



PERCENT "WALKED" USAGE FREQUENCY	
	(%)
Light/Medium Users	57
Heavy Users	72

Base = (140)

**ACTIVITIES ENGAGED IN WHILE
AT SHELBY PARK IN PAST 12 MONTHS
TOP MENTIONS AMONG VISITORS
IN VARIOUS SEGMENTS**

	<u>TOTAL</u> (%)	<u>CHILDREN</u>		<u>GENDER</u>	
		<u>HAVE</u> <u>CHILDREN</u> (%)	<u>NO</u> <u>CHILDREN</u> (%)	<u>MALE</u> (%)	<u>FEMALE</u> (%)
<u>LESS STRENUOUS</u> <u>ACTIVITIES</u>	<u>85</u>	<u>85</u>	<u>85</u>	<u>79</u>	<u>93</u>
Gone Walking	58	57	59	52	66
Swimming	51	52	51	41	66
Walked Your Pet	30	31	29	31	29
<u>BE ALONE/RELAX</u>	<u>68</u>	<u>67</u>	<u>68</u>	<u>63</u>	<u>75</u>
Just Sat/Walked Around	64	66	62	58	71
Be Alone/Think Things Over	46	45	46	46	46
<u>ACTIVE SPORTS/EXERCISE</u>	<u>59</u>	<u>53</u>	<u>63</u>	<u>69</u>	<u>46</u>
Played Basketball	45	43	46	58	27
Gone Cycling Or Biking	26	22	29	28	24
Played Football, Soccer, Or Any Other Sport	11	14	10	16	5
<u>CHILD-RELATED</u>	<u>56</u>	<u>72</u>	<u>44</u>	<u>47</u>	<u>68</u>
Brought Kids To Play	56	72	44	47	68
<u>OUTINGS</u>	<u>44</u>	<u>48</u>	<u>40</u>	<u>41</u>	<u>48</u>
Gone On A Picnic	44	48	40	41	48
Base=	(140)	(58)	(82)	(81)	(59)

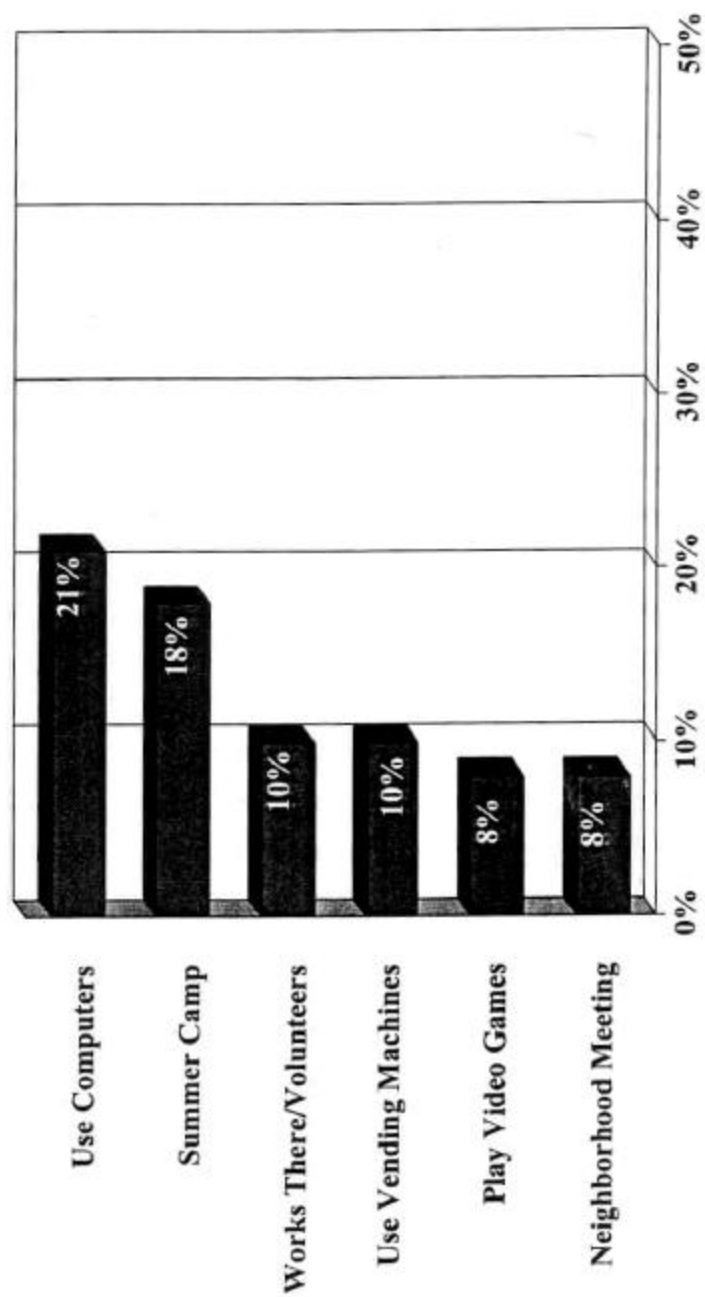
**ACTIVITIES ENGAGED IN WHILE
AT SHELBY PARK IN PAST 12 MONTHS
TOP MENTIONS AMONG VISITORS
IN VARIOUS SEGMENTS (CONTINUED)**

		<u>AGE</u>	
	<u>TOTAL</u>	<u>UNDER 35</u>	<u>35 PLUS</u>
	(%)	(%)	(%)
<u>LESS STRENUOUS</u>			
<u>ACTIVITIES</u>	<u>85</u>	<u>88</u>	<u>82</u>
Gone Walking	58	49	67
Swimming	51	72	30
Walked Your Pet	30	33	27
<u>BE ALONE/RELAX</u>	<u>68</u>	<u>67</u>	<u>70</u>
Just Sat/Walked Around	64	64	64
Be Alone/Think Things Over	46	46	46
<u>ACTIVE SPORTS/EXERCISE</u>	<u>59</u>	<u>76</u>	<u>42</u>
Played Basketball	45	61	28
Gone Cycling Or Biking	26	36	16
Played Football, Soccer, Or Any Other Sport	11	11	12
<u>CHILD-RELATED</u>	<u>56</u>	<u>57</u>	<u>55</u>
Brought Kids To Play	56	57	55
<u>OUTINGS</u>	<u>44</u>	<u>46</u>	<u>42</u>
Gone On A Picnic	44	46	42
Base=	(140)	(72)	(67)

**ACTIVITIES ENGAGED IN WHILE
AT SHELBY PARK IN PAST 12 MONTHS
TOP MENTIONS AMONG VISITORS
IN VARIOUS SEGMENTS (CONTINUED)**

	<u>TOTAL</u> (%)	<u>USAGE FREQUENCY</u>	
		<u>LIGHT/ MEDIUM USER</u> (%)	<u>HEAVY USER</u> (%)
<u>LESS STRENUOUS ACTIVITIES</u>	<u>85</u>	<u>77</u>	<u>89</u>
Gone Walking	58	41	66
Swimming	51	39	57
Walked Your Pet	30	30	30
<u>BE ALONE/RELAX</u>	<u>68</u>	<u>55</u>	<u>74</u>
Just Sat/Walked Around	64	46	72
Be Alone/Think Things Over	46	41	48
<u>ACTIVE SPORTS/EXERCISE</u>	<u>59</u>	<u>59</u>	<u>59</u>
Played Basketball	45	41	47
Gone Cycling Or Biking	26	30	25
Played Football, Soccer, Or Any Other Sport	11	5	15
<u>CHILD-RELATED</u>	<u>56</u>	<u>43</u>	<u>62</u>
Brought Kids To Play	56	43	62
<u>OUTINGS</u>	<u>44</u>	<u>34</u>	<u>48</u>
Gone On A Picnic	44	34	48
Base=	(140)	(44)	(96)

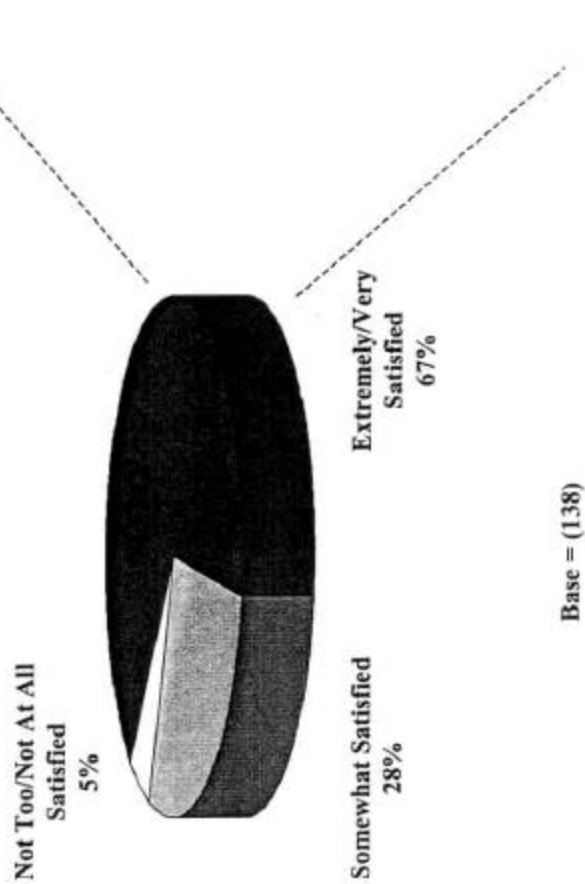
REASONS FOR VISITING THE COMMUNITY CENTER TOP RESPONSES*



Base = (39)

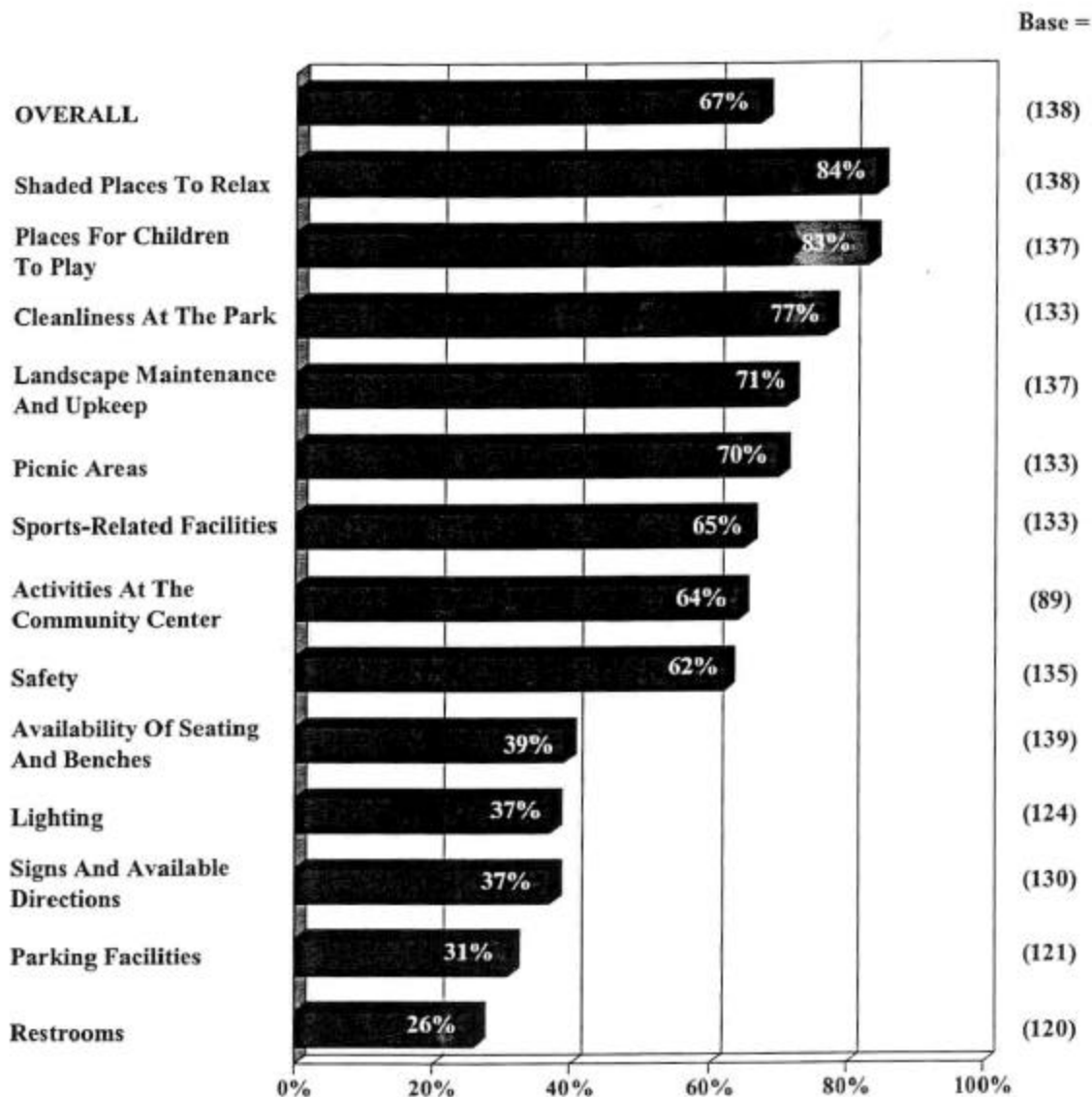
* Among respondents who have visited the Community Center. (Caution: Small base size.)

OVERALL SATISFACTION WITH SHELBY PARK AMONG THOSE WITH AN OPINION



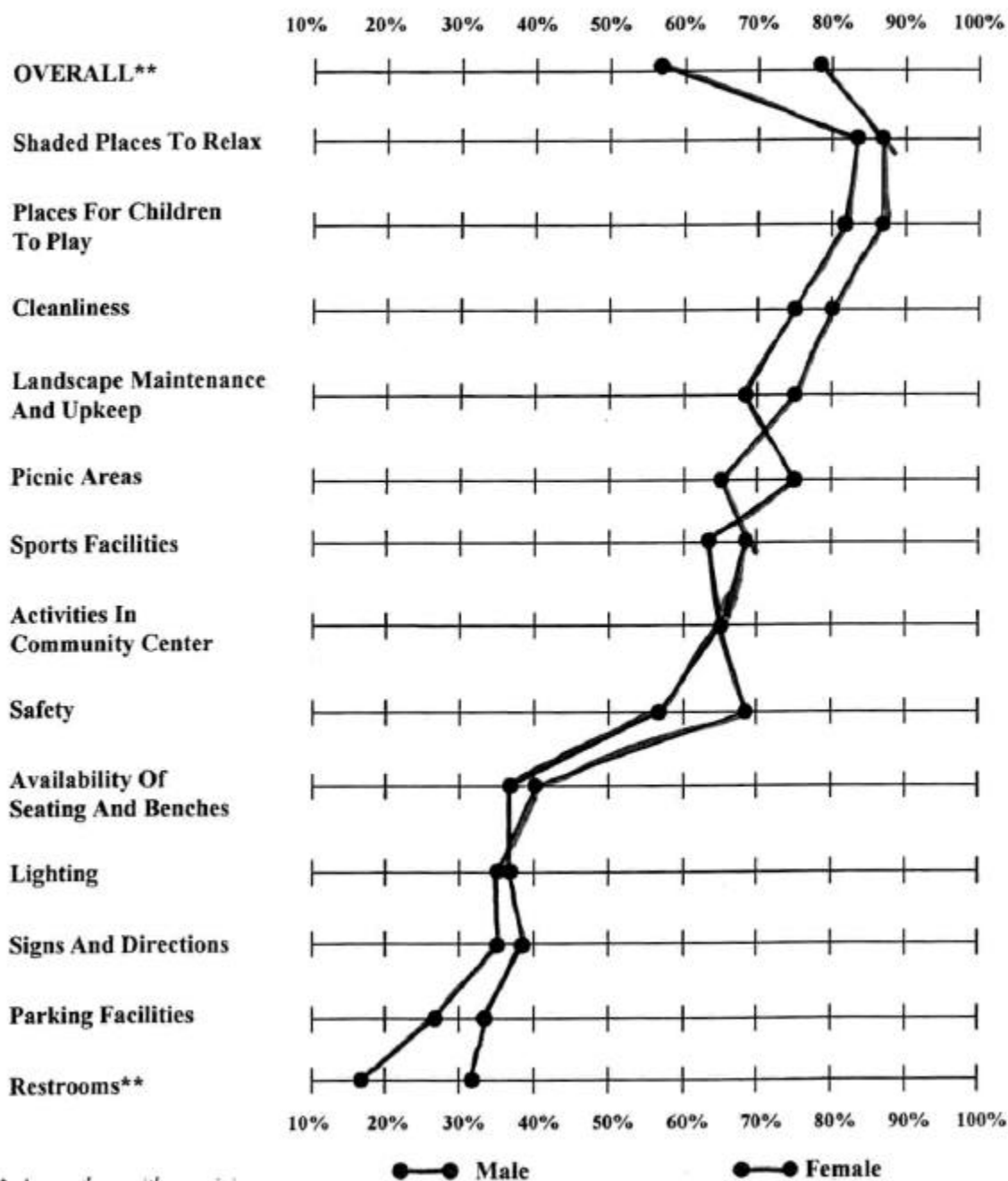
PERCENT "EXTREMELY/ VERY SATISFIED"	
GENDER	(%)
Male	58
Female	79
AGE	
Under 35	69
35 Plus	64
INCOME	
Below \$25,000	65
\$25,000 Plus	67
USAGE FREQUENCY	
Light/Medium Users	51
Heavy Users	74

**ATTRIBUTE-WIDE EVALUATION
OF SHELBY PARK
PERCENT “EXTREMELY/VERY SATISFIED”
TOTAL RESPONDENTS***



* Among those with an opinion.

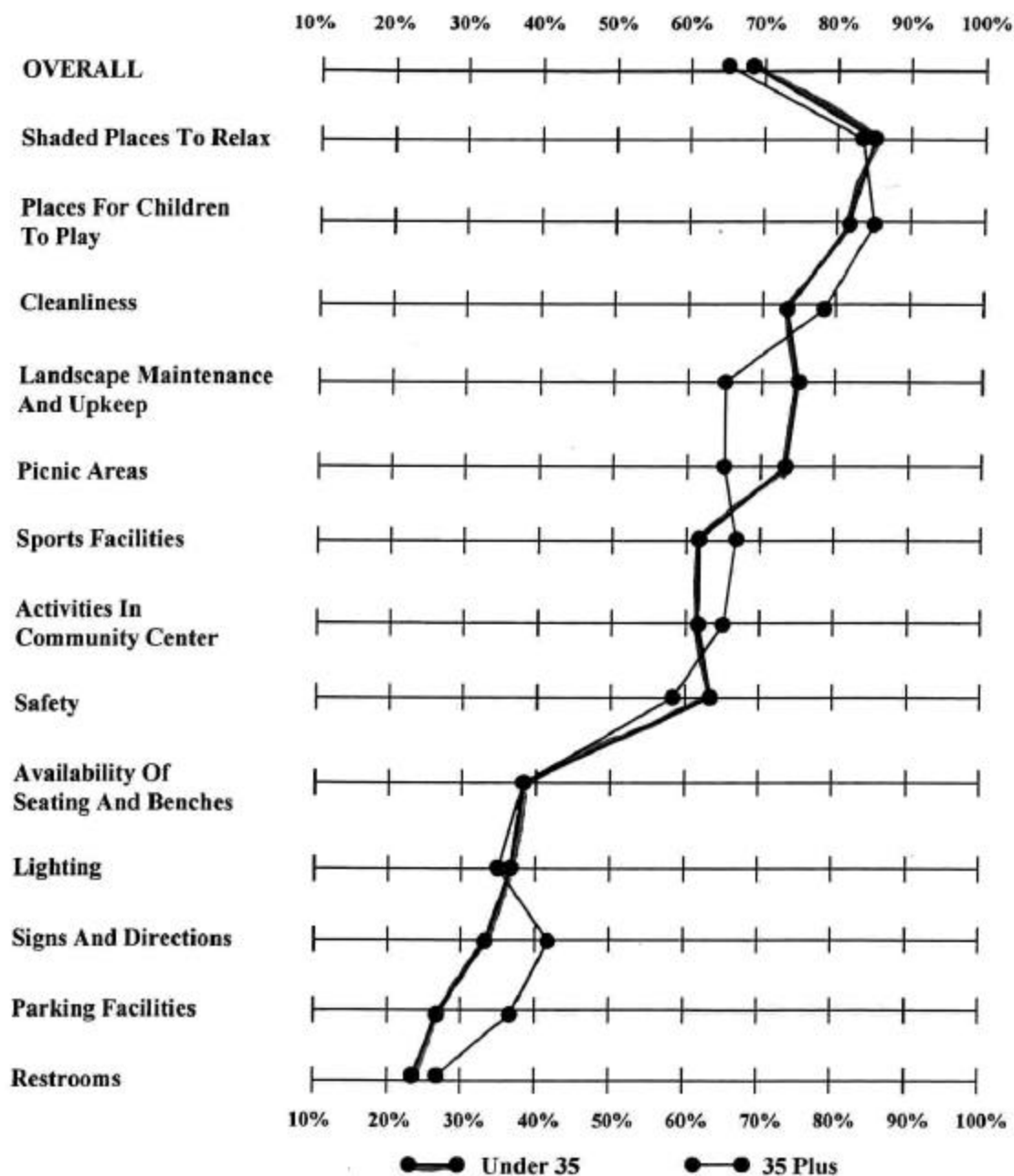
SATISFACTION WITH SHELBY PARK PERCENT “EXTREMELY/VERY SATISFIED”* BY GENDER



* Among those with an opinion.

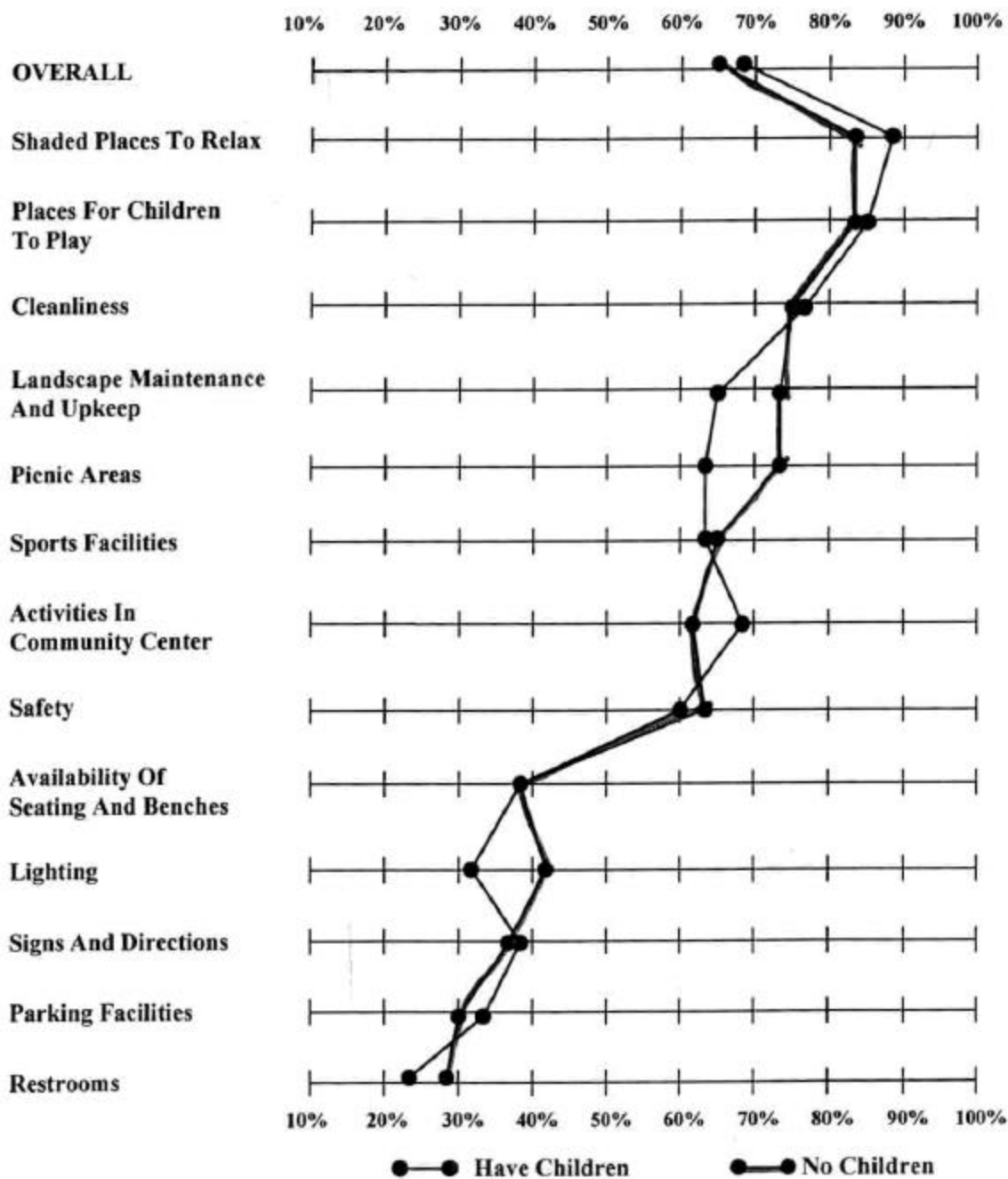
** Statistically discernible.

SATISFACTION WITH SHELBY PARK PERCENT “EXTREMELY/VERY SATISFIED”* BY AGE



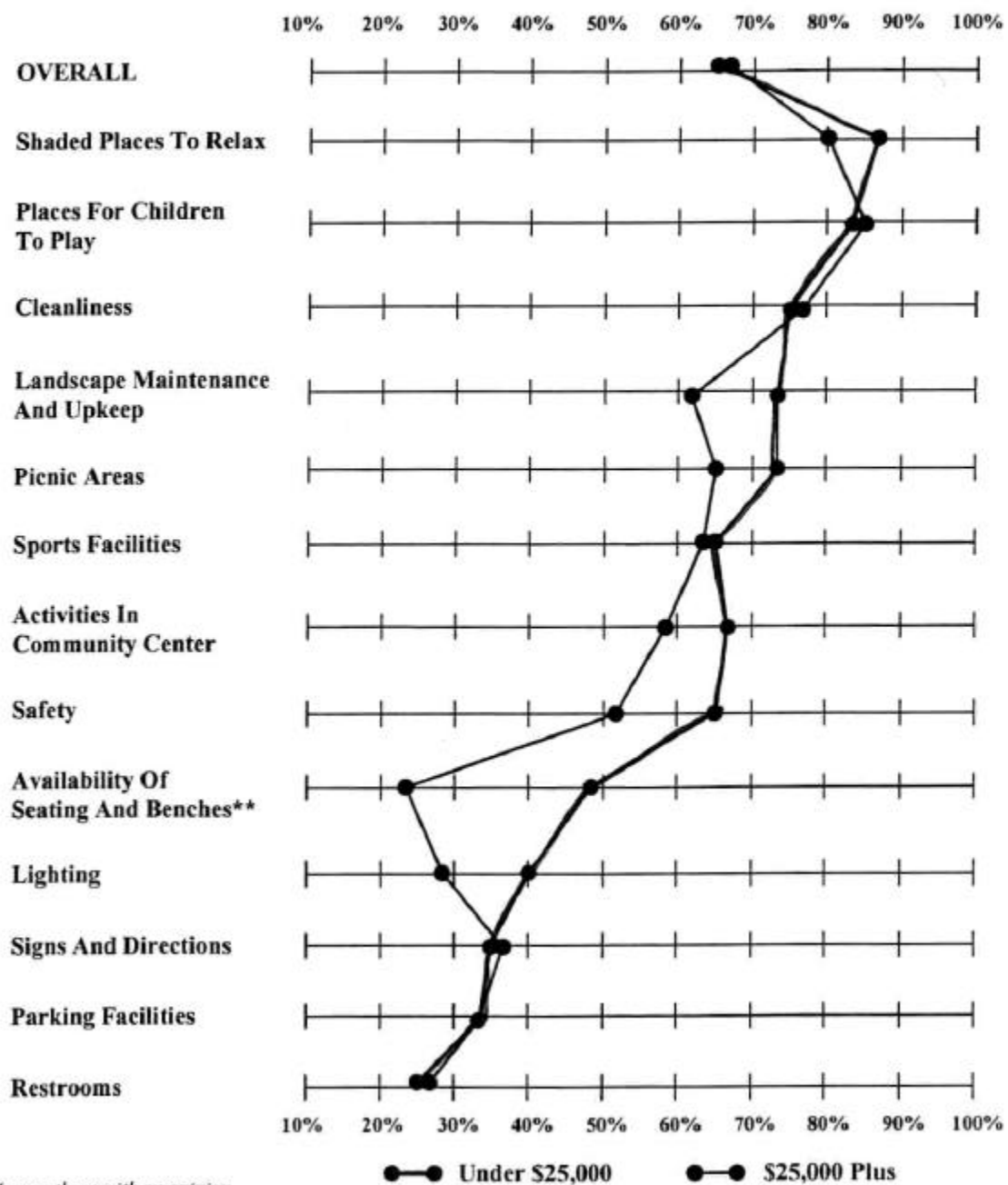
* Among those with an opinion.

SATISFACTION WITH SHELBY PARK **PERCENT "EXTREMELY/VERY SATISFIED"*** **BY THOSE WITH/WITHOUT CHILDREN**



Among those with an opinion.

SATISFACTION WITH SHELBY PARK PERCENT "EXTREMELY/VERY SATISFIED"* BY INCOME



* Among those with an opinion.

** Statistically discernible.

**TOP MENTIONS OF THINGS LIKED MOST
ABOUT SHELBY PARK
AMONG VISITORS IN EARLY SUMMER***

	GENDER		
	TOTAL	MALE	FEMALE
	(%)	(%)	(%)
<u>NATURAL AESTHETICS</u>	<u>56</u>	<u>61</u>	<u>49</u>
Quiet/Secluded/Relaxing	19	24	14
Shade Trees	19	17	22
The Size	12	14	10
<u>SPORTS/ACTIVITIES</u>	<u>29</u>	<u>25</u>	<u>36</u>
Pool	19	11	31
Basketball	11	15	5
<u>CONVENIENCE OF PARK</u>	<u>18</u>	<u>20</u>	<u>15</u>
Close To Home	18	20	15
<u>SPECIAL AREAS</u>	<u>14</u>	<u>15</u>	<u>14</u>
Nice Area/Areas For Children To Play	13	12	14
<u>WALKING/BIKING FACILITIES</u>	<u>11</u>	<u>7</u>	<u>15</u>
Hiking/Walking Trails	7	5	10
<u>SOCIAL ENVIRONMENT</u>	<u>8</u>	<u>5</u>	<u>12</u>
Like To See/Meet People	5	5	5
Safe	3	0	7
Base =	(140)	(81)	(59)

* Totals may exceed 100 percent due to multiple responses.

IMPROVEMENTS SUGGESTED AT SHELBY PARK AMONG VISITORS IN EARLY SUMMER TOP MENTIONS*

	GENDER		
	<u>TOTAL</u>	<u>MALE</u>	<u>FEMALE</u>
	(%)	(%)	(%)
<u>FACILITY-RELATED IMPROVEMENTS SUGGESTED</u>	<u>60</u>	<u>56</u>	<u>66</u>
<u>Picnic/Outings-Related</u>	<u>29</u>	<u>28</u>	<u>29</u>
More Benches	19	19	20
More Picnic Tables	12	9	17
More Grills	4	5	3
<u>Other Facilities</u>	<u>20</u>	<u>20</u>	<u>20</u>
More Lighting	12	14	10
Redo Pool	4	5	2
<u>Sports-Related</u>	<u>16</u>	<u>20</u>	<u>10</u>
Better Basketball Goals	4	5	3
Another Basketball Court	4	5	2
Another Swimming Pool	3	4	2
<u>Restrooms</u>	<u>11</u>	<u>7</u>	<u>15</u>
Cleaner Restrooms	11	7	15
<u>Cleanliness</u>	<u>8</u>	<u>9</u>	<u>7</u>
More Garbage Cans	5	5	5
<u>Child-Related</u>	<u>6</u>	<u>3</u>	<u>12</u>
Improved Play Area	5	3	9
Base=	(140)	(81)	(59)

* Totals may exceed 100 percent due to multiple responses.

**IMPROVEMENTS SUGGESTED AT SHELBY PARK
AMONG VISITORS IN EARLY SUMMER
TOP MENTIONS (CONTINUED)**

	<u>TOTAL</u> (%)	<u>GENDER</u>	
		<u>MALE</u> (%)	<u>FEMALE</u> (%)
<u>Walking/Hiking</u>	<u>3</u>	<u>3</u>	<u>3</u>
<u>ACTIVITY-RELATED IMPROVEMENTS</u>	<u>31</u>	<u>35</u>	<u>25</u>
More Activities For Children	11	9	14
Organized Sports Activities	9	14	3
More Activities (Non-specific)	7	6	9
<u>OTHER IMPROVEMENTS</u>	<u>16</u>	<u>24</u>	<u>5</u>
Police Protection	9	12	5
<u>NO IMPROVEMENTS NEEDED</u>	<u>7</u>	<u>7</u>	<u>7</u>
<u>DON'T KNOW/NO RESPONSE</u>	<u>9</u>	<u>9</u>	<u>10</u>
Base =	(140)	(81)	(59)