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Conducted by:

PLANNING DEPARTMENT  
CITY OF PHOENIX

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ADULT BUSINESS STUDY

INTRODUCTION

A necessary premise for regulating adult businesses by zoning is that a land use relation or impact results from this form of business. Many zoning ordinances throughout the nation now have provisions based on one of two basic approaches to control the location of adult businesses. One approach, sometimes known as the Detroit Model, divides or prevents the concentration of adult businesses in an area. A certain distance from residential neighborhoods, churches, and schools is also maintained. Another approach, or the Boston Model, fosters the concentration of adult businesses in one area of the City.

The latter approach has resulted in the more noteworthy problems. For instance, in Boston's concentrated adult business area there is control of signs, upgrading of streets and sidewalks, renovation of store fronts, and even the construction of a new park. This scheme has not affected the high number of stabbings, murders, and muggings which take place in the district.

Also, at one time, New York City had concentrated adult business districts. However, the police department reported that crime complaints were almost 70% higher on police posts with adult businesses, as opposed to posts without them. The reports showed higher rates of rape, robbery and assault. In one adult business concentration around Times Square, sales taxes dropped by 43% in a two-year period, due to the loss of 2.5 times as many retail jobs as the rest of the City.

New York soon dropped its original adult business ordinance and adopted an amendment which was patterned after the Detroit model. The new ordinance also went one step further than any other in the nation when suggestion was made to amortize all nonconforming adult businesses within one year. Thus, up to 80% of the existing sex businesses were terminated.

In the Phoenix Zoning Ordinance an amendment concerning adult businesses became effective on November 8, 1977. It too is patterned after the Decroit model.

Briefly, the amendment in Section 417 states that:

1. No adult business is to be within 1,000 feet of any use in the same category.
2. An adult business is not permitted within 500 feet of a school or a residential zone unless approved by City Council and area residents. A petition which is signed by 51% of the residents in the 500-foot radius who do not object must be filed and be verified by the Planning Director. After the petition is completed the City Council may consider waiving the 500-foot requirement.

Adult businesses are being created as a land use issue by their relationship to impacts on their surrounding properties and on adjacent neighborhoods. Are the crime impacts noted in Boston and New York's districts directly related to the adult business being there, or to some other societal variables in the neighborhood? Are they identifiable, and thus a probable cause for negative neighborhood reactions to nearby adult businesses?

The Phoenix Ordinance was based on two hypotheses: first, that there are direct impacts which uniquely relate to this class of land use; and second, that there are indirect, but equally potent, attitudinal concerns which result from proximity to an adult business. Examples of the former are possible traffic congestion, unusual hours of operation, litter, noise, and criminal activity. Illustrating the latter is substantial testimony that has indicated that many neighborhood residents dislike living near an area containing an adult business. Also, financial institutions take nearby adult businesses into account when financing

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residential properties. Finally, people's perceptions of criminal activity is reinforced by a greater incidence of sexual crimes in areas or commercial districts containing adult businesses.

In this study we will show that there is a relationship between arrests for sexual crimes and locations of adult businesses. This relation will correlate with concerns which have been expressed by residents of nearby residential neighborhoods of the nature of crimes associated with adult businesses. Sex crimes appear to generate substantial fears for the safety of children, women, and neighborhoods in general. Their association with adult businesses generates negative images (as well as real or potential hazards) and results in a lowering of the desirability and livability of an impacted neighborhood.

This study specifically shows that there is a higher amount of sex offenses committed in neighborhoods in Phoenix containing adult businesses as opposed to neighborhoods without them. In this project three study areas were chosen -- neighborhoods with adult businesses, and three control areas -- neighborhoods without adult businesses, which were paired to certain population and land use characteristics. The amount of property crimes, violent crimes, and sex offenses from the year 1978 are compared in each study and control area.

#### THE STUDY AND CONTROL AREAS

Three different study areas containing adult businesses were selected to collect crime data. The east side of Central Avenue was chosen for the location of two study areas, while the west side has the third study area. Appendix I describes a more detailed process of how each study area was derived.

A control area has no adult business, but generally speaking, has similar population characteristics of a matched study area in terms of:

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1. Number of residents
2. Median family income
3. Percentage of non-white population
4. Median age of the population
5. Percentage of dwelling units built since 1950
6. Percentage of acreage used residentially and non-residentially

Appendix II states a more detailed process of how each control area

Adult business locations are based on information furnished by the Department and verified by the Planning Department.

TABLE I

THE STUDY AND CONTROL AREA LOCATIONS

STUDY AREA I

Roosevelt Street - Oak Street  
16th Street - 32nd Street

CONTROL AREA I

Starting at 47th Avenue, east on Osborn Road,  
South on 35th Avenue, west on Thomas Road,  
South on 39th Avenue, West on Roosevelt Street,  
North on 43rd Avenue, West on McDowell Road,  
and North on 47th Avenue, to the point of  
beginning.

STUDY AREA II

Oak Street - Osborn Road  
32nd Street - 40th Street

CONTROL AREA II

Osborn Road - Campbell Avenue  
32nd Street - 40th Street.

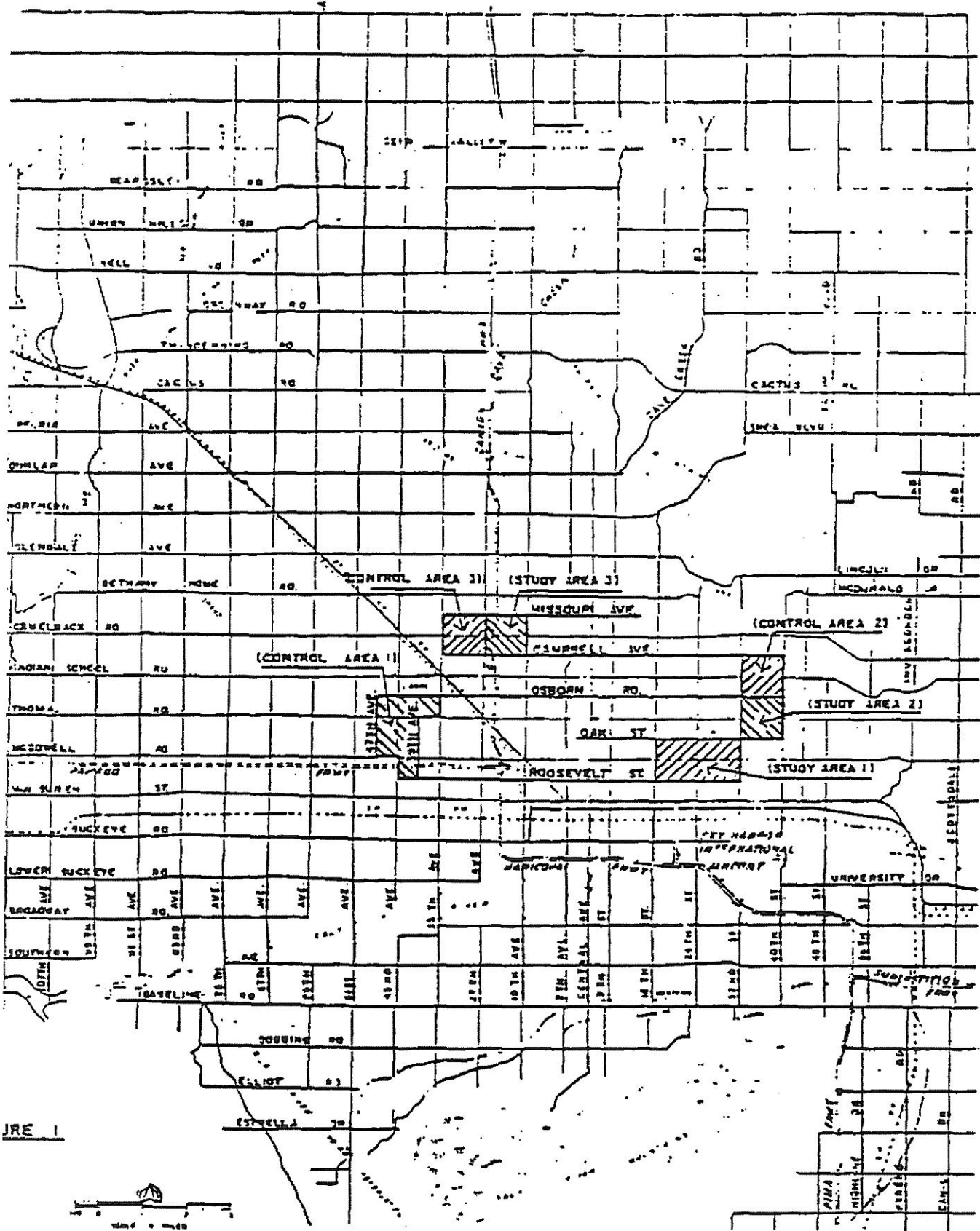
STUDY AREA III

Missouri Avenue - Campbell Avenue  
19th Avenue - 27th Avenue

CONTROL AREA III

Missouri Avenue - Campbell Avenue  
27th Avenue - 35th Avenue

Figure 1, following shows the boundaries of the three study and control areas.



Study Area I contains two square miles and one of the City's larger concentrations of adult businesses. These locations are: 1702 E. McDowell Road; 2339 E. McDowell Road; 2433 E. McDowell Road, and 3155 E. McDowell Road.

The matching population characteristics of Study and Control Area I are listed below in Table II. (Appendix III provides a more detailed process of how this data was derived.)

TABLE II  
POPULATION CHARACTERISTICS OF STUDY AND CONTROL AREA I

	<u>% Non-White</u>	<u>Building/ 1950-1970</u>	<u>Income</u>	<u>Median Age</u>	<u>Land Use Commercial/Residential</u>	
Study I	24%	57%	\$7,675	29	31%	69%
Control I	24%	93%	\$9,885	26	38%	62%

The only substantial population characteristic differences in these two areas are in the age of homes built between 1950 and 1970. The concentrated adult business district has a little over half of its homes built after 1950. Whereas the control area has almost 93% of its housing built after 1950.

Study Area II is one square mile on the east side of the City, and contains only one adult business within the square mile, at 3640 East Thomas Road. Its control area is to the north side of the Study Area.

The comparison of population characteristics are shown in Table III.

TABLE III  
POPULATION CHARACTERISTICS OF STUDY AND  
CONTROL AREA II

	<u>% Non-White</u>	<u>Building/ 1950-1970</u>	<u>Income</u>	<u>Median Age</u>	<u>Land Use Commercial/Residential</u>	
Study II	7.4	88.0	\$10,779	36	18%	82%
Control II	4.4	92.5	\$12,013	38	11%	89%

Study Area III also contains one adult business at 2103 W. Camelback Road. It is one square mile located on the west side of the City. Its Control Area is directly to the west. The comparison of population characteristics are shown below:

TABLE IV  
POPULATION CHARACTERISTICS OF STUDY AND  
CONTROL AREA III

	<u>% Non-White</u>	<u>Building/ 1950-1970</u>	<u>Income</u>	<u>Median Age</u>	<u>Land Use Commercial/Residential</u>	
Study III	8.2	83%	\$9,829	29	29%	71%
Control III	8.8	93%	10,559	28	28%	72%



**TABLE V**  
**PROPERTY, VIOLENT, AND SEX CRIMES IN ADULT BUSINESS AREAS**  
**AND THEIR CONTROL AREAS 1978**

	STUDY I #	CONTROL I #/1000 pop.*	STUDY II #	CONTROL II #/1000 pop.*	STUDY III #	CONTROL III #/1000 pop.*						
Property Crimes	1616	130.05	1176	88.48	753	107.5	363	62.2	780	125.8	575	116.8
Violent Crimes	89	7.16	66	4.96	21	3.0	21	3.6	39	6.29	36	7.3
Sex Offenses	127	10.22	12	.90	43	6.1	13	2.2	71	11.5	14	2.84
Rape	14	1.13	5	.38	5	.71	1	.17	5	.80	2	.41
Indecent Exposure	107	8.61	6	.45	37	5.3	10	1.7	60	9.7	9	1.83
Lewd & Lascivious	2	.16	0	0	1	.14	1	.17	4	.64	1	.20
Child Molest	4	.32	1	.08	0	0	1	.17	2	.32	2	.41
Property Crimes	-	-	Burglary, Larceny, Auto Theft		-	-	-	-	-	-	-	-
Violent Crimes	-	-	Murder, Rape, Robbery, Assault		-	-	-	-	-	-	-	-
Sex Offenses	-	-	Rapes, Indecent Exposure, Lewd and Lascivious, Child Molest		-	-	-	-	-	-	-	-

\* 1978 Estimates of population at the enumeration district level were derived by the Planning Department Research Section.

CONCLUSIONS

Table V Property, Violent, and Sex Crimes in Selected Study Areas--1978<sup>1</sup> is a tabulation of the number of crimes committed and the rate of those crimes per 1,000 people living in each area. This table is on the following page.

There appears to be a significantly greater difference between the study and control areas for sex crimes than for either property or violent crimes. The following table illustrates a comparison of the ratio of the crime rate of the study area to the control area:

TABLE VI

CRIME RATES AS A PERCENTAGE OF STUDY AREA TO CONTROL AREA

Study Area	Property Crimes	Violent Crimes	Sex Crimes	Sex Crimes (Less Indecent Exposure)
I	147%	144%	1135%	358%
II	173	83	277	160
III	108	86	405	178
<u>Average</u>	143%	104%	606%	232%

It is observed that there are about 40% more property crimes and about the same rate of violent crimes per 1,000 persons in the Study Areas as compared to the Control Areas.

On the other hand there is an average of six times the sex crime rate in the Study Areas as compared with the Control Areas. Although the majority of sex

<sup>1</sup>Table V Property, Violent, and Sex Crimes in Selected Study Areas--1978, was derived from information provided by the City of Phoenix Police Department's Crime Analysis Unit and Planning and Research Bureau. The data from these two sections was compiled by adding the number by type of crimes committed in police grids, which are quarter mile neighborhoods. Crimes are based on arrest records and do not reflect ultimate convictions. It has been assumed that conviction rates will be proportional to arrest rates.

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crimes are Indecent Exposure, the fourth column illustrates that the remainder of the sex crimes also exhibit a significantly higher rate in the study areas.

A detective from the police department stated that most indecent exposure crimes were committed on adult business premises. An example of this finding is in Study Area I. In that location, 89% of the reported indecent exposure crimes were committed at the addresses of adult businesses.

Where there is a concentration of adult businesses, such as in Study Area I, the difference in sex offense rates is most significant. As stated earlier in the report this location has four adult businesses which are less than 1000 feet away from each other and less than 500 feet away from a residential district. There is also a higher number of sex offenses committed--84 more crimes than in Study Area II, and 56 more crimes than in Study Area III. Similarly, when compared to its Control Area, the sex crime rate, per 1,000 residences is over 11 times as great in Study Area I. In the remaining study areas, which each contain a single adult business, their rates are four and almost three times as great.

APPENDIX I

ESTABLISHMENT OF STUDY AREA BOUNDARIES

The process of defining the Study Area Boundaries was conducted in the following manner:

1. Locations of adult businesses in Phoenix were plotted.
2. The primary concentration of adult businesses was identified.
3. Preliminary decision was made to choose three study areas based on concentration and geographic isolation from each other.
4. Establishment of boundaries for each Study Area so that the adult businesses were approximately centered in each study area, and so that each Study Area had an area of at least one square mile, but not more than two square miles.

APPENDIX II

ESTABLISHMENT OF CONTROL AREA BOUNDARIES

The process of defining the Control Area boundaries was conducted in the following manner:

1. Identification of potential control areas based on the absence of adult businesses.
2. Delineation of possible Control Areas equal in size to the Study Areas.
3. Determination of population and land use characteristics of each possible control area using the same weighted-proportionality method used for the Study Areas (See Appendix III for Population Characteristics and methodology).
4. Selection of a Control Area to match each Study Area as closely as possible in size, number of residents, and all other selected characteristics listed in Appendix III.

APPENDIX III

METHODOLOGY OF WEIGHTING POPULATION CHARACTERISTICS  
OF STUDY AND CONTROL AREAS

The characteristics used in weighting the similarities between the Study and Control areas were:

1. Percentage non-white population
2. Percentage of dwelling units built since 1950
3. Median income
4. Median age of the population
5. Percentage of acreage used residentially

Information about the above characteristics was available at the Census Tract level. Since the Study Area boundaries did not always align with Census Tract boundaries, it was necessary to "average" Census Tract values to simulate the characteristics of the Study Areas. The contribution of each Census Tract characteristic value was mathematically weighted, proportional to the amount of population that the Census Tract contributed to the Study Area population. Number 5, or the percentage of acreage used residentially, was attributed proportionally to the geographic area rather than the population.

The weighting of each Study and Control Area is tabulated in the following table:

WEIGHING OF POPULATION CHARACTERISTICS BY FUND USE  
FOR STUDY AND CONTROL AREAS

Census Tract	% Non-White Population	% Dwelling Units Built Since 1950	Median Family Income	Median Age of Population	% of Acreage Used Residentially
<u>Study I</u>					
1115	8.5	67	\$8,741	32	82
1116	14.2	54	8,191	30	80
1133	45.0	50	5,451	27	58
1135	25.0	61	8,990	27	57
<u>Control I</u>					
1100	13.0	98	10,992	24	88
1101	18	100	11,202	26	45
1122	25	90	8,751	27	74
1123	30	99	10,179	22	52
1126	35	72	8,361	29	68
<u>Study II</u>					
1114	7.9	85	11,119	33	79
1109	6.9	91	10,469	38	85
<u>Control II</u>					
1109	6.9	91	10,469	38	92
1083	2.3	94	13,345	38	85
<u>Study III</u>					
1073	7.8	82	9,996	32	74
1090	8.7	83	9,609	26	68
<u>Control III</u>					
1072	9.2	90	10,570	27	66
1091	8.5	96	10,550	29	78