LOCAL OPPORTUNITIES FOR AMERICANS

MACPARS

Final Report of the Municipal And County Park And Recreation Study

NATIONAL RECREATION AND PARK ASSOCIATION

THE UNIVERSITY OF GEORGIA 1785

FOREST SERVICE U S DEPARTMENT OF AGRICULTURE

APRS

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LOCAL OPPORTUNITIES

FOR AMERICANS:

FINAL REPORT OF THE MUNICIPAL AND COUNTY PARK AND RECREATION STUDY (MACPARS)

SEPTEMBER, 1988

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FOREWORD

In 1984, efforts to establish a national commission to study outdoor recreation in America were well underway. In concert with these efforts was an awareness that local park and recreation departments play an increasingly important role in the day-to-day leisure and recreation lives of Americans. What exactly is that role? This question could not be answered on a nationwide basis, except through collective speculation based on small samples of incomparable information.

In October, 1985, the State Advisory Services Committee of the American Park and Recreation Society endorsed a proposal from the University of Georgia and the U.S.D.A. Forest Service in Athens, Georgia. That proposal created the Municipal and County Park and Recreation Study (MACPARS). With the assistance of coordinators from 49 states, MACPARS was administered nationwide.

This nationwide effort was accomplished through a commitment from approximately 83 research cooperators and 1254 respondents...nearly 1350 professionals in all. We would like to express a special "thank you" to all of those individuals and departments who, because they believe that local departments are a significant part of recreation and leisure lifestyles and that they play a vital role in the relationship of society to the outdoors, have demonstrated those beliefs through participation in MACPARS.

Preliminary requests for information have confirmed our belief in the need for a national data base on local park and recreation. We hope that this report is useful and provides a new perspective about the role of municipal and county park and recreation in providing Americans with local recreation opportunities.

Barbara McDonald
H. Ken Cordell

INTRODUCTION

Background

Early in 1986, the final version of the MACPARS questionnaire was printed and readied for distribution. In a cooperative effort with 49 states, a state coordinator was identified to manage the distribution of questionnaires in each state. This individual and their agency provided an up-to-date mailing list and mailed the questionnaires to park and recreation directors in their state. This report is based on 1242 useable responses from local, full-time park and recreation departments, approximately 18% of the total number of distributed questionnaires.

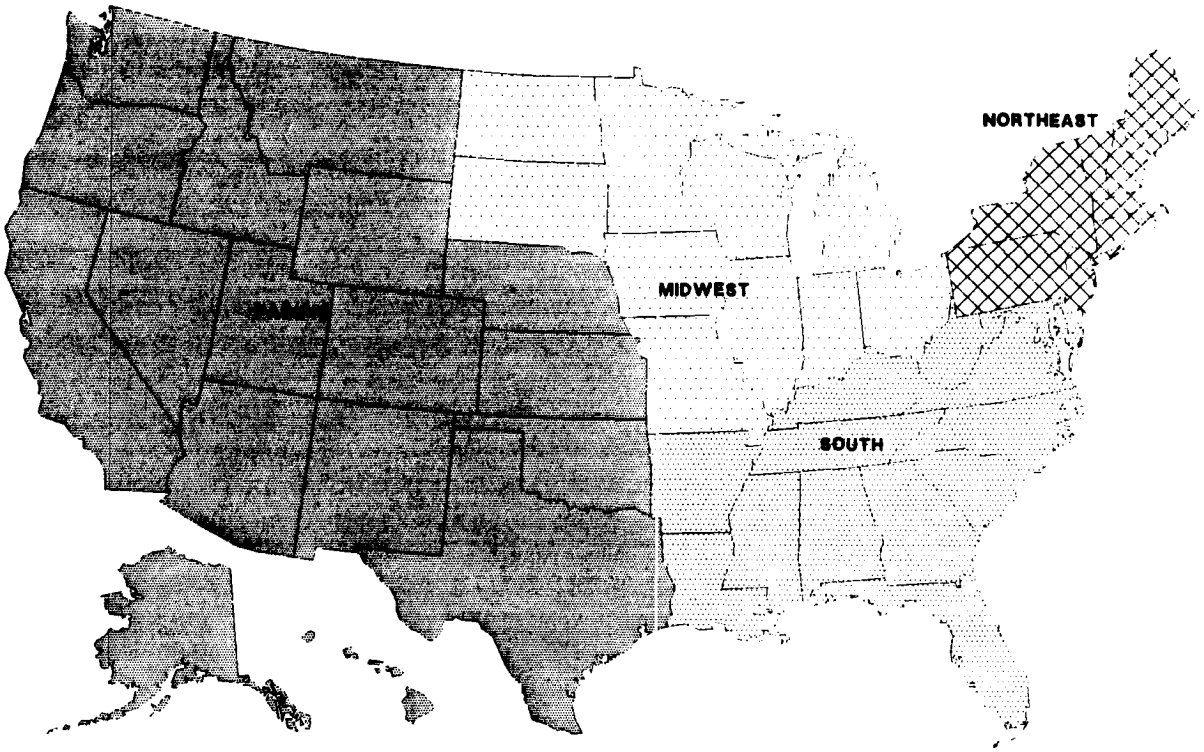
As the questionnaires were returned, they were coded and checked before data entry. The data were computerized using a microcomputer-based PASCAL program, then uploaded to the University of Georgia mainframe computer for analysis. Following editing and verification, the Statistical Analysis System (SAS) was used to weight, tabulate, and analyze the data.

During the entry and editing process, various requests for preliminary data were honored. Included in these requests was a letter from the President's Commission of Americans Outdoors, the Indian Nations Council of Governments, various cities and counties nationwide, and state planners. The National Recreation and Park Association and the American Park and Recreation Society published preliminary results, and data were supplied to *American City and County* magazine. The U.S.D.A. Forest Service recently used MACPARS data in its examination of recreation policy issues. Data from MACPARS were also included in the U.S. Forest Service's Resources Planning Act (RPA) Assessment of Outdoor Recreation and Wilderness. These data provided the first credible local government recreation database for development of the RPA nationwide assessment.

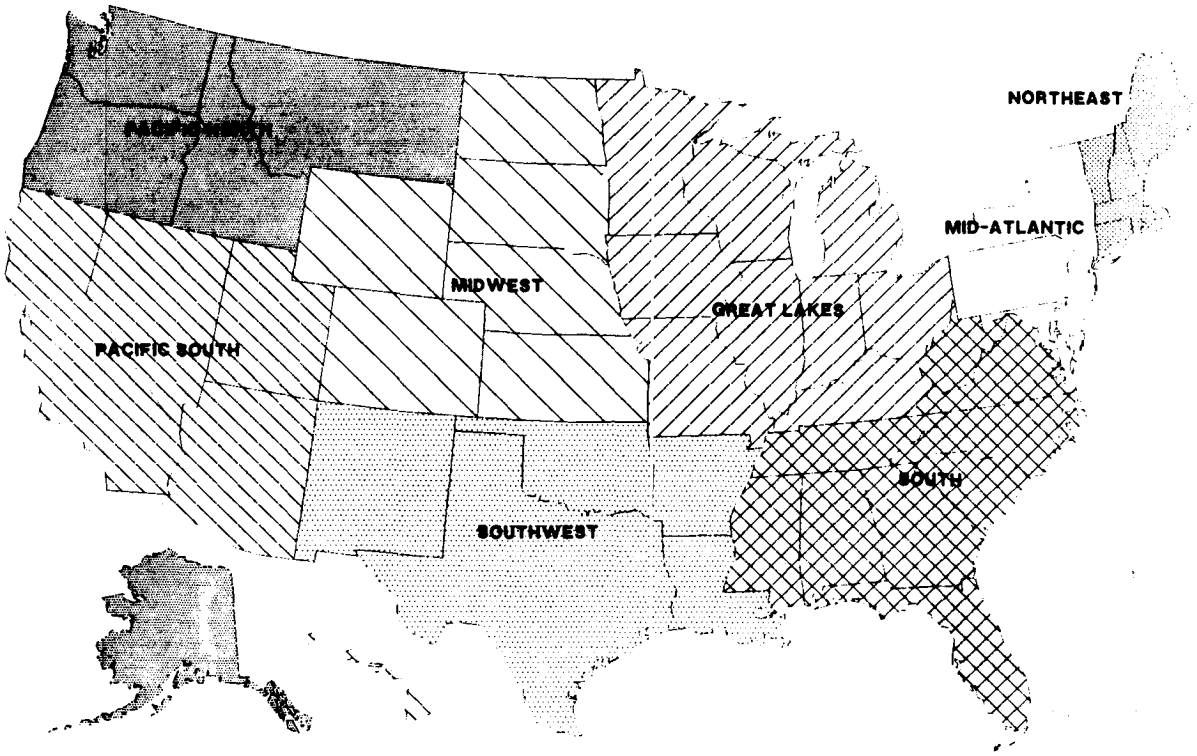
Report Organization

The information in this report is presented by the four major U.S. census regions, by eight National Recreation and Park Association (NRPA) regions, by size of community served, and nationwide. The following maps show these regions breakdowns; the community size categories follow.

CENSUS REGIONS



NRPA REGIONS



Community Population Size Categories:

SMALL	MEDIUM	LARGE
Fewer than 25,000	25,000-100,000	Greater than 100,000

Report Format

Data are displayed in figures, primarily as bar or pie charts, and are organized by one or more of the above previously identified regional or community size categories. It is important to note that the MACPARS data best represent national or census regional-level descriptions of local government park and recreation. Smaller aggregations of the data, such as NRPA regions or states, contain samples smaller than is desirable for statistical reliability. We have included NRPA regions, however, to indicate general differences between those regions and because much of the MACPARS readership include NRPA members. We caution the reader that any data descriptions smaller than census regions are less reliable.

The sample dataset was weighted to make the data proportionately representative of the numbers of departments serving communities of over 25,000 population. Using Census of Government data (only available for communities with a population over 25,000), the numbers of these departments nationwide were identified by operating budget and population size. Actual percentages in each budget by population size category were applied to the MACPARS dataset. In this way, survey sample biases have been addressed. For communities less than 25,000, unweighted sample data are used.

All calculations involving community size are based on the population as reported by each respondent in the MACPARS questionnaire.

In order to provide timely information to the President's Commission on Americans Outdoors, the MACPARS questionnaire contained a place for comments from the respondents. These comments were forwarded directly to that Commission. In the left-hand column of each page of this report, a subset of the actual written comments received from respondents are printed in italics. A total of 800 comments were received. Space would not permit all of these comments to be included. The comments included were selected to be representative of the diversity of concerns and comments received. The most frequent comments indicated a concern for more open space and outdoor resources in general and a need for a continued source of funding similar to the Land and Water Conservation Fund. The comments are randomly placed throughout the report, and are not organized by chapter contents.

In the figures, medians are used because they best represent the central tendency of the responses. The table accompanying each figure, included

where appropriate, displays the mean (average), median, and the percentage of the total respondents (full-time departments) answering each question.

A median is the number which falls into the middle of an array of numbers when ordered from lowest to highest. For example, consider a hypothetical list of the number of full-time personnel for seven departments: 1, 2, 2, 3, 5, 6, 23. The mean (or average) of these numbers is 6. The median, middle number, is 3. The difference between these two measures is caused by the single large number, 23. In the MACPARS dataset, the quantities reported by the few, very large departments caused means to be consistently larger than the medians, as in the above example.

In the companion tables, the percentage of the 1242 full-time departments which answered each question is shown. The figure must be read along with the table, showing in which cases the medians and means represent a very small percentage of the sample. The information in the tables will help the reader to better interpret the calculated medians and means. For example, 85% of the MACPARS respondents reported having tennis courts. Of those 85%, the median number of courts was 8 and the average was 11. If the median and average had been based on 100% of the sample, the medians and means would have been lower. Therefore, all calculations are based on the number of departments answering the question. In most cases, the percent responding to the question can be assumed to approximate the percentage of departments to which the question applies.

Figures are numbered consecutively. The companion tables are numbered to match their respective figures, and thus are not consecutively numbered.

LOCAL OPPORTUNITIES FOR AMERICANS:
Final Report of the Municipal and County Park and Recreation Study

EXECUTIVE SUMMARY

This report can be summarized by describing the role of the *typical* park and recreation department in local communities. In many ways, park and recreation departments are similar regardless of community size or region of the country. In other ways, park and recreation departments are similar only within community size categories. But this concept of a *typical* park and recreation department, nonetheless, seems valid and important. Too often, perhaps, each department has been viewed as somehow unique, instead of more appropriately being critical parts of the huge, significant *national system* they comprise.

The typical department at the time MACPARS was conducted operated within a municipal *jurisdiction* (77 percent), particularly in small to medium-sized communities. Larger communities more often were served through a county park and recreation jurisdiction. These departments frequently cooperated with school systems in providing sites and facilities for public use. Nationally, the typical department spent about $17 in 1985 operating *funds* for each citizen served. The range was between $19 for small communities and $12 for larger communities.

In spite of respondents' perceptions that a fiscal crisis in operating and capital funding existed, both of these budgets rose between 1982 and 1985. This trend held for the typical department regardless of community size or region of the country. Reported operating funds rose 25 percent and capital budgets rate 44 percent between 1982 and 1985.

Sources of funding came primarily from property taxes (65 percent) or other tax sources (another 10 percent). User fees comprised about 19 percent of funding; other sources provided only about 6 percent. Overall, traditional tax-based sources of revenue were still the dominant budget sources.

The typical department appeared to be committing its budget more to seasonal *staff* and other operational modes and less to permanent and professional staff. In the early 1980's, seasonal staff comprised a very important part of the typical department's staffing. Volunteers and seniors were the primary contributing sources. Of the total staff, number of citizens served ranged from 516 in small communities to over 1,800 per staff member in larger communities. The national median was just under 700. For permanent staff, the national median was 2,750 citizens served per staff member. The ratio of permanent-to-seasonal employees was about 1 to 5.

The *facilities and space* being provided at the local level seemed to be a high priority among departments. When asked how they would use added funding, the most frequent response was to develop and improve sites, facilities and space. The typical department manages about 8 sports fields, 8 tennis courts, and 4 basketball courts.

Pools (median = 1), golf courses (1), playgrounds (5), gymnasiums (1), recreation centers (1), and racket and handball courts (3) were among the other opportunities provided. Local departments also provided natural resource-oriented outdoor opportunities, at a surprising level. Camping sites (median = 4), organized camps (1), natural areas (80 acres), lakes (18 acres), and trails (6 miles) are among the natural resource opportunities provided. Trails include fitness, hiking, biking, off-road vehicle and others.

Programs serving special populations, seniors, and others, are, and have always been, important dimensions of local departmental operations. Their degree of significance, however, may be declining. Athletic programs constitute over 1/3 of all programming in small communities. The emphasis has shifted toward the arts and social activities in larger communities. Programs for special populations were available in only about 1/2 of departments nationwide. Among these programs, greatest emphasis was on mental health-related and mentally retarded populations. There were virtually no programs for the gifted or multiply disabled. Seniors programs were more numerous and were offered by 2/3 of the departments in 1985.

Departments were asked to rank a list of 15 *issues* or concerns. The three they ranked highest focused on maintenance of existing sites and facilities and adding new ones (mostly outdoor). Funding, information, assistance, and additional land were other important issues. Ranked 6th was the need for a national recreation agency. All of the issues were considered important; the rankings only reflected relative degrees of concern. Throughout this report, representative comments offered to the 1986 President's Commission on American's Outdoors are shown. Some were provided with an apparent high level of professional emotion. These comments emphasize the need for outside assistance through *seed grants,* for stable budgets, and for preservation of *open space* for future generations. Obviously, tying seed grants explicitly to open space preservations *for the future* was a concern of a majority of local park and recreation professionals.

Overall, the fact that a typical department can be described indicates that the MACPARS data represents a nationwide system which provides local park and recreation opportunities to the American public. Some differences occur between communities of different size and between departments of different size. But when viewed as a whole, local park and recreation departments are obviously a significant national system. This report describes the important role that local park and recreation departments have in providing close-to-home recreation opportunities, for an increasingly urban and suburban U.S. society.

Chapter 1:

Administration and Organization

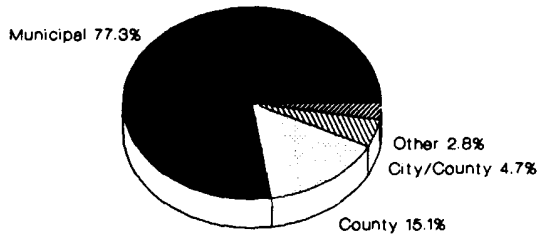
Municipal And County Park And Recreation Study

Administration and Organization of Local Park and Recreation Departments

Local park and recreation departments were operated under a variety of jurisdictions, such as county, municipal, joint municipal and county, and special districts or regional authorities. The majority, however, were operated by municipal government (Figure 1-1).

It is imperative that legislators evaluate the present recreation and park facilities to determine and make projections of what future generations are going to require for leisure-time activities.

Figure 1-1. Governmental Jurisdictions of Park and Recreation Departments, Nationwide



Municipal governments operated the majority of local departments, regardless of community size or region of the country (Figures 1-2 and 1-3). The exception was in large communities, where a larger percentage were in county jurisdictions.

In an increasingly crowded and stressful environment, parks are becoming even more important for the physical and mental health of the population.

Figure 1-2. Governmental Jurisdictions of Park and Recreation Deparments, by Community Size

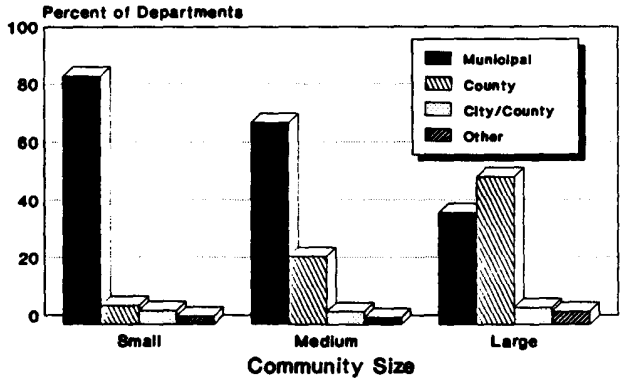
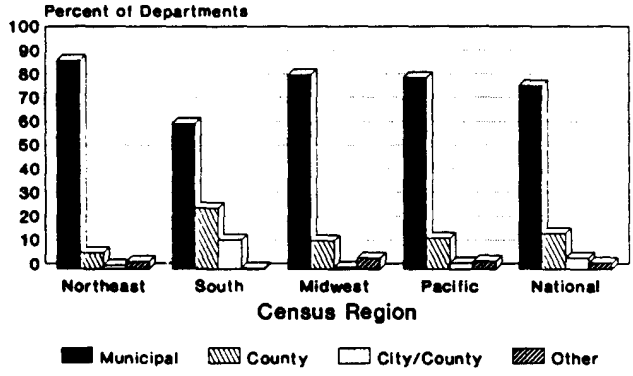


Figure 1-3. Governmental Jurisdictions of Park and Recreation Departments, by Census Region



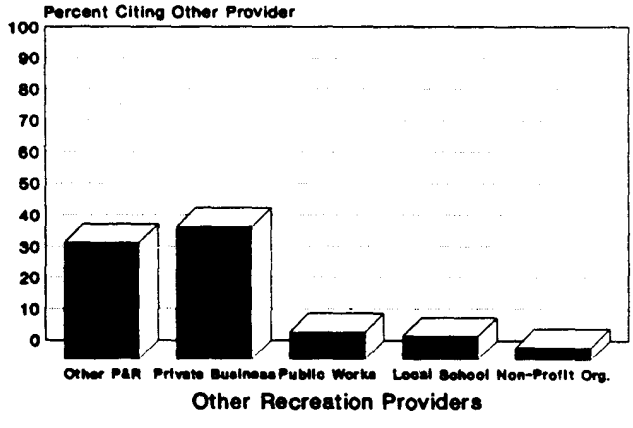
Vigorously pursue all matters relating to the preservation of open space. Not only in remote and urban areas, but also within metropolitan sites. I believe assistance in maintaining adequate open space will be needed by many state and municipal agencies.

Differences can be noted, however, between community sizes and regions of the country. For example, the Northeast Region is composed of many small local governments; the Pacific Region is composed of more large metropolitan cities, such as Los Angeles, Denver, and Spokane. Even in cities of like population size, the spatial distribution and population density of the municipality affects the configuration of park and recreation services. Another regional difference was in the South, which had a larger proportion of joint municipal-county departments.

Local governments must have state and Federal assistance to acquire and develop needed facilities. They simply do not have the taxing ability to provide them on their own. The use of state and Federal funding allows those levels of government to plan and exercise some control over park development throughout a broad geographic area.

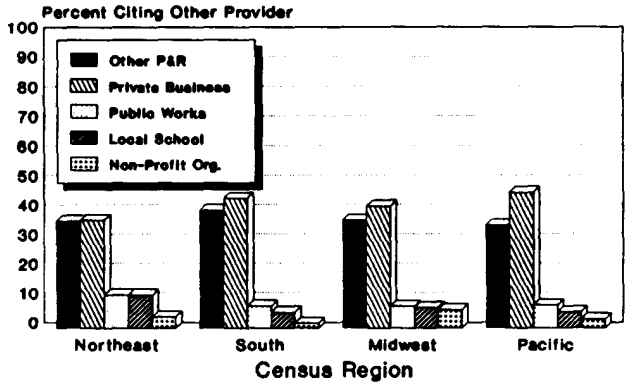
In some communities, other suppliers shared responsibilities for park and recreation supply (Figure 1-4).

Figure 1-4. Other Local Providers of Park and Recreation Opportunities



Over 40 percent of all departments indicated that private businesses also offer recreation opportunities; over 35 percent mentioned other public park and recreation suppliers. This pattern was similar regardless of census region (Figure 1-5).

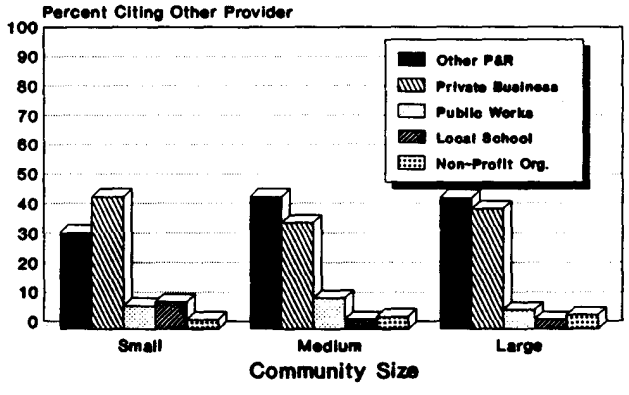
Figure 1-5. Other Local Providers of Park and Recreation Opportunities, by Census Region



The quality of life is a big factor in attracting business or industry to a community. Studies have shown that this is often considered more important than monetary attractions. A community with attractive parks, many recreation opportunities for members of the whole family and those communities that show concern in providing these facilities will more than likely attract people to live there. Whereas a community that doesn't provide these facilities won't attract people and industry. Therefore, providing parks and recreation opportunities is essential for growth in Montana.

Small communities faced less "competition" from other public park and recreation departments than do medium and large communities. But small communities had slightly more "competition" from private businesses than did other sized communities (Figure 1-6).

Figure 1-6. Other Local Providers of Park and Recreation Opportunities, by Community Size

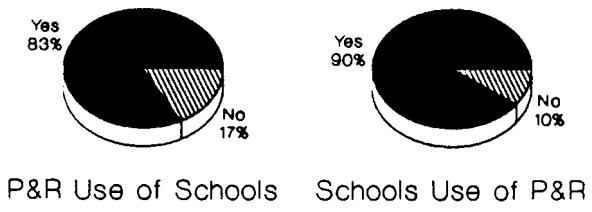


Nationwide, 54 percent of the sampled departments indicated the presence of other community park and recreation providers. Of other providers, private business was the most prevalent, followed by other public park and recreation departments.

Public schools did not appear to provide substantial alternatives to public park and recreation departments. Instead, public schools typically work cooperatively, sharing facilities and sites with park and recreation departments (Figure 1-7).

Local recreational opportunities are extremely important as they are readily available on a day-to-day basis to city and/or county populations. I believe the intent of the Federal government is to localize certain services such as recreation, rather than to lead the way for their elimination. Taking this into account, higher levels of government must make available to localities the avenues and abilities to provide their own recreational opportunities.

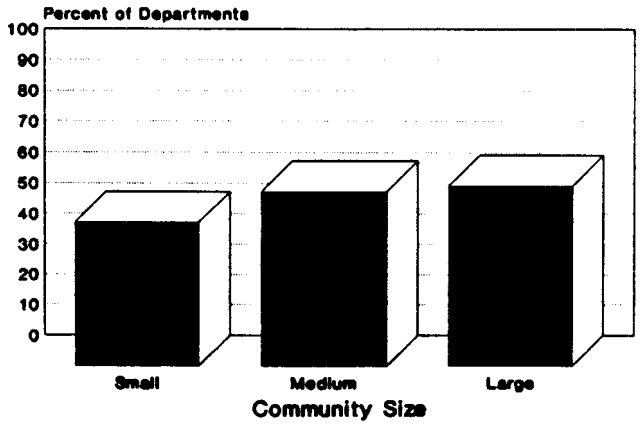
Figure 1-7. Shared Use of Facilities and Sites Between Park and Recreation Departments and Local Schools



Of the total MACPARS sample, 50 percent reported having a written agreement with a local school system. This was true of all community sizes (Figure 1-8).

Quality of life is the objective of leisure services. Unlimited public access is a goal to be sought.

Figure 1-8. Departments with Written Agreements with Local Schools



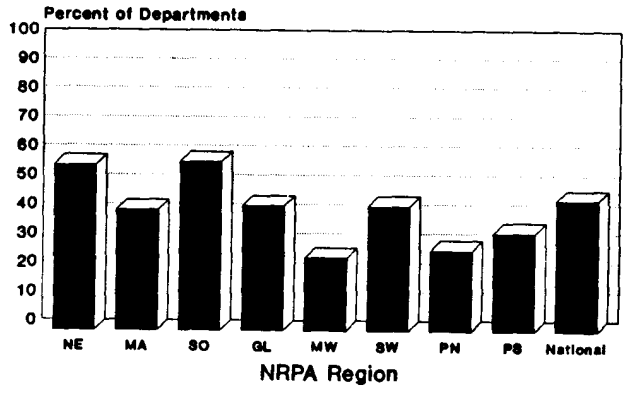
I think foremost I'm concerned with the very title of the Commission. Recreation and its needs, benefits, and overall structure in this country-- Is this going to be addressed or presented to the President? The title of the Commission infers to me that you are only concerned with parks and undeveloped areas. What about people in communities, institutions, etc. and their needs?

Local and state government recreational programs and facilities have grown considerably over the past 20 years due to various Federal funding mechanisms. It is imperative that some type of similar help be continued to ensure that these "grass-root" facilities will not suffer blight from future neglect and that our nation will be able to continue its need for daily recreation.

These data indicate that park and recreation departments and school systems cooperate extensively to provide recreation opportunities. In every census region except the Northeast, departments reported plans to increase this cooperation with schools in the future. As part of current cooperative arrangements, many park and recreation departments provided maintenance on school sites in exchange for opening these sites to the public.

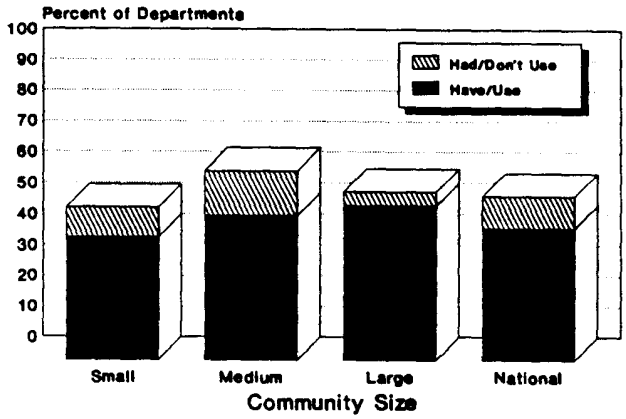
By NRPA region, the South represented the greatest percentage of departments providing maintenance on school sites (almost 60 percent). The Midwest region had the least (less than 30 percent). Nationally, 45 percent of departments provided maintenance on school sites (Figure 1-9).

Figure 1-9. Percent of Departments Providing Maintenance on School Sites, by NRPA Region



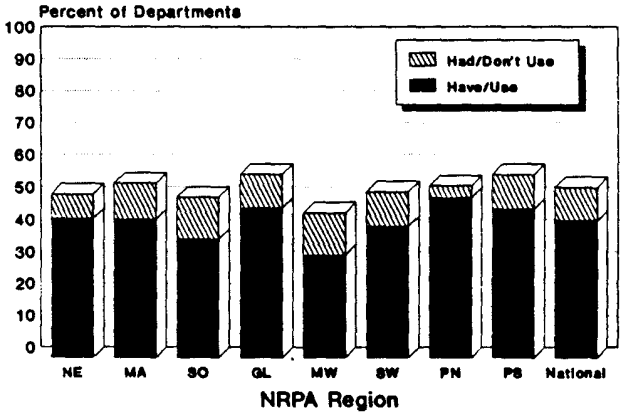
The use of a systematic evaluation system is an important administrative technique. Figures 1-10 and 1-11 show the percentage of departments reporting use and those having discarded a system of evaluation after trying one.

Figure 1-10. Use of Effectiveness Evaluation, by Community Size



Land conservation and recreation area development cannot be facilitated on a sensible schedule because of the nature of the average taxpayer. Only with the assistance of a national level funding source can many communities expect to reasonably develop and protect recreation areas in concert with local growth. It is imperative that the (President's) Commission recommend a continued national level funding source or outdoor recreation development will, for the majority, become a child fostered only by the demands of hindsight.

Figure 1-11. Use of Effectiveness Evaluation, by NRPA Region



Not quite one-half of local departments nationwide reported using a systematic program evaluation system. Many respondents currently not involved reported interest in adopting an evaluation system in the future (47 percent).

Summary

- Nationwide, 77 percent of local park and recreation departments were under municipal jurisdiction.

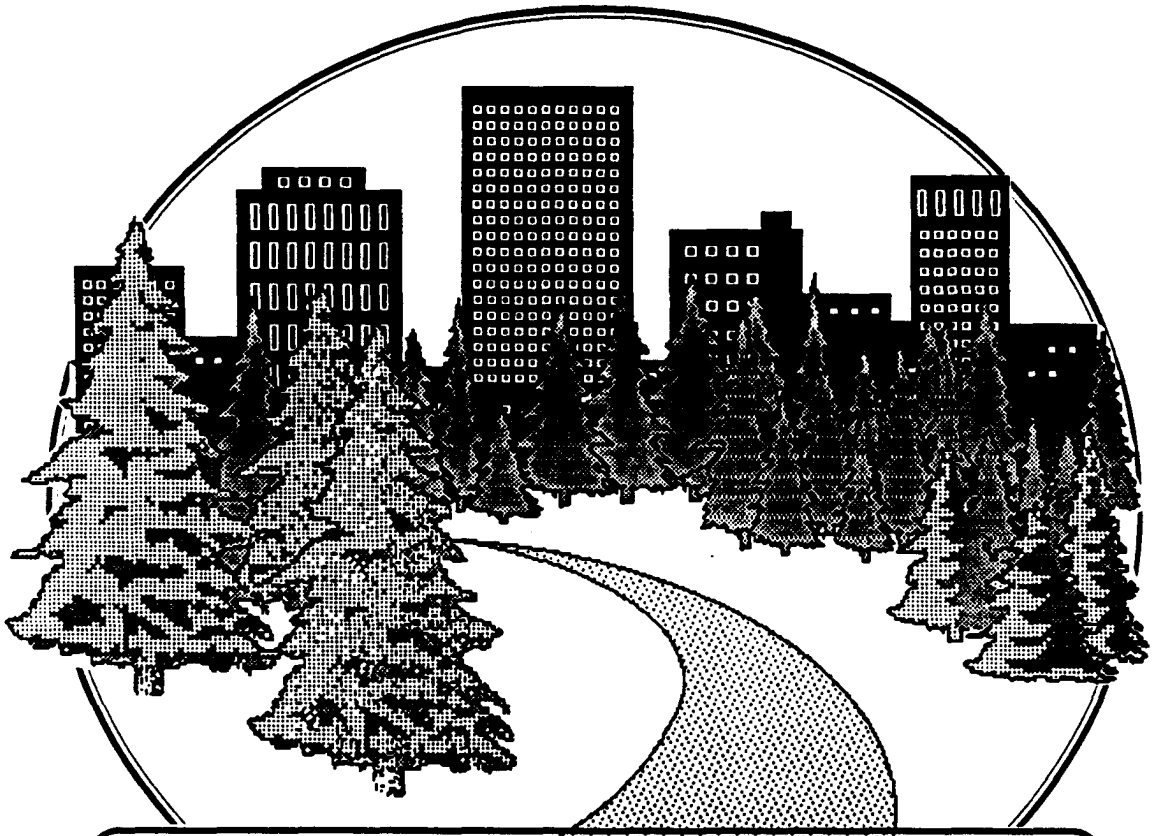
- In addition to the responding department, private businesses and other public park and recreation departments provided most of the additional local recreation opportunities.

- Cooperation between public schools and park and recreation departments was widespread, but only about one-half of the arrangements were formalized with written agreements.

- Not quite one-half of the park and recreation departments employed a systematic program evaluation system at the time of this study, but the use of evaluation systems may increase in the future.

Chapter 2:

Financing and Budgets



MACPARS

Municipal And County Park And Recreation Study

1. High cost of insurance premiums. Laws need to be made that would put a ceiling on insurance premiums/claims as they affect recreation. Often programs or agencies are hard-pressed or put out of business because premiums are too high or claims are exorbitant.
2. There exists an increased interest in research to help determine how an individual can best use his leisure time.
3. More quality and constructive recreational outlets for youth. Idle time hangs heavy on unemployed teenagers or youth who do not have the resources to take part in wholesome leisure time activities.
4. Distinct need to increase emphasis on "Saving our Environment", restoring and preventing further destruction.
5. Expand recreation services on public lands.
6. Accept recreation as a field and as an area of study on a level with medicine, law, and education.

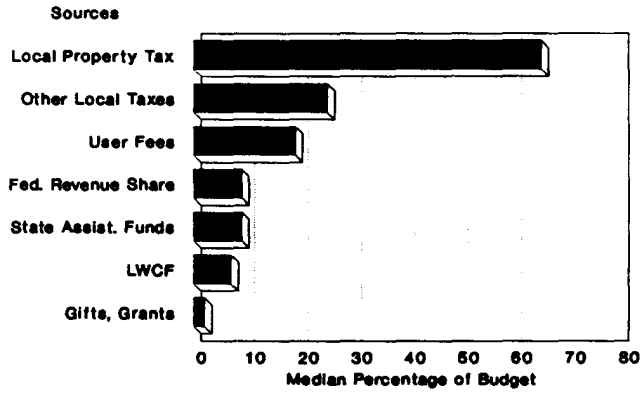
Financing and Budgets

The way park and recreation departments have acquired and budgeted fiscal resources may be changing. Greater demand for local recreation opportunities and increased competition for public tax dollars, with less Federal monies, have fostered changes in all areas of administration, budgets, and finance.

Revenue Sources

The amount of available tax dollars for local public park and recreation departments has in some cases dropped, but overall, operating budgets have been on the rise. Innovations in budgeting and in acquiring funds may be contributing to this rise. Even so, the median percentage of operating funds from local property taxes is about 65 percent, with an additional 25 percent coming from other local tax sources. Figure 2-1 shows the nationwide median percentage of the budget derived from each source, among those departments which cited use of the listed sources. Table 2-1 gives the percentage of the MACPARS sample which cited each source and the average (mean) percentage of the budget which was derived from these sources.

Figure 2-1. Percent of Budget from Each Source Among Departments Using Source, Nationwide



Local Parks and Recreation needs are mounting due to increase in fitness and leisure. Not everyone has the ability or chooses to travel to National Parks. Also, not everyone is into those things which would attract people to other areas that could not be experienced locally. Maintenance of local areas and programs is essential for continued community support of municipal programs.

TABLE 2-1. Percent of budget from each source among departments using source, nationwide

Sources	Median %	Mean %	% Responding to Question
Local Property Tax	65	62.9	77
Other Local Taxes	25	36.2	28
User Fees	19	24.4	73
Federal Revenue Sharing	9	17.2	28
State Assistance Funds	9	14.5	23
LWCF	7	14.0	17
Gifts, Grants	2	8.6	32

Other budget sources were listed by a minority of departments, including sources like trust funds and bonds (Table 2-1b). In some cases, these sources comprised most of the departmental budget.

To better serve the public, greater professionalism is required. To attain the same, legislation to require certification is desired. New goals and objectives to specify standards of financial responsibility for service providers, (ie. $20.00/ person/service unit). Continue LWCF program with renewed emphasis!

TABLE 2-1b. Budget sources comprising a minor percentage of departments, nationwide

Sources	Median %	Mean %	% Responding to Question
Trust Fund	56.5	50.7	1
Sales Revenue	9	20.7	13
Bonds	12	15.5	1
Rents/Leases	4	11.0	5

Almost all local park and recreation departments received some funding from local property taxes. A very small proportion tap other, less traditional sources, such as trust funds or bonds. Only small differences are apparent when budget sources are examined by community size. Figures 2-2, 2-3, and 2-4 indicate that the funding sources of park and recreation departments are similar among communities of different sizes. Tables 2-2, 2-3, and 2-4 follow, with additional information including percentage of departments which indicated they derived funding from each source.

Working in a rapidly developing coastal community, there are some needs very recognizable: (1) Lack of funding for developing recreational programs and facilities to match the town's growth. (2) Encroachment by developers on existing open space and the environmental problems associated with such, and a need to control such. (3) Extremely evident, a need for education in the values of recreation and leisure and in the use of outdoor recreation facilities.

Figure 2-2. Percent of Budget From Each Source Among Departments Using Source, Size Less than 25,000

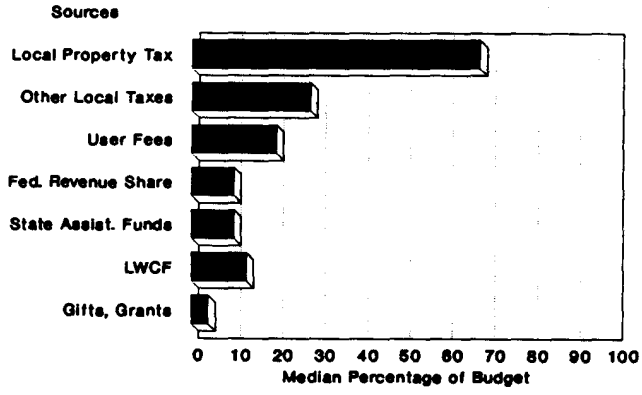


Figure 2-3. Percent of Budget From Each Source Among Departments Using Source Size 25,000-100,000

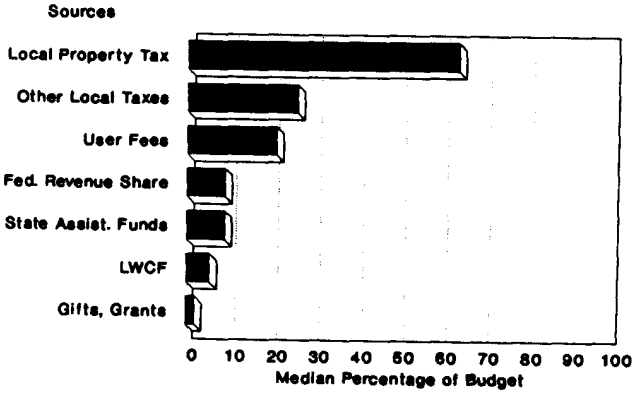
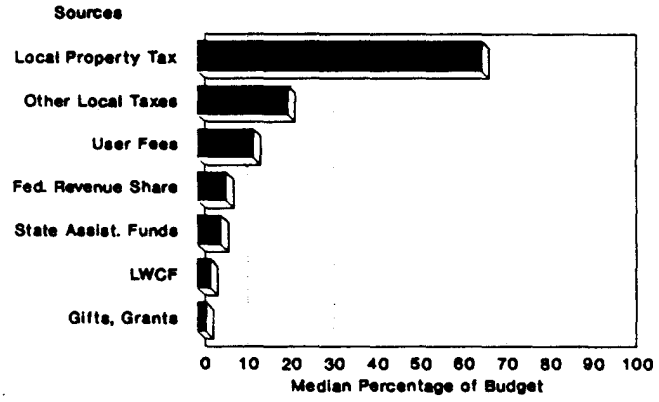


Figure 2-4. Percent of Budget From Each Source Among Departments Using Source, Size Greater Than 100,000



Older cities in the northeast once had outstanding park systems that have slowly deteriorated due to declining tax bases, loss of factory jobs, influx of low income families, and exodus of population to suburbs. Financial pressure has minimized cities' capabilities to keep up. LWCF, UPARR, and community development funds have saved our lives.

Concern #1: The increasing philosophy of "pay to play". 95% of our programs are self-sustaining. They are becoming cost prohibitive to the populations that need them most! Concern #2: Vandalism in our parks.

TABLE 2-2. Percent of budget from each source among departments using source, size less than 25,000

Sources	Median %	Mean %	% Responding to Question
Local Property Tax	68	62.7	77
Other Local Taxes	28	37.5	28
User Fees	20	24.5	72
Federal Revenue Sharing	10	17.9	26
State Assistance Funds	10	15.3	16
LWCF	13	18.7	13
Gifts, Grants	4	10.2	31

Increased coordination, and not increased funding, is the primary need for parks and recreation in the United States. Presently, there exist no national standards for personnel in the park and recreational profession and no national standards for park space. Absent these national standards, it is difficult to compare all agencies' efforts in the park and recreational field to an acceptable "yardstick." Leadership in the development of standards and the maintenance of a data base on this country's open space rest with the Federal government. If the Federal government does not accept this challenge, local governments will continue to waste valuable staff time constantly surveying other jurisdictions to make necessary comparisons.

TABLE 2-3. Percent of budget from each source among departments using source, size 25,000-100,000

Sources	Median %	Mean %	% Responding to Question
Local Property Tax	64	62.6	76
Other Local Taxes	26	36.2	30
User Fees	21	26.0	74
Federal Revenue Sharing	9	15.7	31
State Assistance Funds	9	14.1	26
LWCF	6	9.8	19
Gifts, Grants	2	6.3	33

TABLE 2-4. Percent of budget from each source among departments using source, size greater than 100,000

Sources	Median %	Mean %	% Responding to Question
Local Property Tax	66	64.8	48
Other Local Taxes	21	25.9	16
User Fees	13	19.2	45
Federal Revenue Sharing	7	16.7	18
State Assistance Funds	6	12.8	23
LWCF	3	6.8	16
Gifts, Grants	2	4.8	20

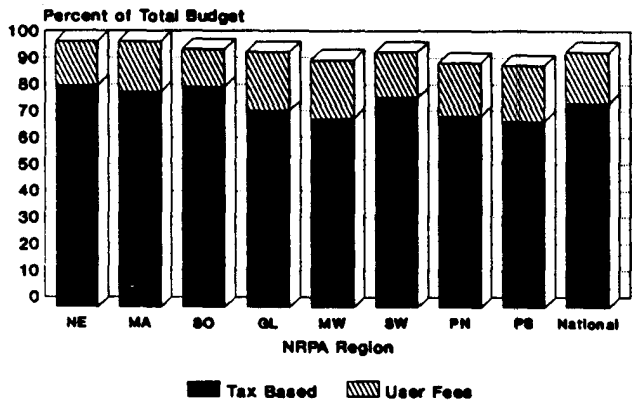
Federal funding such as LWCF should continue and be increased significantly. With all monies headed toward defense and foreign aid, I can't believe a small portion can't be directed towards improving, developing, and preserving our local, state, and Federal parks, recreation, and conservation areas.

My wife and I just had a baby boy named Matthew. Who will protect our environment and enforce policies to ensure Matthew's generation of fresh air and a clean environment?

Two of the major concerns recreation departments will be faced with in the next ten years will be: 1) Escalating insurance costs; 2)Maintaining of capital investments. These needs must be addressed on both a state and national level.

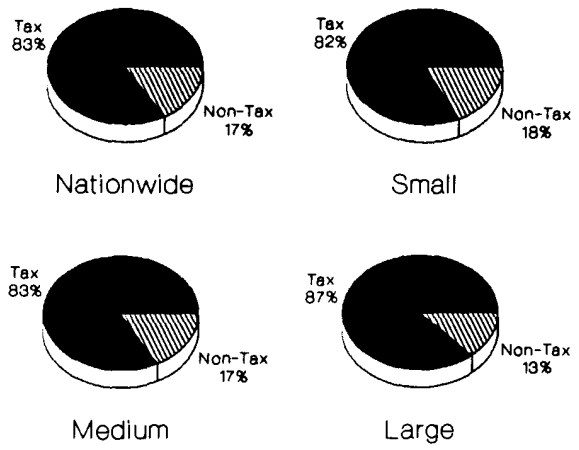
The largest share of park and recreation budgets were financed by local taxes. If all tax sources (local, state, and Federal) were added together, the median percentage of operating budgets from tax sources would be almost 80 percent. Figure 2-5 shows the percentage of budgets derived from tax-based income and user fees by NRPA region.

Figure 2-5. Proportion of Budgets from Taxes and User Fees, by NRPA Region



Revenues are generated from many different sources, including non-tax-based sources. Examples of non-tax sources are user fees, LWCF, gifts, grants, donations, sales, and rentals. Of the total budget, about one-sixth of all revenues come from non-tax sources (Figure 2-6).

Figure 2-6. Tax Based and Non-Tax Based Sources of the Total Budget, by Community Size



I believe that at some level the need for funding parks and recreation has to be established or continued. As the cuts come down, we at the local level have to absorb this. In many instances, local government officials feel that we are not truly a necessary item.

Recreation and leisure time activities are a big business in this country, and we need to run our programs as a business so that we get the biggest bang for our buck.

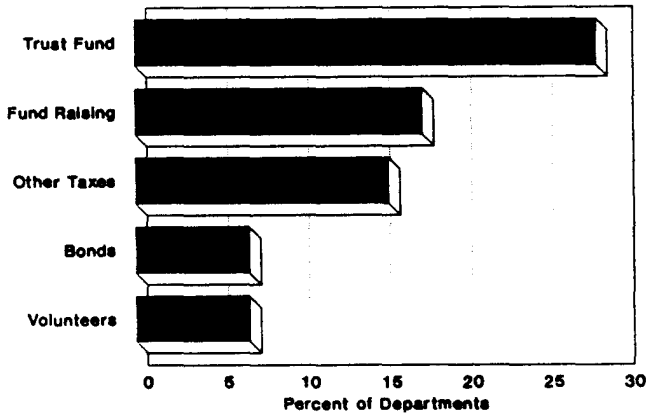
Funding for parks does as much to support quality of life for working Americans as any expenditure I can conceive of.

Figure 2-5 may be compared with Figure 2-6, which shows the same information (tax and non-tax revenue) calculated in a different manner. In Figure 2-5, the percentages were calculated by type of source and percentage of budget indicated by each department. In Figure 2-6, total, non-tax sources in dollars, as reported in the questionnaire, was divided by the total budget amount. Both methods of calculation resulted in an approximate 4 to 1 proportion of tax to non-tax revenue sources.

Traditional budget sources are still the mainstay of local park and recreation budgets. However, 30 percent of the MACPARS respondents indicated several alternative ways they finance their operations (Figure 2-7).

Grants from the Land and Water Conservation Fund have been critical to the success of our park projects. Although our community has received no funding to date, neighboring communities have utilized this program well. Their areas will be among the first to fall under the mounting deficit. We should fight long and hard to prevent that.

Figure 2-7. Alternative Financing Mechanisms

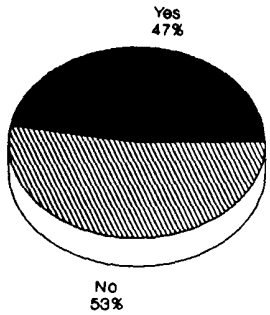


Of the 30 percent who used alternative financing, almost 30 percent mentioned trust funds; another 18 percent indicated a general fund-raising strategy. Nationwide, across all departments, new methods of financing were mentioned by between 2 percent and 9 percent of all departments.

A trend today in America is towards health and fitness. The demands being placed on municipalities to accommodate these people exceed ability to pay. Along with new facilities, monies to maintain and operate facilities is needed.

As Federal and state grant funds have become more difficult to obtain, some states have considered institution of low-interest loan programs to assist local park and recreation departments. About half of the MACPARS respondents reported that they would consider low-interest state loans as an alternative to a state granting program (Figure 2-8).

Figure 2-8. Percent of Departments Willing to Consider Low-Interest State Loans as an Alternative to State Grants

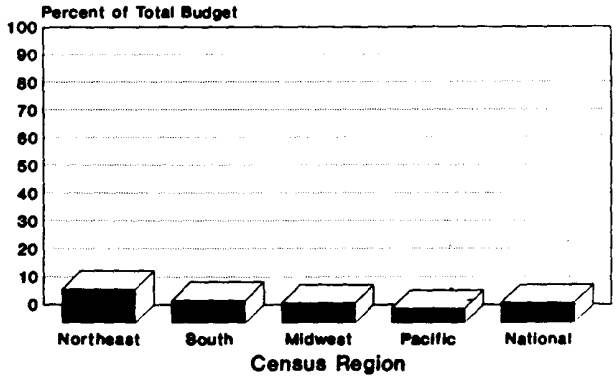


How do we develop and maintain a park system without proper funding? Small communities have no way of funding expansion programs without tax increases. The lack of funds prohibit the hiring of staff, finding grants, or securing loans. We remain in a catch 22 situation.

It is particularly interesting to note the size of the contribution of the Land and Water Conservation Fund (LWCF). Respondents to MACPARS indicated overwhelming support for LWCF, yet the average percentage of total budget derived from LWCF was only 2 percent. Departments do not receive LWCF funds on an annual basis, thus the average annual percentage of budget, 2 percent, appears very small. The median percentage among only those departments receiving LWCF funds in a single year shows a higher budget percentage (Figure 2-9), between 5 and 12 percent.

With today's economic status and unsure future tax dollar availability, I feel that the need for more outdoor (park) grant monies are needed now like never before. Lest new parks like ours (little by comparison but with big ideas) become a burden on its users instead of an asset to the community.

Figure 2-9. Percent of Total Budget From LWCF Among Departments Receiving Grants, by Census Region



The President's Commission on Americans Outdoors needs to focus on all aspects of the recreation issue. In particular, overall recreation values and their economic impacts must be weighed. A close examination of land and human re-sources must be taken while a conscious effort is made in assessing the roles and relationships between the public and private sector in offering leisure services.

We are in a war for public support and resources. A better rationale and more concrete evidence needs to be developed showing the essential nature and benefits of open space and recreation, particularly in an urban setting.

A funding base such as the LWCF needs to be available to local agencies. Attention should be focused on urban and urbanizing areas.

With 17 percent of departments receiving LWCF awards in 1985, the median national percentage of the total departmental budgets these LWCF monies accounted for was 7 percent (Table 2-9).

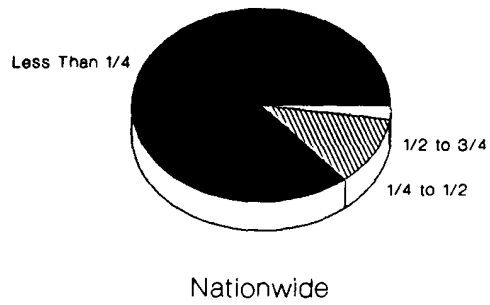
TABLE 2-9. Percent of total budget from LWCF among departments receiving grants, by census region

Census Region	Median %	Mean %	% Responding to Question
Northeast	12	17.5	9
South	8	13.5	24
Midwest	7	9.0	13
Pacific	5	16.3	19
National	7	14.0	17

The values in Figure 2-9 and 2-10 and Table 2-9 were calculated to represent the proportion of the total departmental budget derived from LWCF, including operating and capital budgets. In reality, LWCF funds may only be used for capital projects, specifically for the acquisition and development of resource-based outdoor recreation facilities and sites.

Figure 2-10 shows the percentage of LWCF recipients among 3 categories, based on percentage of total budget (operating and capital).

Figure 2-10. Amount of Total Budget Derived from LWCF, Among Departments Receiving Grants



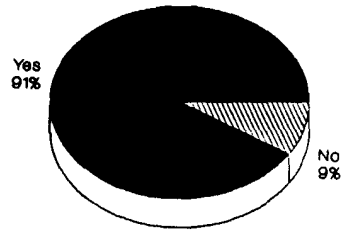
Outdoor recreation areas in place are sufficient in number. What is needed is to bring up-to-date the sites in place and maintain them up to standards. This way, the public can enjoy the site. The entity responsible must be made aware that sites must be maintained.

Only a small percentage reported over 50 percent of their budget source as LWCF, and the overwhelming majority fell into the under 25 percent category.

In spite of the fact that fewer than one in six departments received LWCF awards in 1985, support for LWCF was strong (Figure 2-11).

As a small town's ability to acquire adequate tax monies for providing recreational locations and facilities for its residents is limited, we feel that more state and Federal recreation money should be earmarked for small communities. The possibility of utilizing a priority rating should be considered or possibly a "Rural Set-Aside" formula such as that used by the Community Development Block Grant Program which is administered through HUD.

Figure 2-11. Percent of Departments Favoring LWCF Continuation

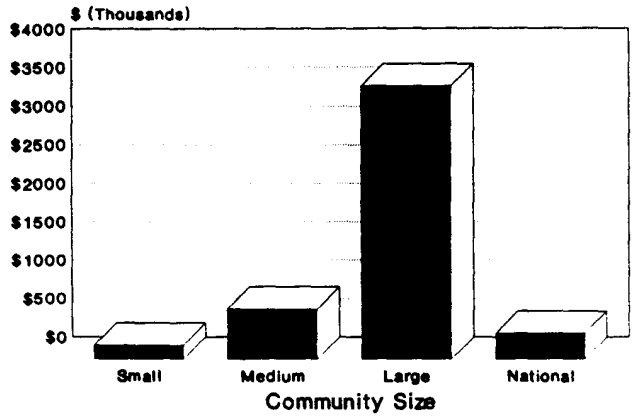


Operating Budgets

The median operating budget varied greatly by community size (Figure 2-12 and Table 2-12).

Our township's philosophy is presently changing. We are offering fewer programs but attempting to develop more facilities. However, with the possible elimination of Revenue Sharing, the decrease in community development and the stringent allocations of LWCF, we will be unable to complete our township's objectives for recreational opportunities.

Figure 2-12. Median Operating Budget, by Community Size



Much of the emphasis is placed upon large urban park and recreation departments. As the director (one person department) of a small, rural park and recreation department, I would appreciate some attention too. Dealing with a limited tax base, small town politics, years of neglect, etc. requires a unique approach to servicing the community's recreation needs.

TABLE 2-12. Operating budget, by community size.

Community Size	Median	Mean	% Responding to Question
Small	$180,000	$1,145,694	98
Medium	$647,749	$1,474,123	99
Large	$3,546,013	$10,311,851	60
National	$334,648	$2,127,058	98

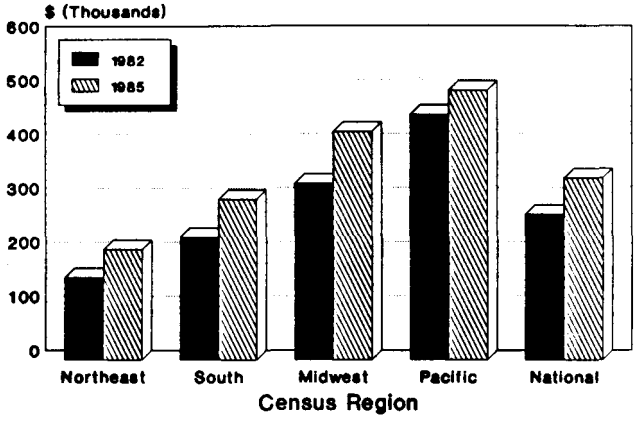
From 1982 to 1985, operating budgets generally increased from a median of $268,104 to $334,648. Figure 2-13 and Table 2-13 display budgets for these two years by census region.

We must develop criteria by which our county decides where to locate park lands, and to what extend they should be developed.

It is most important that state and Federal funds be allowed to continue to the local level to help to maintain a national park system. The parks we maintain in urban areas are most important to the well-being of the population.

Please continue the matching funds. We are grateful for these funds and the wonderful cooperation we received from the North Dakota parks and recreation department. Without this we wouldn't have the facilities we have.

Figure 2-13. Median Operating Budget, by Census Region - 1982 & 1985



1982 and 1985

TABLE 2-13. Operating budget by census region, 1982 and 1985

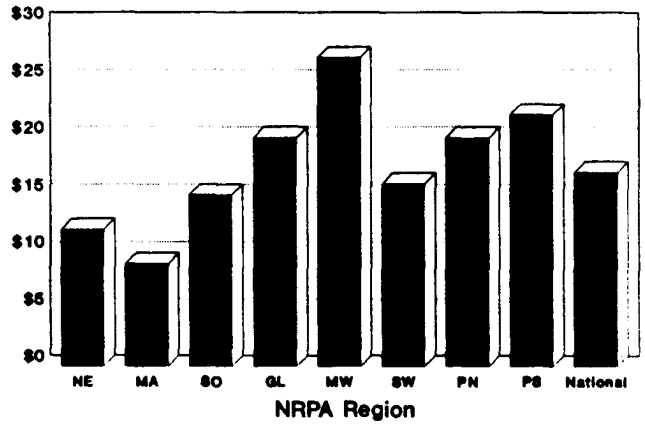
Census Region	Median	% Change	Mean	% Change	% Responding to Question
Northeast					
1982	$151,680		$402,960		93
1985	$203,381	*34*	$1,144,136	*184*	98
South					
1982	$225,696		$1,635,570		92
1985	$296,070	*31*	$2,137,919	*31*	99
Midwest					
1982	$326,150		$1,362,833		94
1985	$421,411	*29*	$1,663,657	*22*	99
Pacific					
1982	$453,000		$2,530,620		98
1985	$497,715	*10*	$3,400,965	*34*	88
National					
1982	$268,104		$1,511,989		94
1985	$334,648	*25*	$2,127,058	*41*	96

To control for differences in community size, a per capita expenditure was calculated. This value represents the expenditure per citizen served and is calculated by dividing the operating budget by the reported number of people served (Figures 2-14 and 2-15, Tables 2-14 and 2-15).

In a society with such an abundance of leisure time as America, it is imperative for the physical, mental and spiritual well being of individuals, groups and communities that a Federal recreation agency be permanently established. This agency could provide professional assistance in the development, administration, and evaluation of programs and events designed to meet the needs and interests of all ages and special populations. This agency should be classified and operated on a non-political basis within the executive branch of the government.

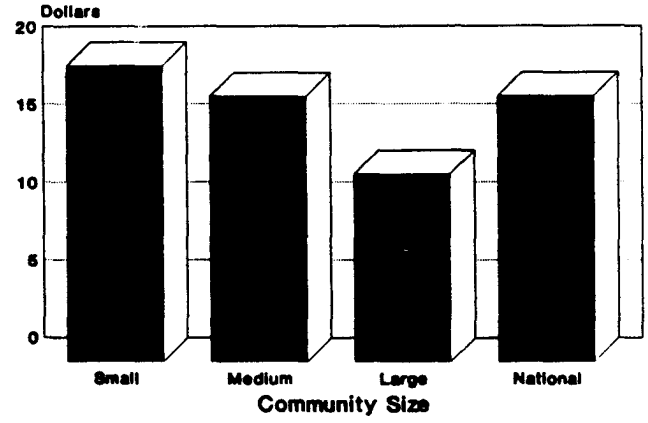
It is important to protect existing resources nationally and simultaneously acquire additional open space, particularly surrounding urban areas. This should be a coordinated effort between local, state and Federal agencies.

Figure 2-14. Median Per Capita Expenditure, by NRPA Region



1985 — Based on operating budget

Figure 2-15. Median Per Capita Expenditure, by Size of Community



1985—Based on operating budget

The town of Superior, in Mineral County, is in a very depressed economic area. Our main industry is forest products, which at the present is very unstable. Without revenue sharing funds and the LWCF, very few capital improvements will be able to be done to our parks and recreation areas.

Perhaps the hardest recreational need to address for small communities is capital expenditures required in amounts to provide acceptable facilities. Participation in these areas is great enough to encourage maintenance once the facility is in place. Each type of recreational opportunity appears to have only special interest support until the facility or resource is in place to allow a broad cross-section to participate. This appears to be why it is so hard to sell a financing package for recreation facilities when the total public is asked to participate in the cost.

TABLE 2-14. Per capita expenditure, by NRPA region

NRPA Region	Median	Mean	% Responding to Question
Northeast	$12	$29	97
Mid-Atlantic	$9	$62	96
South	$15	$148	98
Great Lakes	$20	$64	98
Midwest	$27	$183	99
Southwest	$16	$19	96
Pacific North	$20	$36	97
Pacific South	$22	$54	99
National	$17	$81	98

TABLE 2-15. Per capita expenditure, by size of community

Community Size	Median	Mean	% Responding to Question
Small	$19	$109	96
Medium	$17	$30	99
Large	$12	$45	60
National	$17	$81	98

Maintaining existing outdoor lands and facilities for recreation and environmental education is essential to the quality of life of the people in the Puget Sound region. The critical concern is to fund existing resources at a level to ensure their maximum life, periodic improvement, and long-term placement. We recommend the creation of a national Trust Fund to replace LWCF. This should be a broad-based funding package with many components. All concepts must include the private sector in the management and use of funds. Potential funding sources that should be considered include: property transfer tax; tax on "outdoor" equipment sales, sports equipment, fishing/hunting, camping, skiing, etc,; boating tax; a savings bond concept; low interest loans; a national lottery; and fund-raising of the "Statue of Liberty" kind.

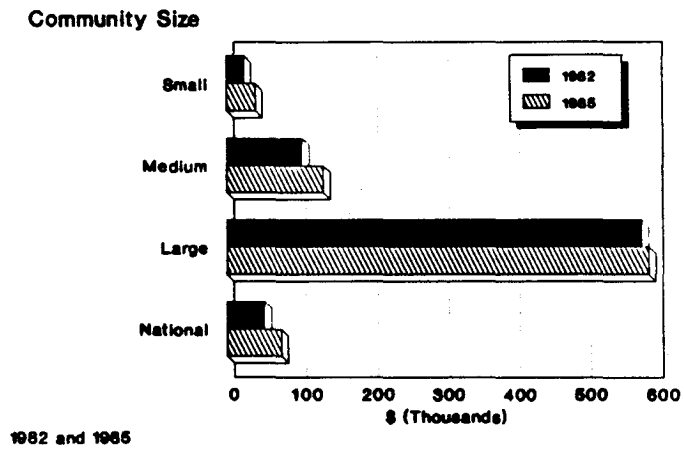
The variations in operating budget are reduced when the size of the population is considered. For example, the Northeast shows the smallest median total operating budget, yet that region's budget surpasses the Mid-Atlantic region when expressed on a per capita base (Figure 2-14). The range in per capita expenditures, by NRPA region, is $9 (Mid-Atlantic) to $26 (Midwest). By size of community, the range is from $12 to $19, according to the size of the community.

Larger communities appear to spend fewer dollars per capita, perhaps indicating economies of scale. The median per capita expenditure nationwide is the same as the per capita expenditure for medium size communities ($17).

Capital Budgets

Capital budgets, like operating budgets, increased during the period from 1982 to 1985. Figure 2-16 and Table 2-16 display the change in capital budgets by size of community.

Figure 2-16. Median Capital Budget, by Community Size - 1982 and 1985



Recreation leads to good health. Good health leads to a stronger America.

Parks and recreation areas serve as an outlet for people to get away from the hustle and bustle of every day life. The mental health impact of this outlet is often overlooked in budget hearings. The need for small communities, 25,000 and under, to provide recreation opportunities is paramount. The delineation of Federal funds to the local municipalities should be addressed.

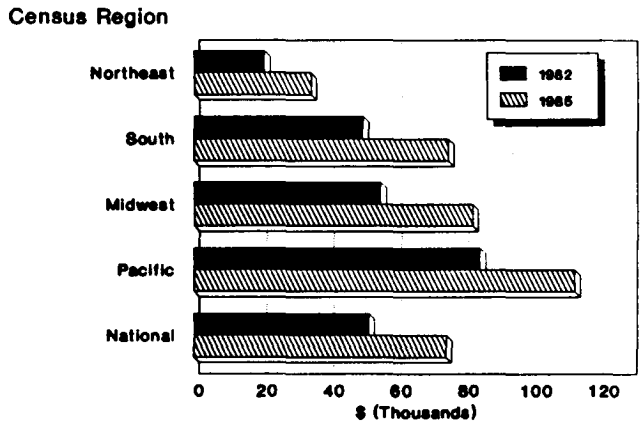
A state council on recreation consisting of the governor, Federal, state and municipal land managers would be very helpful.

TABLE 2-16. Capital budget by community size, 1982 and 1985

Community Size	Median	% Change	Mean	% Change	% Responding to Question
Small					
1982	$24,687		$207,632		63
1985	$40,000	*62*	$352,980	*70*	77
Medium					
1982	$104,503		$211,733		74
1985	$134,215	*28*	$289,434	*37*	86
Large					
1982	$580,606		$2,445,686		51
1985	$590,000	*2*	$2,625,915	*7*	53
National					
1982	$52,000		$475,997		70
1985	$75,000	*44*	$591,759	*24*	82

As with operating budgets, regional differences are evident in the capital budgets of departments (Figure 2-17 and Table 2-17).

Figure 2-17. Median Capital Budget, by Census Region - 1982 and 1985



I believe the most difficult aspect in formulating an overall national policy for parks pertains to the significant differences between the states in the provision of state funds. Here in the west I can think of only three states--California, Washington and Alaska-- which have provided significant state funding over the past 20 years. Until all states are required to provide more funding, I do not believe it appropriate to continue Federal funding to all.

Local needs and concerns must be addressed. Excess Federal property should be made available to local government at no cost.

I believe many Federal, state, and local parks are presently overcrowded and over used. Land and Water Conservation funds should be continued and increased. A national effort to expand the Federal park system should begin.

TABLE 2-17. Capital budget, by census region, 1982 & 1985.

Census Region	Median	% Change	Mean	% Change	% Responding to Question
Northeast					
1982	$21,000		$135,454		59
1985	$34,700	*65*	$247,885	*83*	70
South					
1982	$50,129		$468,759		66
1985	$75,592	*50*	$602,631	*29*	82
Midwest					
1982	$55,500		$259,353		77
1985	$82,713	*49*	$313,867	*21*	85
Pacific					
1982	$85,075		$900,493		76
1985	$113,074	*33*	$1,043,603	*16*	89
National					
1982	$52,000		$475,997		70
1985	$75,000	*44*	$591,759	*24*	82

SUMMARY

- Local property taxes comprised about 65 percent of local park and recreation department budgets.

- User fees comprised about 19 percent of local park and recreation department budgets.

- Between 1982 and 1985, operating budgets rose from a median of $268,000 to $335,000, 25 percent in 3 years.

- The median per capita operating expenditure for local park and recreation departments was $17 in 1985.

- Capital budgets also increased between 1982 and 1985, from a median of $52,000 to $75,000, 44 percent.

- Tax-based revenues from all levels of government comprised over 75 percent of the typical departmental budget.

- Traditional tax-based sources of revenues remain the mainstay of park and recreation department budgets.

Chapter 3:

Personnel

Municipal And County Park And Recreation Study

We are a small island community which is experiencing a boom in growth. Many things we are doing now to catch up could have been done years ago. A national level agency might have seen this early and helped us then with planning and grants. As more people use our area for recreation I'm not sure we have the time, funds, and available land to continue to catch up!

Personnel

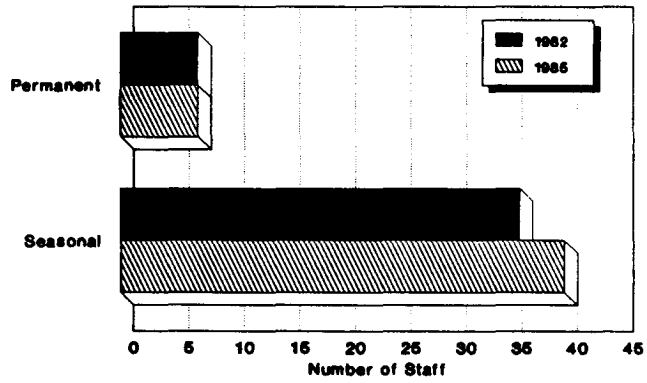
Park and recreation departments depend on the ingenuity, management, and leadership skills of their staff and volunteers to conduct quality programs, and to provide safe, interesting, and accessible opportunities for community recreation. A question frequently asked is, "What is the trend in professional staffing versus volunteers?" The answers to these and other personnel questions lie at the heart of understanding the directions in which the park and recreation profession are heading.

Staffing

Nationwide in 1985, the typical department employed about 7 permanent, full-time staff and about 40 seasonal staff. Figure 3-1 and Table 3-1 indicate change in median and average numbers of staff between 1982 and 1985. It is obvious that new hires included more seasonal than year-round staff.

The needs of rural people must be addressed. Urban area recreation, while important, receives an amount of funding greater than their population percentage.

Figure 3-1. Median Number of Permanent and Seasonal Staff, per Department, 1982 and 1985



The outdoors is used tremendously in this area. On weekends we do not plan many programs because everyone heads to the mountains or lakes. Maintaining these natural areas is of great importance.

Liability claims for injuries in our park and recreation facilities is a major concern. The roof has blown off insurance premiums and the Federal government must get it under control or soon we will all be in court and our facilities will be closed!

TABLE 3-1. Number of permanent and seasonal staff per department, 1982 and 1985

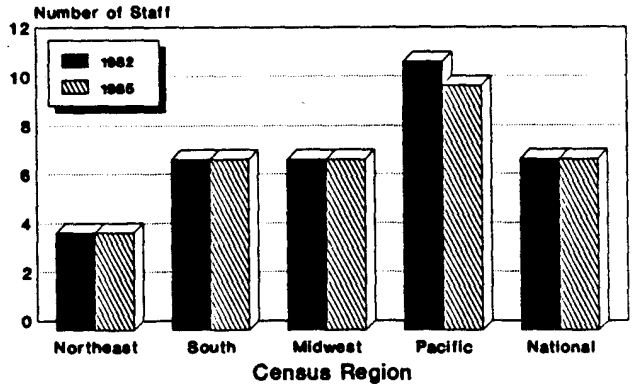
Staff	Median	Mean	% Responding to Question
Permanent			
1982	7	19	89
1985	7	19	96
Seasonal			
1982	36	70	90
1985	40	76	96

Despite the rise in operating budgets between 1982 and 1985, the number of full-time personnel remained constant, and seasonal staff rose by 11 percent.

The Land and Water Conservation Fund is vital. I have worked as a professional in the midwest and the west and have seen the benefits that the program has brought to the smallest of local communities. Much has been accomplished with it; little will be accomplished without it.

When compared across regions of the country, differences appear in the numbers of personnel (Figure 3-2 and Table 3-2).

Figure 3-2. Median Number of Permanent Staff per Department, by Census Region, 1982 and 1985



Parks are our most important national assets. They must be maintained at all cost. If necessary, drop the programming, but continue to maintain facilities and sites. Do not decrease the size of our park systems.

I live in a community midway between New York City and Philadelphia. This area is developing at such a rate that eventually all the available "open space" will be homes. Legislation funding must be made available to provide open space, and recreation leisure facilities.

A point I would like to bring up is education. A big problem is that the township residents are not aware of what is available to them.

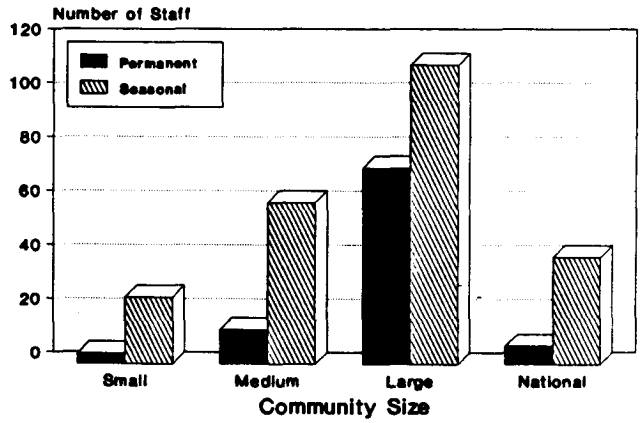
We need to make open space available for recreation, and to keep them free from pollution and hazardous materials.

TABLE 3-2. Number of permanent staff per department by census region, 1982 and 1985

Census Region	Median	Mean	% Responding to Question
Northeast			
1982	4	8	89
1985	4	10	95
South			
1982	7	22	90
1985	7	21	98
Midwest			
1982	7	16	92
1985	7	16	97
Pacific			
1982	11	29	86
1985	10	29	93
National			
1982	7	19	89
1985	7	19	96

By community size, a very large difference is evident between small communities and large communities, in the numbers of permanent and seasonal staff (Figure 3-3 and Table 3-3).

Figure 3-3. Permanent and Seasonal Staff per Department, by Community Size



Three areas that would be most beneficial: 1) Incentives for greater participation in facility development by private business. 2) Insurance availability for perceived high risk activities. 3) Low cost loan programs for capital construction.

In particular, overall recreation values and their economic impacts must be weighed. A close examination of land and human resources must be taken while a conscious effort is made to assess the roles and relationships between the public and private sector in offering leisure services.

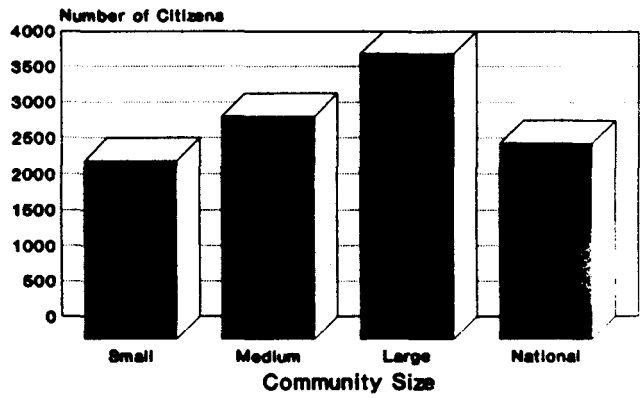
Don't forget small rural communities. Because rural communities are so isolated, our activities and events are different from large cities.

TABLE 3-3. Number of permanent and seasonal staff per department, by community size

Community Size and Staff Type	Median	Ratio: Permanent /Seasonal	Mean	% Responding to Question
Small				
Permanent	4	1:6	6	93
Seasonal	25		44	95
Medium				
Permanent	13	1:5	16	98
Seasonal	60		89	98
Large				
Permanent	73	1:2	108	60
Seasonal	111		249	59
National				
Permanent	7	1:5	19	96
Seasonal	40		76	96

In order to account for the size of communities, the number of citizens served per staff member was calculated by dividing the community population by the number of staff in each park and recreation department. Figure 3-4 and Table 3-4 show a comparison of "per capita permanent staff" nationwide and by community size.

Figure 3-4. Median Number of Citizens Served per Permanent Staff Member, by Size of Community



Federal assistance, such as the LWCF funding, is vital to our agency. As a small rural area, our tax base is very small. Without continued Federal support, smaller Recreation Departments will be at a serious disadvantage for obtaining capital monies.

The need to better define the relationship between recreational opportunities as a significant contribution to the "quality of life" of an area and its importance in maintaining as well as attracting healthy economic growth and development should be of paramount concern.

Funding is without a doubt the number one concern in our agency and throughout the state of California. In addition, liability insurance has become a major concern of California public agencies.

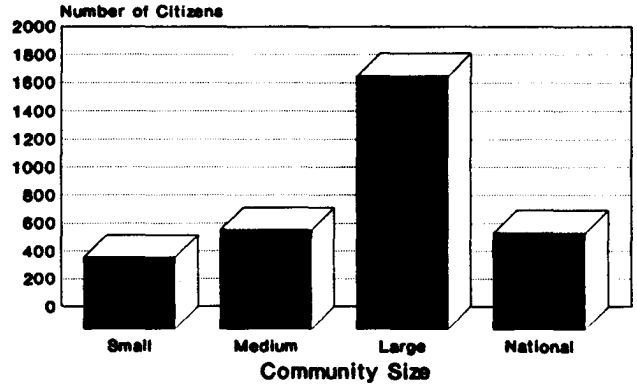
TABLE 3-4. Number of citizens served per permanent staff member, by community size

Community Size	Median	Mean	% Responding to Question
Small	2,500	3,967	91
Medium	3,125	8,303	98
Large	4,000	17,735	60
National	2,750	6,566	95

Even though the smaller departments employed only about 4 permanent staff, those staff members each provided service for fewer citizens than did larger departments with larger numbers of staff. In other words, the proportion of staff to citizens was larger for smaller departments.

When the addition of seasonal staff is considered, the numbers change dramatically (Figure 3-5 and Table 3-5).

Figure 3-5. Median Number of Citizens Served per Total Staff, by Size of Community



We recommend that a focal point at the Federal level must be developed for the parks, recreation and leisure interests of the American people. At the present time, no one is minding the store. Further, we recommend to the Commission that a National Trust Fund be generated to assist governmental agencies in their efforts to acquire and develop facilities. The development of the National Trust Fund will preclude the current LWCF program.

TABLE 3-5. Number of citizens served per total staff, by community size

Community Size	Median	Mean	% Responding to Question
Small	516	1,884	98
Medium	714	2,852	99
Large	1,811	11,106	60
National	695	3,040	99

Figure 3-5 indicates the impact of seasonal staff on a department's ability to deliver services. Seasonal staff are typically hired during the summer season, however, and primarily serve the school-age population, rather than the population as a whole. As our population ages, the focus of service on youth may not be as appropriate as it has been in the past. It should be noted that the percentage of responding departments in large communities was lower than for departments in medium and small communities.

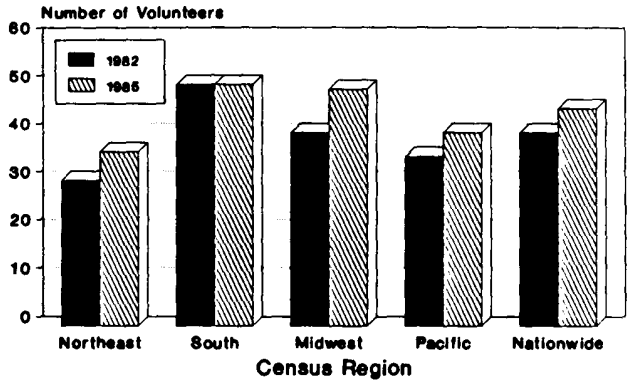
The community is growing, demands for recreation activities increase for all ages, however, funding is cut back every year. User fees having to be charged, making recreation affordable to only a few. All who need recreation outlets can not afford it.

Volunteer Services

Volunteers have provided leadership and assistance in many ways and across many different types of recreation programs. The dramatic increase in numbers of volunteers per department between 1982 and 1985 is shown in Figure 3-6 and Table 3-6.

The small towns, those under 3,000, must not be overlooked. The cost of maintaining parks is more expensive for us (the small towns) and should be considered when grants and loans are made available.

Figure 3-6. Median Number of Volunteers per Department by Census Region, 1982 and 1985



Key issues which should be addressed are restoration and maintenance. I suggest that LWCF switch to this mode.

Agencies from the top level to the local level must concentrate and work together to develop a stronger cooperative effort in promoting leisure activities and maintaining and protecting our open spaces. As budget dollars decline, these areas are the least important to decision makers. The importance of recreation and open space must take on a more prominent position.

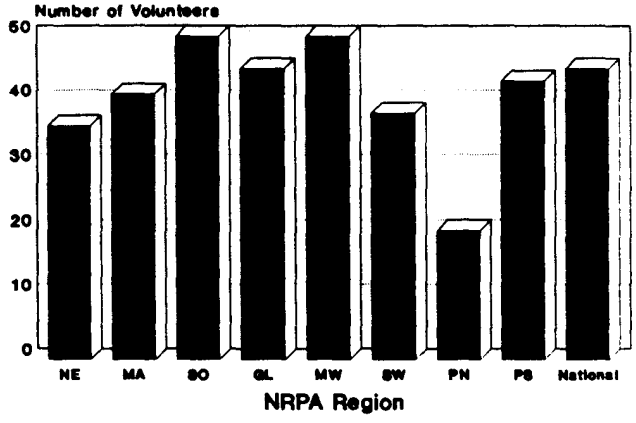
TABLE 3-6. Number of volunteers per department by census region, 1982 and 1985

Census Region	Median	% Change	Mean	% Change	% Responding to Question
Northeast					
1982	30		76		73
1985	36	*20*	86	*13*	83
South					
1982	50		268		58
1985	50	*0*	211	*-21*	70
Midwest					
1982	40		200		60
1985	49	*22*	254	*27*	70
Pacific					
1982	35		235		55
1985	40	*14*	276	*17*	71
National					
1982	40		194		61
1985	45	*13*	208	*7*	73

From Figure 3-6, it is clear that volunteer services have increased nationwide and in all regions, but in the South, where the mean is actually down. A trend toward more volunteers is apparent by NRPA region as well. Figure 3-7 and Table 3-7 display the median number of volunteers in 1985 per agency by NRPA Region.

Alaska, the union's largest state needs the continuing support from the Federal Government in Revenue Sharing funds for outdoor recreation. Tourism is an important contributor to the economic well being of Alaska. In the past 5 years we have seen the tourist industry double, which also means that State Park visitors alone last year totaled 5 1/2 million visitors, while tourists, overall numbered 740,000. These visitors and tourists provided Alaska with $7000 million into our economy. Given the factors that may curtail travel in other parts of the world, such as terrorism, it is likely that Alaska's tourists and visitors will increase, thus increasing the dollar flow into the state. Alaskans support outdoor recreation with enthusiasm and with twice as much action than any other state. It's fun and funding for all of Alaska's people.

Figure 3-7. Median Number of Volunteers per Department, by NRPA Region



The greatest need in the park and recreation profession is for a method of stable funding for community park and recreation services.

We are facing a crisis period in our existence stemming from reduction in property tax funding as well as skyrocketing liability insurance rates. Services will have to be reduced.

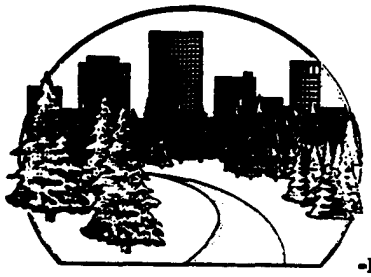
With more leisure time, and with continued emphasis on health and fitness activities, local Parks and Recreation Departments are finding their facilities well used and often inadequate for the needs of the public. State and Federal financial help is greatly needed.

Federal support for recreational programs is much needed in this time of fiscal budget tightening. Recreational programs are critical in small communities such as ours where alcohol and drug abuse are popular recreational attractions for youth.

TABLE 3-7. Number of volunteers per department, by NRPA region.

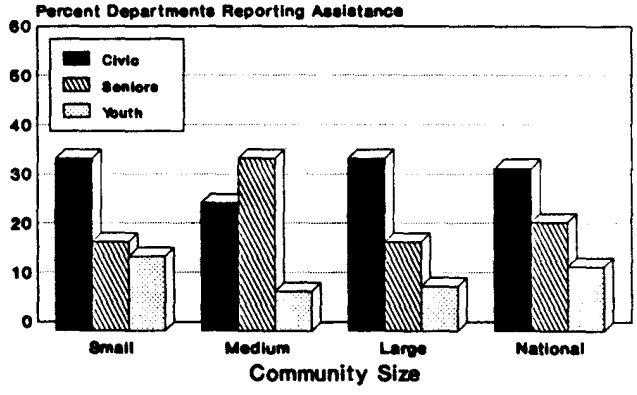
NRPA Region	Median	Mean	% Responding to Question
Northeast	36	76	83
Mid-Atlantic	41	204	83
South	50	177	69
Great Lakes	45	280	70
Midwest	50	99	65
Southwest	38	92	62
Pacific North	20	321	68
Pacific South	43	298	76
National	45	208	73

The most active type of organized community volunteer group in the service of park and recreation departments was the civic group. Other types of volunteer groups mentioned frequently by respondents were senior citizens groups and youth organizations (Figure 3-8).



Due to Proposition 13 and increasing insurance and utility costs, a special district in California faces major problems. The community continues to grow, but due to tax and assessment limitations, funds don't increase enough to keep up with growth. We need new additional sources of revenue to offset salaries and other operation costs. We cannot continue to develop additional facilities or parks without money to pay the employees to maintain and operate.

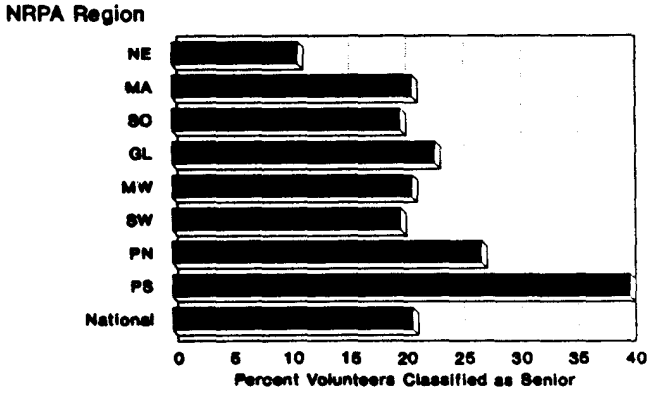
Figure 3-8. Types of Volunteer Groups Assisting Park and Recreation Departments, by Community Size



Senior citizens are active as volunteers in park and recreation departments. As a percentage of the total volunteer force, seniors contribute from 11 percent to almost 40 percent of the total volunteer force among NRPA regions (Figure 3-9 and Table 3-9).

The investment in municipal, county and state level recreation delivery systems is a concern that transcends state and regional boundaries. A unified National funding-mechanism (similar to highway trust fund) is a viable and critical need to stop the erosion of local programs, services and concurrent facility deteriorations.

Figure 3-9. The Proportion of Volunteers Who are Senior Citizens, by NRPA Region



Parks and recreation in the state of North Dakota have benefited the residents both mentally and physically beyond any measurable facts or figures that can estimated on paper. Because of the outstanding facilities and programs in this area, I am convinced it has played a major role in making us the least stressful metropolis in the nation. A substantial amount of this could not have become a reality without LWCF funds.

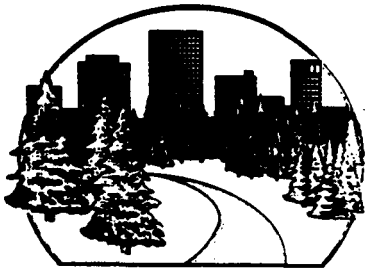
In our rural community, our recreation center is mandatory. It provides the only source of organized activities.

Every effort should be made to preserve the American Wilderness. The preservation of the American Wilderness is a legacy we must leave our children. I suggest a strong restriction from hiking trails and campgrounds if abuse occurs. Unfortunately, a mass exodus to the wilderness will ultimately destroy what we cherish.

TABLE 3-9. The proportion of volunteers who are senior citizens, by NRPA region

NRPA Region	Median %	Mean %	% Responding to Question
Northeast	11	52	49
Mid-Atlantic	21	31	59
South	20	31	45
Great Lakes	23	32	42
Midwest	21	34	37
Southwest	20	28	47
Pacific North	27	40	47
Pacific South	40	52	56
National	21	38	47

Volunteers appear to be an important resource for park and recreation departments. If trends continue, volunteers may become an ever more valuable part of the park and recreation workforce in the future.



SUMMARY

- The reported increase in operating budgets between 1982 and 1985 was not allocated to adding more numbers of permanent, professional staff.

- The median number of seasonal staff rose between 1982 and 1985, while the number of permanent staff remained stable.

- The ratio of staff to citizens was larger in the smaller communities, even though the median staff size in smaller communities was much smaller.

- Seasonal staff provided a large percentage of the park and recreation department workforce.

- Overall numbers of volunteers increased during 1982-1985. Civic organizations and senior citizens groups provided most of the existing organizational volunteer support.

- Seniors provided about 20 percent of the nationwide volunteer workforce in park and recreation departments; in Pacific Coast departments, this percentage was generally much higher.

Chapter 4:

Facilities and Sites

Municipal And County Park And Recreation Study

Facilities and Sites

It has always been my concern that the conservation and preservation of America's wilderness be protected. Man's ability to destroy and deteriorate America's most precious commodity, her beauty, is outrageous. Let's keep America beautiful and green.

Protecting resources as natural areas or for passive development for parks, wildlife, and aesthetics seem increasingly critical as opportunities shrink. Once gone, these resources can rarely be retrieved. Worse, these issues cannot compete well for funding on a local, state, nor national level. Economics issues always seem to fare better. Park development relates to quality of life aspects and are not well defined in economic terms. Continued support from the LWCF and similar funding are terribly important to further "protective development" opportunities.

The basic building blocks of a park and recreation department are the physical places available for recreation. Without land and facilities, a department is severely restricted in reaching its potential and in providing recreational opportunities.

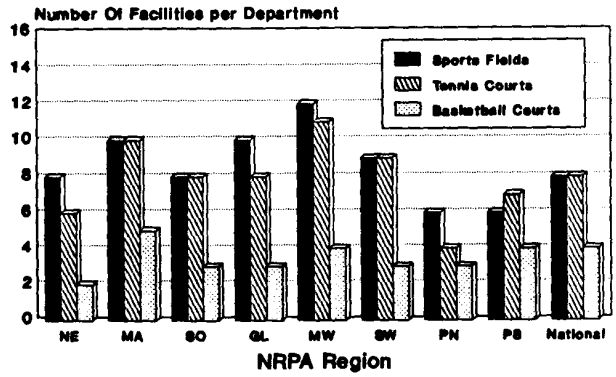
Respondents to MACPARS emphasized the importance of facilities and sites. Issues pertaining to facilities and sites emerged at the top of respondents concerns (see Chapter 6, "Issues"). It appears that no matter how much land is currently managed, park and recreation directors recognize a need for more land to use now and to preserve to meet future needs.

The median total number of sites operated by park and recreation departments was 12, representing a median total acreage of 160 per department. This acreage includes both developed and undeveloped sites. MACPARS results are displayed in three subsets: Developed Facilities, Passive Recreation Sites, and Trails.

Developed Facilities

The median number of developed facilities is displayed in Figures 4-1 through 4-8 and Tables 4-1 through 4-8.

Figure 4-1. Median Number of Selected Outdoor Facilities per Department, by NRPA Region



Open space and the right to benefit from it should be a concern for all Americans. Sound management and planning is essential to preservation now and in the future.

The town of Florence, Arizona, has come to a crossroads in its parks and recreation program. We are in need of additional park land, indoor facilities, and a community softball field. We do not currently have the financial resources necessary to build these facilities. Without these facilities the town will soon have very little to offer its residents in terms of meeting future needs.

Rural America has long contributed the majority of new wealth to the nation through our lands, minerals, and water, yet programs are based on a per capita system.

TABLE 4-1. Number of selected outdoor facilities per department, by NRPA region

NRPA Region and Facility	Median	Mean	% Responding to Question
Northeast			
Sports Field	8	10	91
Tennis Courts	6	7	88
Basketball Court	2	4	88
Mid-Atlantic			
Sports Field	10	19	91
Tennis Courts	10	14	85
Basketball Court	5	10	86
South			
Sports Field	8	13	95
Tennis Courts	8	12	90
Basketball Court	3	6	85
Great Lakes			
Sports Field	10	15	87
Tennis Courts	8	11	82
Basketball Court	3	5	79
Midwest			
Sports Field	12	17	87
Tennis Courts	11	14	93
Basketball Court	4	6	85
Southwest			
Sports Field	9	14	91
Tennis Courts	9	17	87
Basketball Court	3	7	84
Pacific North			
Sports Field	6	11	79
Tennis Courts	4	9	70
Basketball Court	3	5	62
Pacific South			
Sports Field	6	12	93
Tennis Courts	7	13	86
Basketball Court	4	7	82
National			
Sports Field	8	14	90
Tennis Courts	8	11	85
Basketball Court	4	6	82

The LWCF is inadequate as it does not provide stable programming and monetary support. As an alternative, we feel a 501 (c) (3) trust should be created with an appropriation from Congress to support and effectively plan continuing programs. Also, some action at the Federal level must be taken to resolve the mounting public agency liability issue which may ultimately endanger public operations.

Will the Federal government continue to acknowledge and financially support the pressing need for parks, open space, and recreation development in urban areas? Will the Technical Assistance Program of the National Park Service be reinstated? What support is going to be given to local governments to acquire lands for recreation purposes?

Figure 4-2. Median Number of Selected Outdoor Facilities per Department, Nationwide

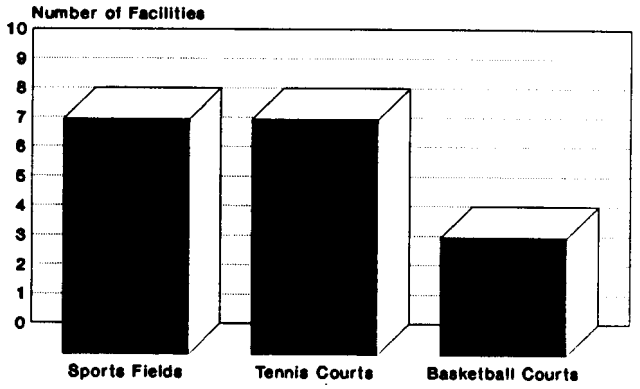
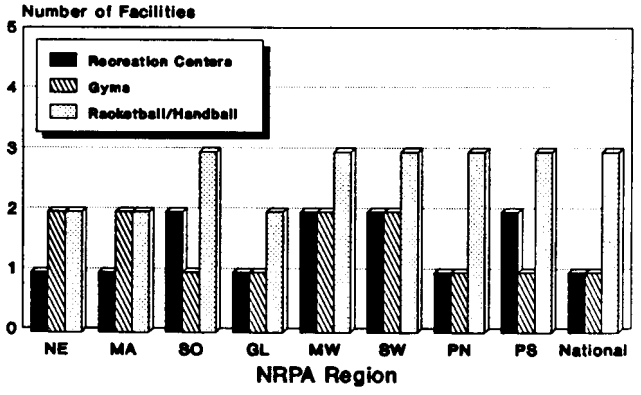


TABLE 4-2. Number of selected outdoor facilities per department, nationwide

Facilities	Median	Mean	% Responding to Question
Sports Fields	8	14	90
Tennis Courts	8	11	85
Basketball Court	4	6	82

Figure 4-3. Median Number of Selected Indoor Facilities per Department, by NRPA Region



Continue LWCF funding. It has been an effective and efficient program of financial support to local park systems. Land acqui-sition is critical to meet future park needs, and land is currently available at reasonable prices nation wide. The matching of Federal and local funds enables us to get more for our money at the local level where recreation pressure is the greatest.

LWCF and ORAP funding has enabled our community to meet many of its land acquisition and development goals which would otherwise have not been possible. Funding cuts and/or termination at this time would delay completion of many projects and affect our ability to serve the public and promote the productive use of leisure time. Budget cuts on the local, state and national level will be extremely regressive in the park and recreation movement in our community.

TABLE 4-3. Number of selected indoor facilities per department, by NRPA region

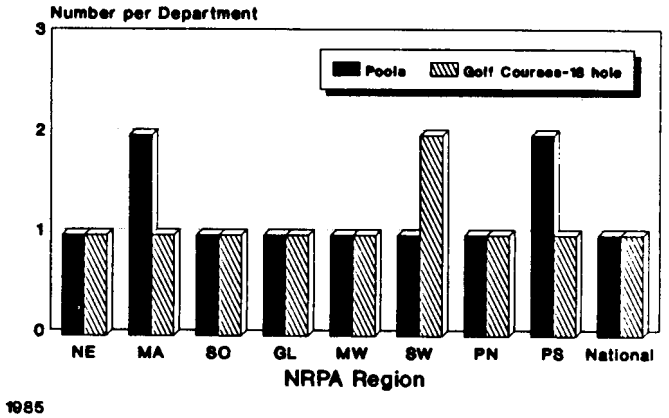
NRPA Region and Facilities	Median	Mean	% Responding to Question
Northeast			
Recreation Center	1	2	51
Gyms	2	3	62
Racket/Handball	2	3	14
Mid-Atlantic			
Recreation Center	1	4	56
Gyms	2	6	37
Racket/Handball	2	4	30
South			
Recreation Center	2	3	70
Gyms	1	2	49
Racket/Handball	3	5	26
Great Lakes			
Recreation Center	1	2	55
Gyms	1	3	38
Racket/Handball	2	3	14
Midwest			
Recreation Center	2	3	51
Gyms	2	4	47
Racket/Handball	3	4	43
Southwest			
Recreation Center	2	3	71
Gyms	2	3	56
Racket/Handball	3	2	18
Pacific North			
Recreation Center	1	2	51
Gyms	1	3	32
Racket/Handball	3	3	16
Pacific South			
Recreation Center	2	3	85
Gyms	1	2	50
Racket/Handball	3	5	38
National			
Recreation Center	1	3	63
Gyms	1	3	45
Racket/Handball	3	4	24

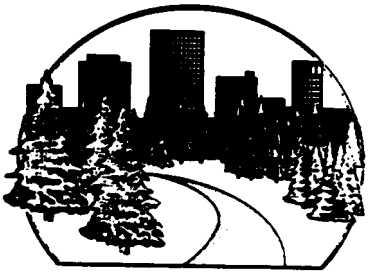
Our population is expanding, our housing and commercial needs are expanding, our leisure lifestyle is expanding - but we are reducing assistance to expanding valuable park and recreational areas. This is very incongruent!

One of the very key issues in this county, is to provide open space for the people of the county, and to be able to operate and maintain those open spaces. Open space is available, but critical issues regarding park use by commercial enterprise as a method of generating funds against the will of the department must be faced.

The national system should concentrate on the care of existing resources. As much of the system as possible should be privatized, National funding should go to regional issues not local neighborhood parks. Air and water quality for enjoyment of the outdoors is most important.

Figure 4-4. Median Number of Swimming Pools and Golf Courses per Department, by NRPA Region





A national agency to plan and coordinate is of significant importance and should be implemented as soon as possible. This agency is needed as a liaison to all other agencies to provide the necessary data and information to keep local government current.

Perhaps the most effective use of Federal dollars for recreation would be to reinstate funds lost or being lost by the National Park Service and the US Forest Service. The closing of U.S.F.S. picnic areas and campgrounds is increasing the pressure on local governments to provide those services.

TABLE 4-4. Number of swimming pools and golf courses per department, by NRPA region

NRPA Region and Facilities	Median	Mean	% Responding to Question
Northeast			
Pools	1	2	40
Golf Course	1	1	17
Mid-Atlantic			
Pools	2	2	52
Golf Course	1	2	16
South			
Pools	1	2	57
Golf Course	1	1	15
Great Lakes			
Pools	1	2	54
Golf Course	1	2	20
Midwest			
Pools	1	2	80
Golf Course	1	1	41
Southwest			
Pools	1	2	73
Golf Course	2	2	31
Pacific North			
Pools	1	1	36
Golf Course	1	1	18
Pacific South			
Pools	2	3	69
Golf Course	1	2	21
National			
Pools	1	2	56
Golf Course	1	1	20

Take away our natural resources and we compound the miles of paved claustrophobia.

Most of the expense of recreation programing is in the maintenance of existing facilities. As the demand for more recreation facilities increases, the more strained all departments are going to be in maintaining facilities. A great portion of each department's budget is taken by the need for maintenance expense with very little left over for development of new facilities. The Land Water Conservation Fund or a fund like it must be available for the development of the recreational facilities the public is demanding. Without it, many departments will not be able to develop sites.

Figure 4-5. Median Number of Selected Facilities per Department, by Community Size

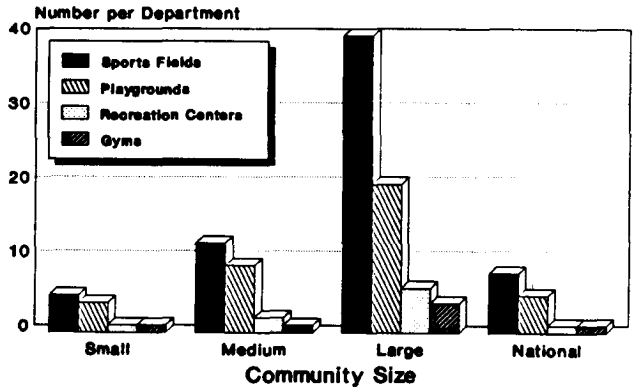


TABLE 4-5. Number of selected facilities per department, by community size

Community Size and Facilities	Median	Mean	% Responding to Question
Small			
Sports Fields	5	7	91
Playgrounds	4	5	91
Recreation Center	1	1	57
Gyms	1	2	44
Medium			
Sports Fields	12	16	92
Playgrounds	9	10	91
Recreation Center	2	3	72
Gyms	1	3	47
Large			
Sports Fields	40	59	49
Playgrounds	20	30	50
Recreation Center	6	11	39
Gyms	4	10	28
National			
Sports Fields	8	14	90
Playgrounds	5	8	90
Recreation Center	1	3	63
Gyms	1	3	45

It is difficult for local parks and recreation agencies to develop and acquire new parks/ parkland without state or Federal assistance. State and Federal grants must be continued. Preservation of land is a must in environmentally sensitive areas, i.e. beaches, fresh water lakes and tributaries, and large land masses to preserve natural resources.

Americans are desperately in need of recreational facilities, passive and otherwise. One sees all types of equipment and all forms of exercise in use to relax minds and bodies, by young and old alike.

My hope is that my children grow up in a country that will provide them with the opportunity for outdoor recreation that their father, grandfather, and great grandfather had.

Figure 4-6. Median Number of Courts per Department, by Community Size

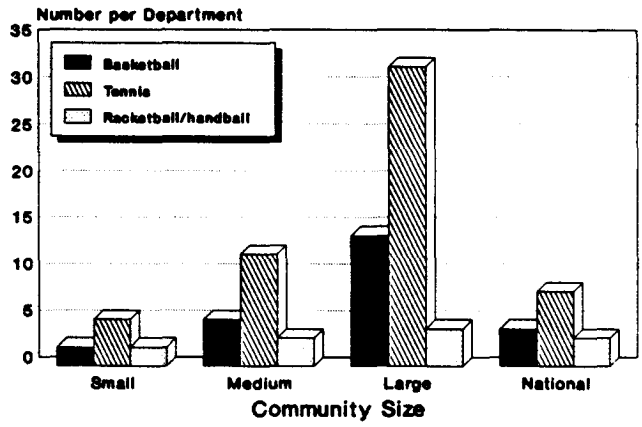


TABLE 4-6. Number of courts per department, by community size

Community Size and Facilities	Median	Mean	% Responding to Question
Small			
Basketball	2	3	83
Tennis	5	6	87
Racket/Handball	2	3	19
Medium			
Basketball	5	7	86
Tennis	12	14	87
Racket/Handball	3	4	27
Large			
Basketball	14	27	43
Tennis	32	45	47
Racket/Handball	4	9	21
National			
Basketball	4	6	82
Tennis	8	11	85
Racket/Handball	3	4	24

Idaho is one of the last and most beautiful unspoiled wilderness areas in America. 64% of the land is public land. We have an abundance of natural resources and recreation opportunities. Yet, economically, we are a very poor state. There isn't enough funding for education and almost no funding exists for recreation. We struggle. Each year we lose land and public access. We must find funding to help improve and maintain existing recreational lands. We must find ways to help fund and maintain our beautiful unspoiled state. Please support the LWCF, new conservation measures and adequate funding for the Forest Service and the BLM.

Figure 4-7. Median Number of Pools and Golf Courses per Department, by Community Size

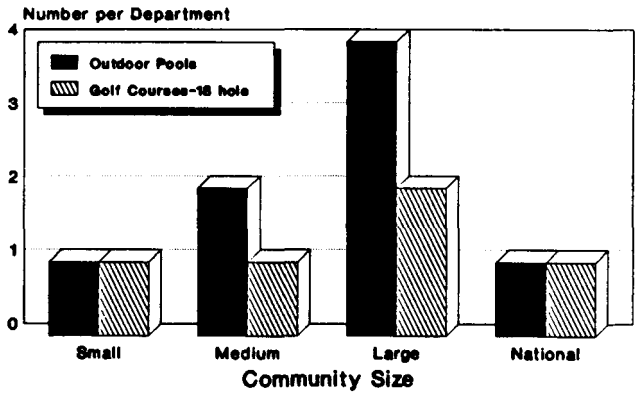


TABLE 4-7. Number of pools and golf courses per department, by community size

Community Size and Facilities	Median	Mean	% Responding to Question
Small			
Pool	1	1	48
Golf Courses	1	1	8
Medium			
Pool	2	2	65
Golf Courses	1	1	25
Large			
Pool	4	6	38
Golf Courses	2	2	30
National			
Pool	1	2	56
Golf Courses	1	1	20

Without LWCF our park would never have been able to be developed. Last year LWCF permitted a restroom to be constructed LWCF funds and our labor!! It (LWCF) is a great program and small cities benefit!

Small and sparsely populated areas like ours need financial help.

The preservation and conservation areas as we know them today will become the waste lands of tomorrow if the Land and Water Conservation Funding, Federal Revenue Sharing, and technical assistance programs are eliminated. Each state must have the continued support of Federal legislation and funding to insure that our natural resources are protected for future generations.

Figure 4-8. Median Number of Playgrounds per Department, by NRPA Region

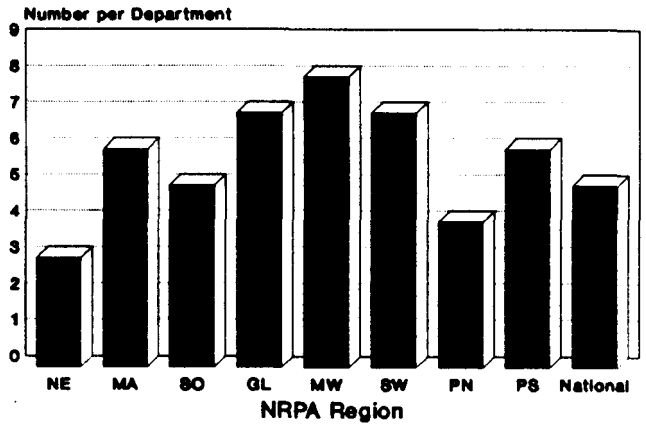


TABLE 4-8. Number of playgrounds per department, by NRPA region

NRPA Region	Median	Mean	% Responding to Question
Northeast	3	5	92
Mid-Atlantic	6	14	92
South	5	7	91
Great Lakes	7	9	89
Midwest	8	11	92
Southwest	7	13	91
Pacific North	4	6	86
Pacific South	6	8	86
National	5	8	90

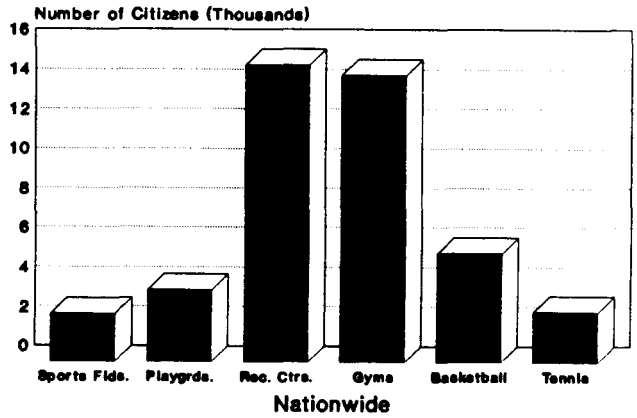
The largest differences in numbers of facilities exist between large and small communities (Figures 4-5 through 4-7 and Tables 4-5 through 4-7). Larger communities operate more of every type of developed facility.

The need for open space preservation is not being supported in the education of our population sufficiently to insure open space for future generations. Recreation is vital--let's keep it that way!

Nationally, each recreation center and each gymnasium serves approximately 15,000 citizens. The median number of citizens per developed outdoor facility ranges from about 2,500 citizens per each sports field and tennis court to over 50,000 citizens per outdoor swimming pool (Figures 4-9 and 4-10 and Tables 4-9 and 4-10).

The stewardship of our nation's natural resources and protection of our sensitive ecological systems is a major concern. We encourage the continuation of existing Federal programs that assist local initiatives in meeting their needs.

Figure 4-9. Median Number of Citizens per Selected Facility, Nationwide



I would like to stress the importance of acquiring more recreational land throughout the US in order for public parks to be formed and enjoyed by all. Preservation of the countryside is and should be the most important goal to work toward, otherwise we'll have nothing but wasteland and no scenic beauty or wildlife left.

TABLE 4-9. Number of citizens per selected facility, nationwide.

Facility	Median	Mean	% Responding to Question
Sports Fields	2,434	6,981	90
Playgrounds	3,644	8,436	89
Rec. Centers	15,000	24,220	62
Gyms	14,500	24,281	45
Basketball	5,500	12,551	81
Tennis	2,544	6,817	85

Because our Federal deficit is so large I believe that we could help by eliminating the Land and Water Conservation Fund for five years. Hopefully it could be reinstated in 1994 or 1995.

I see the real need as coordinator of effort between Federal, state, and local systems and the development of an effective system of information communication.

Centralization is needed. Fragmented coordination of national responsibilities should be brought together. A data bank is needed. No centralized information storage/retrieval system on parks and recreation is available. Funding should be provided for capital project cost sharing from a Trust Fund funded by resources depletion revenues.

Figure 4-10. Median Number of Citizens per Swimming Pool and Golf Course, Nationwide

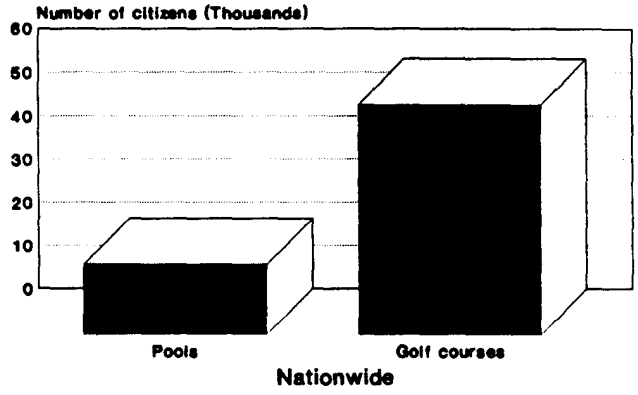
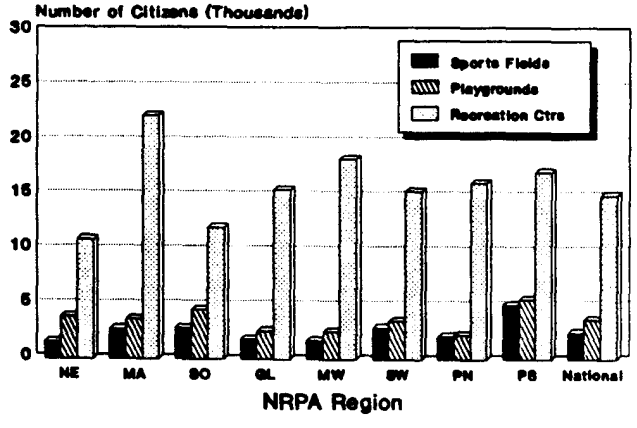


TABLE 4-10. Number of citizens per swimming pool and golf course, nationwide

Facility	Median	Mean	% Responding to Question
Pools	16,183	29,850	56
Golf Courses	53,000	89,291	20

The nationwide distribution of citizens per developed facility is surprisingly similar (Figure 4-11 and Table 4-11).

Figure 4-11. Median Number of Citizens per Selected Facility, by NRPA Region



The Harrison County park system would not be available to the public today without the incentive grants provided by the Bureau of Outdoor Recreation. The lure of a matching Federal grant for park acquisition and development is what provided the impetus for the formation of the Harrison County Park and Recreation Board. Harrison County residents and other people which visit our county park system each year are fortunate that such grants were available.

My board and department feel there are two significant needs at this time. The first is to continue and extend the Land and Water Conservation Fund or create an alternate fund to replace LWCF. The second is the establishment of a national level agency for recreation planning and coordinating such as the previous Bureau of Outdoor Recreation and Heritage Conservation and Recreation Service.

TABLE 4-11. Number of citizens per selected facility, by NRPA region

NRPA Region and Facilities	Median	Mean	% Responding to Question
Northeast			
Sports Field	1,531	1,934	91
Playgrounds	3,846	4,629	92
Recreation Center	10,885	11,890	51
Mid-Atlantic			
Sports Field	2,727	7,741	88
Playgrounds	3,631	8,050	90
Recreation Center	22,250	32,250	55
South			
Sports Field	2,833	5,323	94
Playgrounds	4,500	9,613	90
Recreation Center	12,000	20,755	69
Great Lakes			
Sports Field	1,850	6,162	86
Playgrounds	2,560	8,346	88
Recreation Center	15,500	25,168	54
Midwest			
Sports Field	1,723	5,315	85
Playgrounds	2,533	6,464	92
Recreation Center	18,333	26,649	49
Southwest			
Sports Field	2,917	10,154	91
Playgrounds	3,519	8,652	91
Recreation Center	15,375	18,170	71
Pacific North			
Sports Field	2,136	4,008	79
Playgrounds	2,239	6,724	86
Recreation Center	16,125	26,777	51
Pacific South			
Sports Field	5,000	17,366	93
Playgrounds	5,487	12,425	86
Recreation Center	17,147	31,926	85
National			
Sports Field	2,434	6,981	90
Playgrounds	3,644	8,436	89
Recreation Center	15,000	24,220	62

Differences in the number of citizens per recreation center are obvious in the Northeast, with fewer citizens per recreation center, and in the Mid-Atlantic, with more citizens per recreation center than the national median. Each sports field and playground in the Pacific Southwest serves more citizens than the national median. With these exceptions excluded, there appears to be consistency in the distribution of facilities among the other regions.

Why is it so difficult for small towns to compete against larger towns in securing Federal funds to do various recreation projects?

These citizen per facility values are averaged across the entire population, assuming that all citizens have or desire equal access to the facility. This may be an unreasonable assumption, but the calculation helps to compare communities of different sizes.

Small town parks such as ours (we also cater to the traveling public) operate on very small budgets. Without the services of volunteers doing all maintenance and development work, our park would have to close.

Most departments manage a combination of indoor and outdoor facilities and sites. Often, indoor and outdoor resources are managed within the confines of a single site, such as a recreation center, sports fields, and passive park complex. A value which may be useful to know, then, is the total median number of acres managed by department, and how many citizens per acre are served by the departments (Figure 4-12 and Table 4-12).

All new construction of athletic/recreational facilities came to a halt when BOR funds ended. Municipalities just don't have the money necessary for new construction. We have a need for more and improved facilities in our community. I realize that the economy is bad now. However, it will improve, and Federal funds would be extremely important.

Figure 4-12. Median Number of Total Acres and Number of Citizens Served per Acre, by Community Size

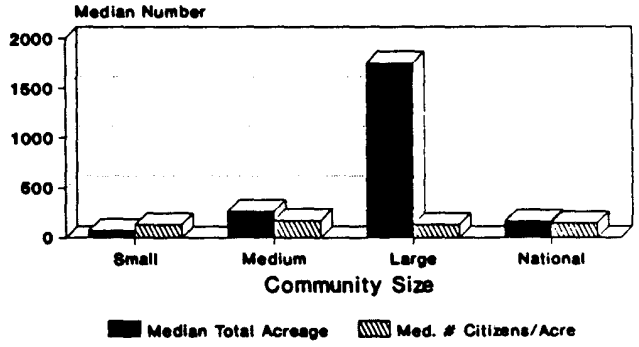


TABLE 4-12. Number of total acres and number of citizens served per acre, by community size.

Comm. Size	Median Total Acreage	Mean Total Acreage	Median Number of Citizens per Acre	Mean Number of Citizens per Acre	% Responding to Question
Small	72	166	132	345	94
Medium	262	1,836	172	1,147	94
Large	1,750	5,399	130	312	56
National	160	1,091	144	553	94

Litter, Litter everywhere!!!! How can we solve or resolve the litter problem in the U.S.? Our county has over a million acres. We pick up over 16 tons of litter per week from our road right-of-ways...and we are barely touching the tip of the iceberg...in fact I firmly believe that we are regressing.

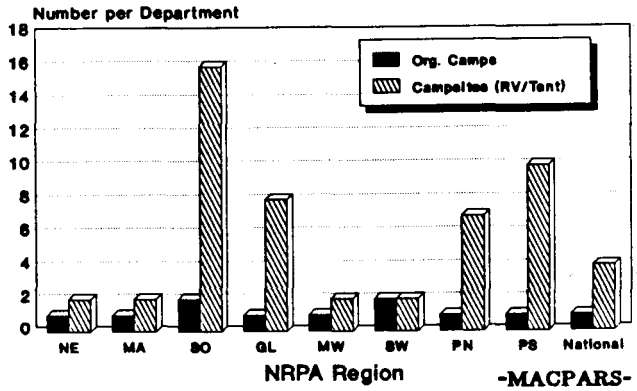
There is a continued concern for the LWCF Program to continue. This program has done more for the quality of American life than any program since the W.P.A. There is an extreme concern for the rise in costly judgments against local government on liability suits. This has caused severe cuts in programs and escalated liability insurance costs to local governments.

Passive Recreation Sites

Undeveloped outdoor recreation sites have remained an important part of park and recreation programs. As the U.S. population grows and municipalities become more densely crowded, the need for passive outdoor recreation sites will grow.

MACPARS data on developed campsites (RV and tent) and organized camps (day camp sites, for example) offered surprising information. Since departments are primarily municipal, few developed campsites would be expected. However, a surprising number of campsites were available through local park and recreation departments (Figure 4-13 and Table 4-13). The median number of RV and tent campsites per department is 4, with a range of 2 to 16 by NRPA region.

Figure 4-13. Median Number of Organized Camps and Campsites per Department, by NRPA Region



Small towns do not have enough finances to do very much. Maintaining and running an obsolete swimming pool takes most of the money.

LWCF in its original form and with its original funding sources should be reinstated to its maximum and then converted to a trust fund. Another source of revenue should be a 1% tax on disposable baby diapers.

Federal involvement is needed in order to stimulate interest in outdoor recreation on a local level. The local park and recreation professional requires technical and financial assistance in order to increase the support from local elected officials.

TABLE 4-13. Number of organized camps and campsites per department, by NRPA region.

NRPA Region and Camp Type	Median	Mean	% Responding to Question
Northeast			
Organized Camps	1	2	20
Campsites	2	22	10
Mid-Atlantic			
Organized Camps	1	3	24
Campsites	2	10	10
South			
Organized Camps	2	2	14
Campsites	16	46	15
Great Lakes			
Organized Camps	1	2	17
Campsites	8	48	19
Midwest			
Organized Camps	1	2	13
Campsites	2	25	44
Southwest			
Organized Camps	2	2	4
Campsites	2	18	22
Pacific North			
Organized Camps	1	1	4
Campsites	7	62	24
Pacific South			
Organized Camps	1	2	18
Campsites	10	65	19
National			
Organized Camps	1	2	16
Campsites	4	43	18

Recreation is an essential service in this country. As more and more industries and technologies become more sophisticated, the need for outlets to relieve the pressures and stresses of the high tech world we live in is as critical as health care or a sound economy. It is absolutely vital to continue to develop and acquire recreation areas and facilities in our urban areas, while land is still available. Matching grant programs, like the Land and Water Conservation Fund, are essential to the very physical and mental well being of this nation. Without these types of grant programs, badly needed facilities would not be developed and critical lands would not be acquired. The community where I work is all but 12% developed and we are still deficit 125 acres of park land according to recommended national standards. The Land and Water Conservation Fund should be increased, not eliminated. Preservation of land should be a top priority.

The typical department manages two undeveloped natural areas, with a median total of 80 acres per department. This number varies according to size of community, with large communities managing over five times the median acreage of smaller communities (Figure 4-14 and Table 4-14).

Figure 4-14. Median Number of Acres of Natural Areas per Department, by Community Size

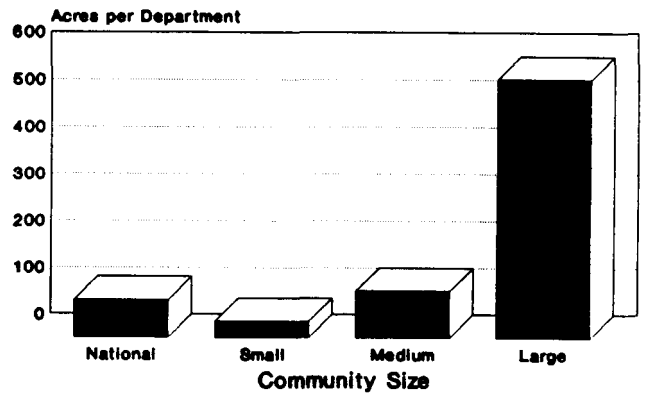


TABLE 4-14. Number of acres of natural areas per department, by community size

Community Size	Median	Mean	% Responding to Question
Small	35	131	45
Medium	100	380	56
Large	550	2,887	45
National	80	589	53

Regional differences in the median number of natural acres are apparent as well (Figure 4-15 and Table 4-15). The western states, not surprisingly, manage more natural acres than departments in other regions. An anomaly is the Mid-Atlantic region with a median of almost 140 acres per department.

All governmental agencies must continue to seek ways to maintain and preserve open spaces and park and recreation programs for the benefit of all, and not let them become the private country club to be used only by those that can afford it.

The following concern is undoubtedly shared by many municipalities and recreation and park professionals. Because the amount of Federal funding to local park and recreation programs is steadily decreasing, people who rely solely on public recreation programs are steadily seeing more and more of their local programs cut. This particular group of people who cannot afford to pay for private recreation or to travel to state or Federal parks for vacations are being hurt the most.

Figure 4-15. Median Number of Acres of Natural Areas per Department, by NRPA Region

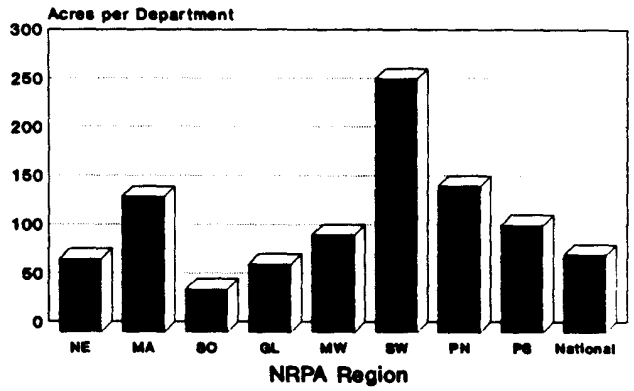


TABLE 4-15. Number of acres of natural areas per department, by NRPA region

NRPA Region	Median	Mean	% Responding to Question
Northeast	75	215	60
Mid-Atlantic	139	369	56
South	44	492	44
Great Lakes	70	312	62
Midwest	100	790	52
Southwest	260	1,019	53
Pacific North	150	817	55
Pacific South	110	175	50
National	80	580	53

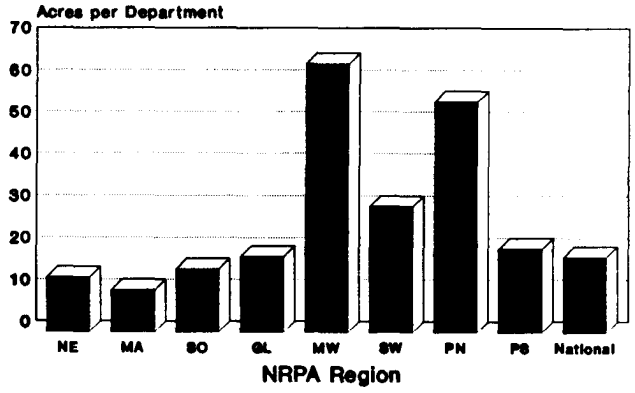
The restoration and rehabilitation of the cities' urban parks is a need which has been largely unmet since the abolition of the UPARR program. Many cities simply do not have the funding available for the capital expenditure necessary to provide needed renovations to aging park facilities. My largest concern is the future. With all of the current building taking place, where does that leave us for future recreational facilities? Should it not be a Federal statute that applies to future developments to require sufficient space be set aside to provide certain facilities for all age groups the development will house?

Land and Water Conservation Funds have been a tremendous asset to the smaller communities across the United States. Without LWCF many communities would be without facilities even though the public would express a desire to have these facilities. Our department is also very dependent upon Federal Revenue Sharing.

Some of the most attractive and popular outdoor recreation areas involve lakes and lake fronts. Local departments manage a median of one lake with a median total of 18 acres. The median total acreage of lakes managed by departments is displayed in Figure 4-16 and Table 4-16.

The Pacific North region led the other NRPA regions in numbers of both natural acres and lakes, having both these types of resources in numbers larger than the national median. Northeast, South, and Great Lakes regions fell below the national median in both natural areas and lake resources.

Figure 4-16. Median Number of Acres of Lakes per Department, by NRPA Region



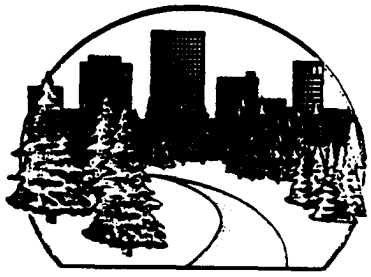
On a more general basis than the town where I am currently serving, the continuation of Federal funding of recreation projects is vital. Matching grants and technical assistance are needed to make many projects a reality. Of perhaps even greater importance is the need to preserve natural areas for the beauty and enjoyment they provide.

TABLE 4-16. Number of acres of lakes per department, by NRPA region

NRPA Region	Median	Mean	% Responding to Question
Northeast	13	190	38
Mid-Atlantic	10	100	41
South	15	385	38
Great Lakes	18	341	47
Midwest	64	822	55
Southwest	30	1,055	42
Pacific North	55	3,033	30
Pacific South	20	254	27
National	18	542	39

I feel it is very important to continue funding the LWCF for the simple fact that more outdoor and indoor facilities are needed in communities, and the communities cannot afford to finance them alone. Athletic leagues are at a saturation point because the fields are booked to capacity. If no more athletic fields become available, leagues will not be able to expand and serve the total population.

In Figure 4-17 and Table 4-17, the median number of natural undeveloped acres, both land and water, is shown by census region. As would be expected, the Pacific region is above the national median. The South census region falls below the national median in both types of natural resources.



Revenue generation through taxation for parks and recreation should be given higher priority at the local level. In addition a nationwide campaign to increase the credibility of our movement should be a priority.

There are many poorer municipalities in the country that try to provide services to the needy, the frail and elderly, and the impoverished immigrant who lives in these communities because the cost of living is low. These communities do not have the positive budgets that are discussed with the justifications of reducing revenue sharing. These communities struggle, as do the people living in them, to provide for the barest of needs in the most meager ways. It is believed that because the wealthier cities have funds, that all cities must have such funds, then only the poor lose again.

Figure 4-17. Median Number of Acres of Natural Areas and Lakes per Department, by Census Region

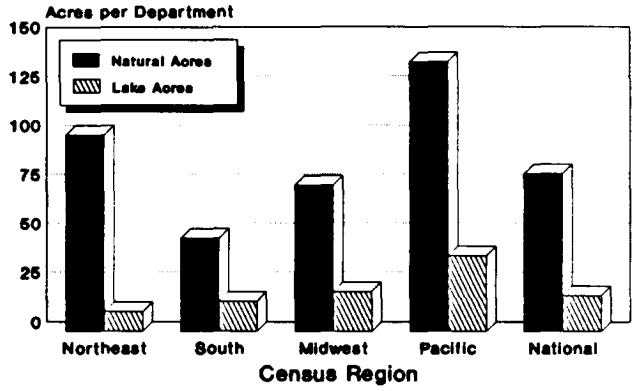


TABLE 4-17. Number of acres of natural areas and lakes per department, by census region

Census Region and Type of Acreage	Median	Mean	% Responding to Question
Northeast			
Natural Acres	100	244	57
Lake Acres	10	158	39
South			
Natural Acres	47	486	47
Lake Acres	15	344	38
Midwest			
Natural Acres	74	317	59
Lake Acres	20	348	48
Pacific			
Natural Acres	137	1,347	53
Lake Acres	38	1,502	32
National			
Natural Acres	80	589	53
Lake Acres	18	542	39

Our park manager resigned on February 17, 1986. The reason was a lack of funding. He could not operate the park without any funds. Bracken County Fiscal Court could not help us. We are in desperate need of funds or we may lose our park. I have served on the park board for 10 years and have done my best to keep the park running.

My main concern is that we are a rapidly growing community, and I would like to have the assurance that recreational experiences and natural resources will not be lost because of our growth. Much of our development and purchase of park lands has come from state and Federal funding. With a limitation on funding, I am sure it would directly effect our growth rate here as a county parks system. The LWCF in particular has been very beneficial to the growth and development of our park system.

Trails

The final report of the President's Commission on Americans Outdoors brought new attention to the importance and potential of trails for outdoor recreation in local communities. The median number of miles of trails, among those indicating they provide each type of trail, is shown in Figure 4-18 and Table 4-18. Important figures to note in Table 4-18 are in the last column, "Percent Responding to Question". Not even one-half of departments mentioned having any one of the types of trails listed, with as few as 3 percent reported having ORV trails.

Figure 4-18. Median Number of Miles of Trails per Department, Nationwide

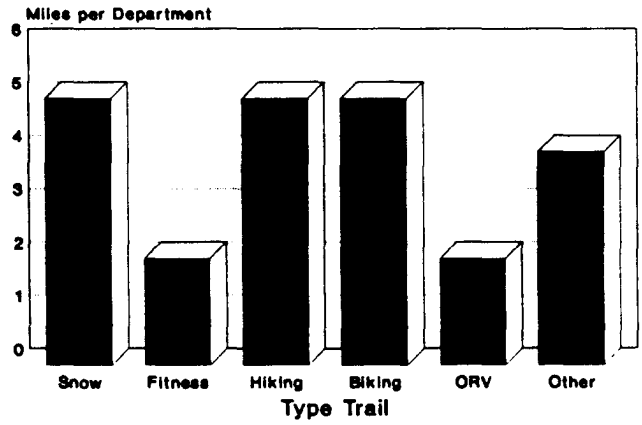


TABLE 4-18. Number of miles of trails per department, nationwide

Type Trail	Median	Mean	% Responding to Question
Snow	5	30	15
Fitness	2	3	46
Hiking	5	17	29
Biking	5	12	21
ORV	2	21	3
Other	4	17	5

Of all trail types, fitness trails were reported most frequently by departments. Over 45 percent reported having fitness trails.

Every community has different recreational needs. If this need is great enough, local government or the people usually will support it.

By NRPA region, differences in the number of selected trails per department again reflect the relative geographic and population characteristics of the region. The Pacific, Mid-Atlantic, and Southwest regions were slightly higher than the national median number of trails reported. The Southern region, as with several other resources, was lower than the national median in number of trails reported (Figure 4-19 and Table 4-19).

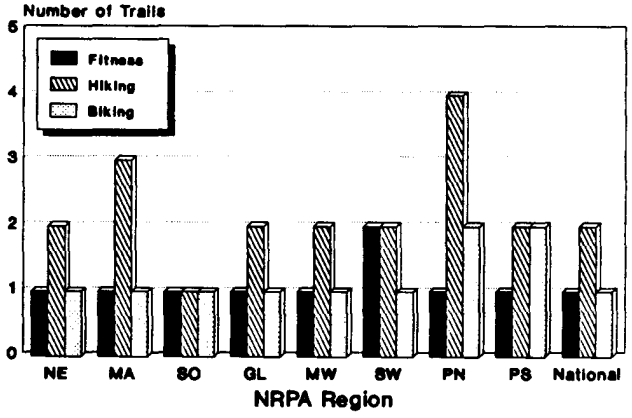
Our city has trouble financing capital improvements and maintaining ongoing programs at the same time.

As in Table 4-18, the last column in Table 4-19 should be noted. It appears that trail provision is not widespread. Only one-half of the departments nationally reported that they provided fitness trails, less than one in three provided hiking trails, and only one in five reported bicycling trails.

Maintenance funds are drying up. Some form of program is needed to aid cities in keeping facilities up to par. Funds could be allocated to states with 40% going to state parks and 60% to sub-entities on a population percentage.

Parks and leisure services are now accepted and expected local government services. If local populations expect and demand services, they should approve and pay for such services at the local level. This is not a national issue.

Figure 4-19. Median Number of Trails per Department, by NRPA Region



Eden Prairie is a rapidly growing suburban community. We are struggling to acquire lakeshore property and park property to ensure that future generations will have the same opportunity for use of our natural resources as we do today. We have been fortunate in the past to be able to obtain grant money from LWCF to acquire hundreds of acres of wooded lake-shore that will now be preserved forever. The farsighted acquisition of several years ago is the major reason our com-munity is growing so fast today.

I am aware of a Federal lack of concern for the economic needs of providing public services at the grass roots level. Example: Continued Federal-level taxation but reduction or elimination of programs such as Revenue Sharing and Federal Land and Water Conservation Funds.

TABLE 4-19. Number of trails per department, by NRPA region

NRPA Region and Type of Trail	Median	Mean	% Responding to Question
Northeast			
Fitness	1	1	39
Hiking	2	4	28
Biking	1	3	13
Mid-Atlantic			
Fitness	1	2	55
Hiking	3	4	31
Biking	1	1	23
South			
Fitness	1	2	52
Hiking	1	2	26
Biking	1	2	15
Great Lakes			
Fitness	1	1	50
Hiking	2	4	40
Biking	1	2	23
Midwest			
Fitness	1	2	59
Hiking	2	3	27
Biking	1	2	28
Southwest			
Fitness	2	2	64
Hiking	2	2	31
Biking	1	2	22
Pacific North			
Fitness	1	4	44
Hiking	4	13	35
Biking	2	4	22
Pacific South			
Fitness	1	2	48
Hiking	2	12	24
Biking	2	5	22
National			
Fitness	1	2	50
Hiking	2	5	30
Biking	1	3	20

I am concerned about the current deterioration of all park systems (National, State, County and Municipal). To my knowledge, all facilities are experiencing a reduction of maintenance and virtually no new facilities are being built. I believe that, as personal money and time for longer vacation trips has diminished, local parks are being used more. The relatively small amount of funds spent on parks is probably one of the best bargains tax payers get for their money.

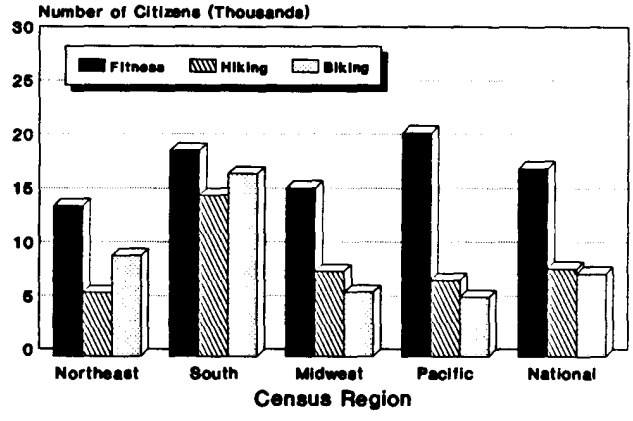
At the municipal level, park and recreation personnel are committed to protecting the environment and natural/historical areas while providing adequate recreational opportunities for people living in densely populated areas. Urban park sites are utilized more frequently by residents due to accessibility and convenience than are larger, more distant natural areas.

Community size differences between regions can be accounted for by calculating per capita numbers of miles of trails. The number of citizens per trail mile is displayed in Figure 4-20 and Table 4-20.

From a per capita perspective, it appears that the Midwest and Northeast were providing more trail miles. The Pacific region, in contrast, appears to be divided in its trail mileage, with less than the national median available for fitness use, and more mileage per capita for hiking and biking.

It is important to note that while these per capita values seem extremely high, not all citizens have an interest in nor access to the provided trails (e.g., children). Therefore, the per capita values should be interpreted cautiously.

Figure 4-20. Median Number of Citizens per Trail Mile, by Census Region



Eliminating Federal Revenue Sharing funds to counties will have a very negative impact on park and recreation. Most counties and cities will not raise taxes to make up for the loss of these funds. In the cutting process, parks and recreation will suffer the most. We need funds to operate and maintain existing facilities and programs. Any future acquisition and development will be geared toward increasing user fee revenues to offset expenses.

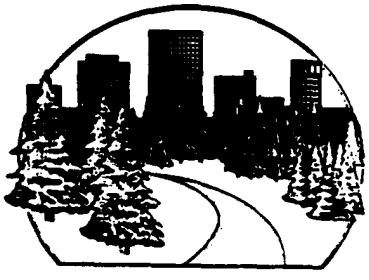
A nationwide promotional campaign to increase public awareness of the need and importance of parks and recreation services in each of our lives is needed. With more public support, park programs would be available at the local, state, and Federal levels for park and recreation funding.

I feel we should conserve our land, parks and wild lands for the benefit of our children and their children.

TABLE 4-20. Number of citizens per trail mile, by census region

Census Region and Type of Trail	Median	Mean	% Responding to Question
Northeast			
Fitness	14,000	24,959	43
Hiking	5,938	10,443	24
Biking	9,400	16,078	16
South			
Fitness	19,151	28,471	47
Hiking	15,000	27,280	26
Biking	17,000	34,149	16
Midwest			
Fitness	15,664	30,651	51
Hiking	7,920	12,036	36
Biking	6,000	13,395	24
Pacific			
Fitness	20,750	31,075	45
Hiking	7,099	18,168	28
Biking	5,517	17,332	26
National			
Fitness	17,500	28,941	46
Hiking	8,200	17,107	29
Biking	7,721	19,129	21

The median total trail mileage per department indicates that overall, the South and Southwest provide fewer miles of trails than any of the other regions (Figure 4-21 and Table 4-21).



1) Continue grants for acquisition of land by states and local units of government. 2) Lower insurance liability costs. 3) Insure that national outdoor recreation research is ongoing.

Even if the Federal government cannot afford to subsidize ongoing financial assistance programs such as the LWCF, technical assistance programs can play a helpful role. Using volunteers, public-private partnerships, how to pass special bond issues, using resources in conjunction with other agencies and possibly a national program sharing innovative ideas would help local government pull itself up by the bootstraps. However, programs such as LWCF should be continued.

Recreation and parks in the urban areas are vital to quality of life, and America must do all it can to retain and expand these opportunities and facilities.

Figure 4-21. Median Total Trail Miles per Department, by NRPA Region

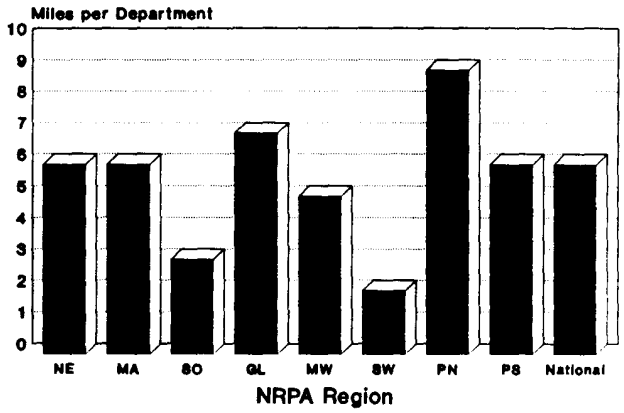


TABLE 4-21. Total trail miles per department, by NRPA region

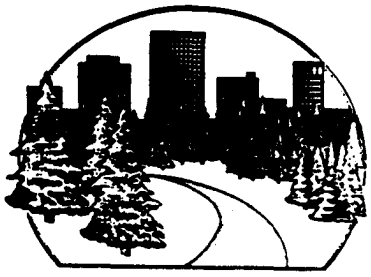
NRPA Region	Median	Mean	% Responding to Question
Northeast	6	15	57
Mid-Atlantic	6	11	63
South	3	7	62
Great Lakes	7	26	70
Midwest	5	17	70
Southwest	2	8	73
Pacific North	9	92	59
Pacific South	6	30	57
National	6	23	63

The above regional comparisons indicate more trail miles in the West than in the East for hiking, ORV use, and bicycling. A fairly equal distribution of fitness trails exists, regardless of region or community size.

There is a dramatic need to acquire and develop park lands in the urban areas of America. States are unable to do so alone. A continuous partnership between Federal and state governments maximizes the importance of people and our resources to the quality of life!

Open urban space may possibly be one of this nations most precious resources. Places for adults and children to maximize their leisure pursuits is a prime concern in today's society.

Short key points: 1) need for economic benefit assessment of recreation and parks; 2) need for permanent, stable, predictable funding; 3) need for better public awareness of environmental issues; 4) need to protect complete eco-system of major natural park resources.



SUMMARY

- Facilities and space for recreation are critical to the operation of park and recreation departments. They would likely receive added attention if more funds were made available.

- Park and recreation departments managed a median of eight sports fields, eight tennis courts, and four basketball courts each.

- Local departments provided opportunities for recreational vehicle and tent camping, about four sites per agency.

- Park and recreation departments managed a median of two natural, passive recreation areas and one lake per department.

- Each mile of hiking trail served approximately 8,000 citizens. Fitness trails were the most frequently mentioned trail type managed, serving about 17,000 citizens for each mile of trail provided.

Chapter 5:

Programs, Special Populations, and Seniors

MACPARS

Municipal And County Park And Recreation Study

Programs, Special Populations, and Senior Citizens

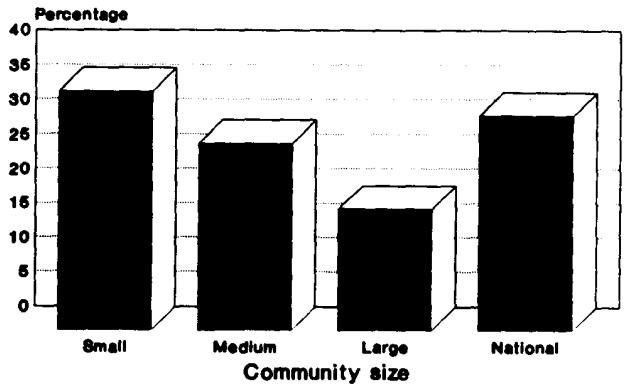
Programs

Wellness programs are the key to success for both the physical and mental well being of each person.

The foundation of a park and recreation department's leadership program is usually athletic programming. Small departments are typically created in an effort to provide team sports for youth. As the community and department grow, the demands for programs become more diversified. The proportion of athletic programming in different size communities is displayed in Figure 5-1.

Outdoor recreation is important, and communities in our region have access to national public land during summer months. Winter in our region is prolonged, which limits outdoor recreation and creates a need for indoor recreation facilities. School sites are used by schools at the same time they are most needed for indoor recreation. Something should be done to help address this need.

Figure 5-1. Median Proportion of Programs Classified as Team Sports, by Community Size



Get ready for the retirement of the baby boomers because we are coming. It is important not to over-develop because of anticipated decline in future numbers of individuals.

As communities grow, other types of programs are offered. Figures 5-2 through 5-5 show the proportions of program categories that were added as new recreation opportunities in 1985.

We must become more environmentally aware in this country regarding such subjects as acid rain, water quality, air quality, and the value of what green outdoor areas we have left. We must educate the children. It is too late for most adults to respect nature and the outdoor experience. Environmental education of our young is the only way to produce environmentally aware adults.

We need to stabilize national funding for parks and recreation. We need to conserve and preserve natural areas. We need to address the needs of the growing senior population.

Preservation of open space and the natural environment is most important for future generations. Public access vs. private control/ ownership is a vital issue to explore. Leisure education should be recognized as an important process for life enrichment.

Figure 5-2. Mix of New Program Activities for Small Communities, Less Than 25,000

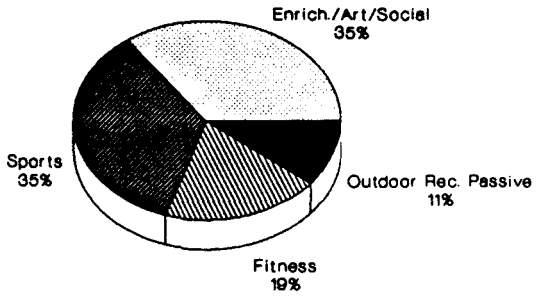


Figure 5-3. Mix of New Program Activities for Medium Communities, 25,000-100,000

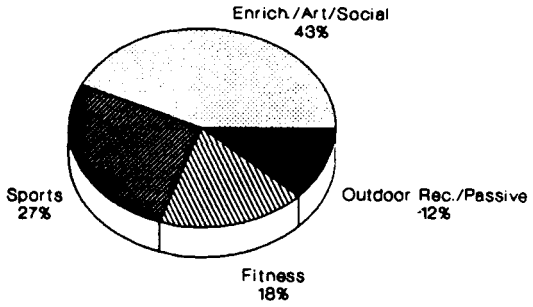
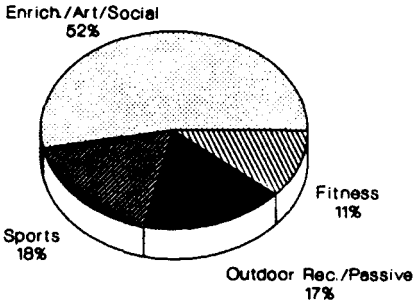
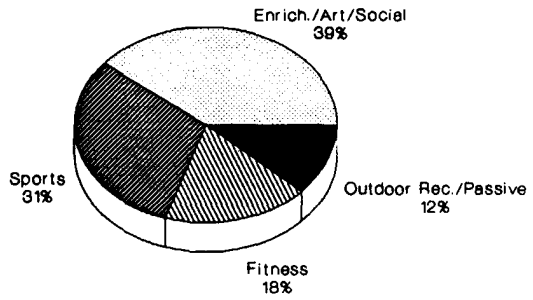


Figure 5-4. Mix of New Program Activities for Large Communities, Greater Than 100,000



We do believe there is a need to continue a central source for information relating to parks and recreation as is now provided by the DNR Recreation Services. Michigan promotes recreation as a vehicle to attract tourism, business and people. More emphasis should be placed on the importance of recreation and leisure activities. Consideration should be given towards the development of indoor and support facilities as an allowable item in grant guidelines to enhance and expand programming. In discussing various issues with the public, the main concerns with living in an area appear to be the school system, the recrea-tional opportunities, and other community services provided. Since recreation is one of the important issues, then it should be important to provide a national system for local funding in order to accommodate the needs and allow the ability to address deficiencies in areas.

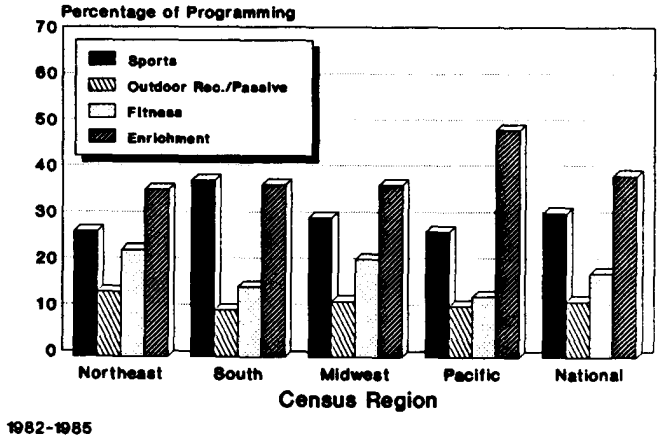
Figure 5-5. Mix of New Program Activities, Nationwide



This mix of new activities represents the types of organized activities offered, and not the total mix of recreation opportunities. The category of programming, "enrichment, arts, and social", represents all programming other than sports, fitness, and outdoor. Included are festivals, social events, spectator events, arts events, continuing education classes, and others. This area of programming encompassed more than half of the large community departments' recreation programming.

Region of the country had little impact on the proportional mix of new recreation opportunities (Figure 5-6).

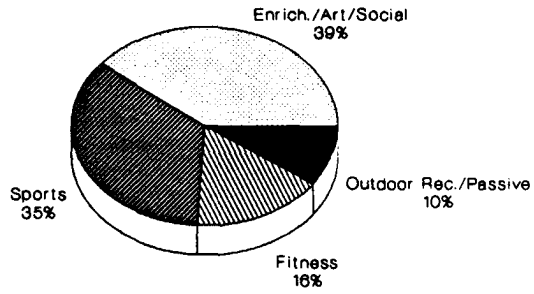
Figure 5-6. Mix of New Programming Activities, by Census Region



MACPARS respondents indicated that they had discontinued programs in about the same proportions between 1982 and 1985 (Figure 5-7).

Impose a sales tax on recreation equipment to generate revenue for parks and recreation. (Boats, skis, athletic equipment, etc.)

Figure 5-7. Programs Discontinued From 1982 to 1985, by Type



I appreciate being a part of this survey. I am encouraged that further action regarding parks and recreation is being undertaken by the American Parks and Recreation Society.

Apparently, this proportional mix of programs was relatively constant through the three years 1982-1985. Changes in the program mix may become evident if operating budgets were to decrease, forcing a revised set of priorities.

There should be a national program to fund parks and recreation projects in the area of development and acquisition on a grant basis throughout the United States. This could be done with a tax on oil and gas. Also, we could have a special category formed in the grant program to make funds available for facilities over 20 years old in need of financial aid to upgrade and maintain.

There is some evidence that new innovations in programming, such as aerobics, are introduced first by larger departments and later are adopted by smaller departments. This finding has implications for technical assistance departments. These departments may coordinate greater sharing of ideas between the larger and smaller departments to facilitate innovations in rural communities.

Park and recreation departments also seem to offer many programs either specifically for youth, or for the entire population. Departments do offer some specialized programs for specific ages, but the majority of programs are either open for all ages or are planned for youth.

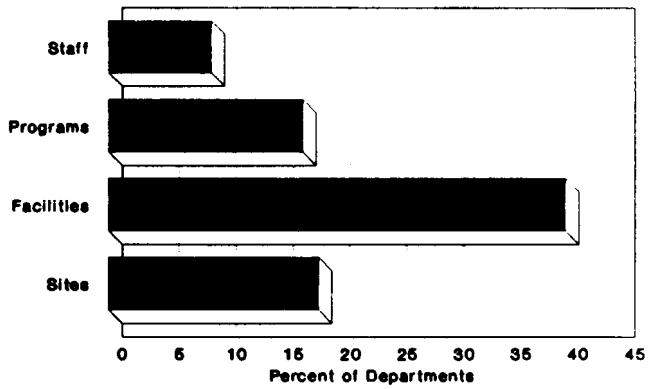
Budget Priorities and Impact on Recreation Programs

Figure 3-1 (page 29) indicated that growth in permanent staff numbers is not keeping pace with operating budget growth. In order to identify trends in expenditure priorities,

MACPARS asked departments how they would use budget increases, as well as what they would reduce if they received budget cuts. Figures 5-8 and 5-9 indicate that facilities would receive the greatest share of any forthcoming budget increase, and that programs and staff would probably be reduced first if operating budgets were to be decreased. This indicates a greater administrative priority on maintaining and improving the places and facilities where people recreate, and less priority on providing recreation leadership and structured programs.

Funding, Federal assistance, capital expenditures! The need for some form of Federal financial assistance is imperative for the growth and development of recreational services at the local level. Smaller cities, with limited departmental budgets, cannot provide the additional and better equipped facilities required to meet the needs and demand of their citizens. Federal assistance, in the form of matching grants, has been the primary means by which many towns have been able to expend the capital layout necessary for large scale improvements or additions. Without adequate facilities, recreational programming is difficult, if not impossible.

Figure 5-8. First Priorities to be Addressed in the Event of Budget Increase

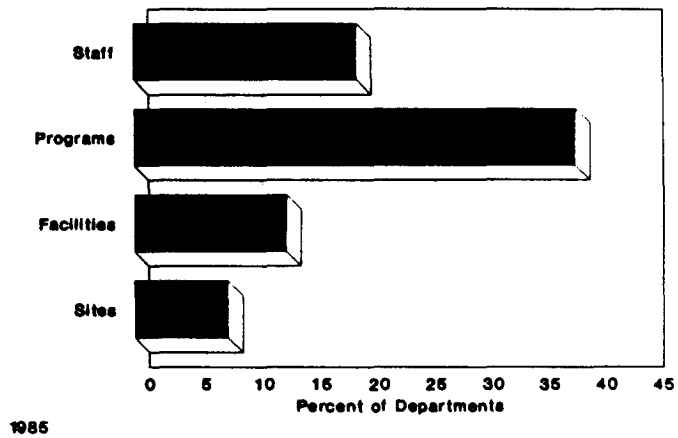


1985

The importance of our work to the quality of life seems not to be understood. We need to find ways to express our vitalness to American society's well-being, and the monetary support will follow.

Due to the ever pressing concern for the lack of open space in our urban county, the sale by municipalities of all rateable property, and increasing demand by other government agencies for the diversion of park land, it is imperative that our open space for recreation be maintained and preserved for future generations.

Figure 5-9. Reductions in the Event of Budget Cutbacks



I wish that counties or special regions could levy a tax to fund recreation for the handicapped.

Continued support from the state and Federal government is and will be critical to the development of our purpose. We in Chicago County see a lot of recreational traffic from the Twin City Metro area and would like to serve more tourists. We are in an early stage of county park and recreation development, and the cost sharing programs have made the difference.

Special Populations

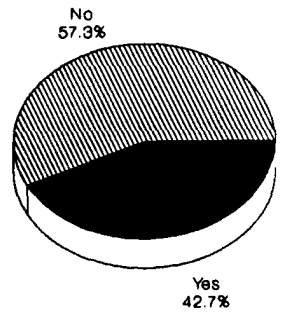
Over the past decade, public awareness of special populations has increased. Programs like Special Olympics have brought recreation, fitness, and sports activities to special populations, and to the public eye. Recently, the Reagan administration's attention on drug abuse has highlighted the mental and emotional difficulties associated with substance abuse. Public awareness of these special problems and needs would seem to indicate an increase in public recreation opportunities for special populations. However, public recreation programs for special populations were not widespread across departments responding to MACPARS.

Less than half of the departments reported that they provided programs for special populations (Figure 5-10).

We, as Americans, are active in many diverse leisure activities; but, as a nation we are in a poor state of physical health. Numerous studies have been done on the poor physical health of Americans. Parks and Recreation Agencies across America are actively involved in providing for the physical well-being of citizens. We need to better educate our citizens about the role of the local parks and recreation departments, and these local departments need to take a leadership role in providing leisure activities for all ages and all leisure interests. We have relied for too long on baseball, softball, and basketball as the only leisure activities offered in many communities.

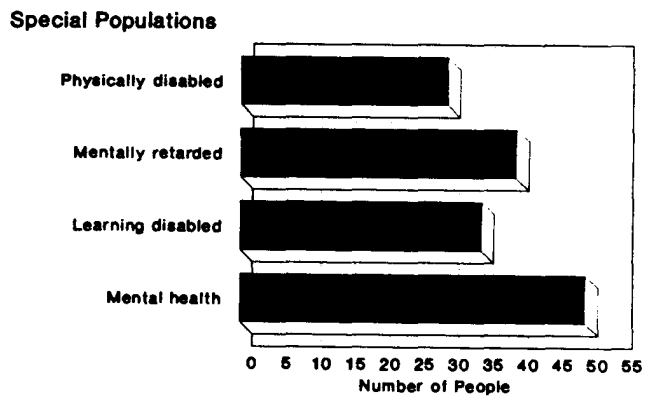
Structured recreation is important. Continued park development is necessary. Constantly maintaining what we have is essential.

Figure 5-10. Percentage of Departments Offering Programs for Special Populations, Nationwide



The median number of individuals served in special populations programs was reported to be between 30 and 50 individuals annually in each population category per department (Figure 5-11). Not every department reported programs for every population category, however.

Figure 5-11. Median Number of People in Special Populations Served Annually, per Department Offering Special Programs



Regional differences are apparent in the distribution of programs for mental health clients, with a greater number of this population served in the West (Figure 5-12).

It is imperative that the Federal government establish a technical advisory group which would help to coordinate public land use and recreational planning. This national level agency must be accessible in various regions of the United States to aid state and local agencies. This Advisory group must have the necessary resources to conduct research in the field and coordinate a national information network.

Our profession has undergone major changes. Government as the provider of free or low cost leisure services is still the norm, however we have seen more emphasis on fees and charges, concession contracts, and revenue producing facilities during the last 10-15 years. To continue to provide adequate service levels in the future, privatization must be utilized. When is it best to turn to the private sector and where do you draw the line on what should be public sector versus private sector?

Figure 5-12. Median Number of Mental Health Clients Served Annually per Department, by Census Region

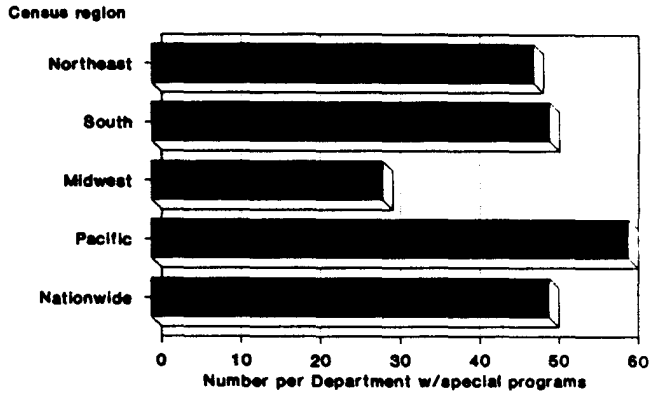


TABLE 5-12. Number of mental health clients served annually per department, by census region

Census Region	Median	Mean	% Responding to Question
Northeast	48	68	9
South	50	132	18
Midwest	29	59	11
Pacific	60	681	12
National	50	248	13

Less than one percent of the MACPARS respondents indicated that they had provided special programs for multiply disabled or gifted and talented populations in their communities.

The city likes the way the Land and Water Conservation Funds are structured. The state prioritizes projects and there is a 50% local match. The city has built a new park and added to an existing park using these funds.

First priorities should be conservation of American wilderness areas and securing funding for management of our natural resources and national parks. I also believe that the Federal government needs to be supportive of proper game and fish management and harvesting of these resources, to continue offering hunting or fishing opportunities and privileges.

In our very small community, Federal funds as distributed through the state have been the only way to make major improvements. The funds have kept our park alive and stimulated donations of labor and material. With our budget, it's all we can do to cover ordinary maintenance and up-keep.

Senior Citizens

Among the fastest growing segments of American society, senior citizens are commanding more attention from the commercial and private service sector, as well as from public park and recreation departments (Figure 5-13 and Table 5-13).

Figure 5-13. Median Number of Senior Participants per Department, by Community Size

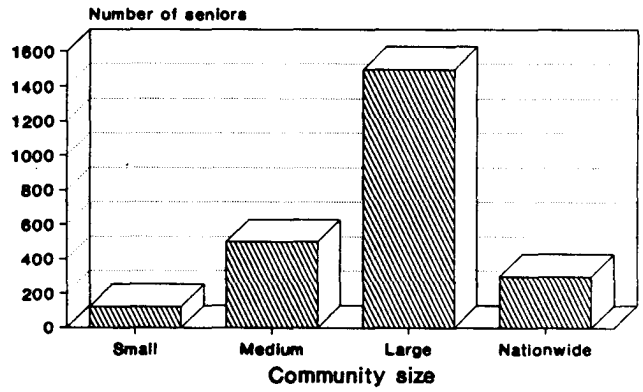
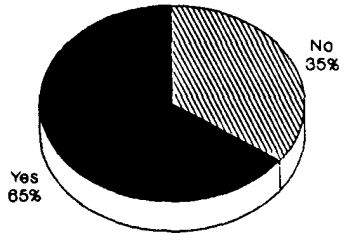


TABLE 5-13. Number of senior participants per department, by community size

Community Size	Median	Mean	% Responding to Question
Small	125	473	61
Medium	500	1,716	72
Large	1,500	8,704	37
National	300	1,577	65

Particularly in large communities, senior citizens are active participants in park and recreation programs. Nationwide, almost two-thirds of all departments offer programs designed specifically for senior citizens (Figure 5-14).

Figure 5-14. Percentage of Departments Offering Programs for Senior Citizens, Nationwide



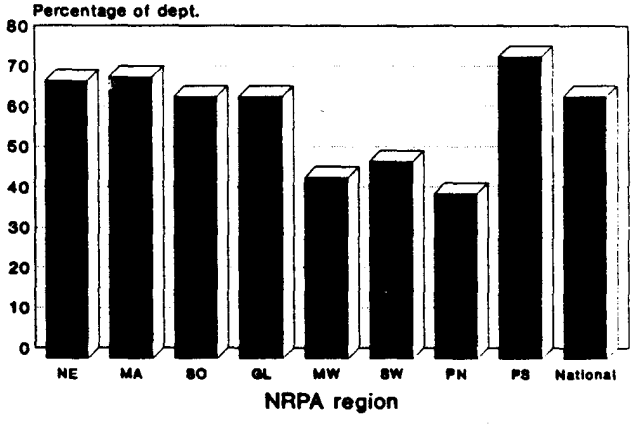
Parks and recreation's value to the economy must be better explained. Then the businesses in any given city, county or state may see the need for parks and recreation, and support that need.

The PCAO task is short-sighted in not addressing indoor recreation. The urban setting is where most recreation hours are consumed on a year-round basis. In the wet N.W. climate, indoor recreation facilities such as swimming pools, community centers, gymnasiums, fitness centers, etc. are in high demand.

Reestablishment of LWCF for land acquisition and park development is extremely important for local agencies. Our saltwater and freshwater shorelines need to be obtained and held in a land bank for future generations.

Figure 5-15 shows the distribution of programs for senior citizens by NRPA region.

Figure 5-15. Percentage of Departments Serving Senior Citizens, by NRPA Region



The Midwest, Southwest, and Pacific North regions fall below the median percentage of departments offering senior programs.

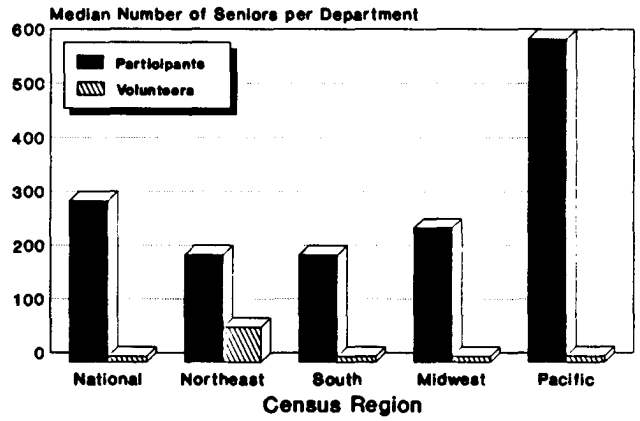
As noted in Chapter 3, senior citizens provide assistance in the form of volunteer services for park and recreation departments. Seniors are also the recipient of services. Figure 5-16 and Table 5-16 display the relationship between senior recreation programs and senior volunteers.

Since our department does not currently own any facilities, our primary goal is to continue to research ways of obtaining land for recreation. Although we have not been able to secure any land yet, we do hope to do so in the future. We were relying on the LWCF funds to do this. I hope that if these funds are not continued, an alternate form of funding will be available.

I believe the recreation needs of our community will continue to increase in the future, especially into more family-oriented activities and for senior citizens. Every effort must be made to locate the funds to keep up with the needs.

I think that it is a must that the Federal Land and Water Conservation Fund be continued to help cities like Etowah to be able to provide all the possible recreation and park opportunities that are needed for citizens of all ages.

Figure 5-16. Senior Participation in Parks and Recreation, by Census Region



Small recreation departments cannot afford workshops or conferences in distant locations. A nationwide computerized recreation information center is the answer. Example query: Information on cost, construction, maintenance, and operation of an outdoor swimming pool in a rural area, population 3,000. Information Center sends inquiry to all pool companies. Data from all companies are sent back to querying department.

The LWCF has been vital to every facility and park developed in our small rural county. What we have is not extravagant, but without LWCF - we would not, without a doubt, have what we have.

I believe that if Land and Water Conservation Funding is eliminated, that we will see a major decline in facilities, new and old, in a majority of urban municipalities. LWCF is a must if we are to survive.

TABLE 5-16. Senior participation in park and recreation, by census region

Census Region and Senior Participants	Median	Mean	% Responding to Question
Northeast			
Participants	200	953	71
Volunteers	6	14	53
South			
Participants	200	1206	63
Volunteers	10	32	49
Midwest			
Participants	250	1121	65
Volunteers	10	23	43
Pacific			
Participants	600	3082	62
Volunteers	12	55	53
National			
Participants	300	1577	65
Volunteers	10	32	49

Although the median number of senior volunteers appears low, they comprise over 20 percent of the volunteer workforce nationally (see Figure 3-9 and Table 3-9 on pages 38 and 39).

Senior citizens will probably continue to play an important role in park and recreation departments. As society ages, seniors will not only demand more services, but will probably offer more services as well.

SUMMARY

- Athletic programs constituted over one-third of park and recreation programming in small communities in 1985.

- Enrichment, arts, and social activities comprised a larger share of the program mix as the size of the community category grew.

- Public recreation programs designed for special populations were available in only half of the nation's local departments.

- Mental health and mentally retarded populations were offered the greatest public recreation programming opportunities among all the types of special populations.

- There were almost no public recreation opportunities provided especially for multiply disabled or gifted and talented populations.

- Senior citizens were active in public park and recreation, both as volunteers and as recipients of recreation services. Almost two-thirds of all departments offered senior recreation programs.

Chapter 6:

Issues

Municipal And County Park And Recreation Study

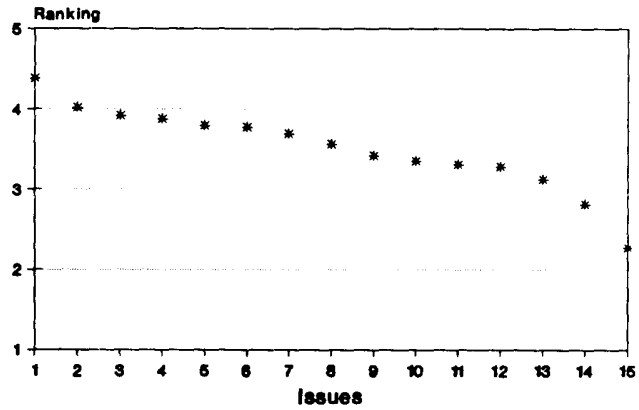
It is important that our local and national heritage be maintained, and outdoor facilities and preserves established so that future generations will have the opportunity for social interactions, education and enjoyment. Too many outdoor and historical places are being cast aside in the name of progress.

The City of Chanute, through the Land and Water Conservation Fund, made tremendous gains in modernizing its park system in the 1970's. Because the City took advantage of the grant program, we have one of the finest park systems in southeast Kansas. Due to the quality of our facilities, the City Commission has made a commitment to not only maintain the status quo, but to improve upon them. This has brought forth not only positive comments from our citizens, but from visitors to our community. Without question the LWCF and the City of Chanute's matching funds have been one of the best investments in our community.

Issues

A list of 15 issues was presented to the MACPARS respondents. They were asked to rank the relative importance of each issue. The purpose was to identify the most critical issues and concerns and to determine general areas of priority for park and recreation departments. Average ranks of the fifteen issues, in descending order, are displayed in Figure 6-1.

Figure 6-1. Ranking of Issues - Nationwide



Issue No.	Issue	Overall Rank *
1	Maintain existing outdoor resources	4.38
2	Additional outdoor resources	4.02
3	Additional indoor resources	3.92
4	Increase funding	3.88
5	Increase program information to users	3.79
6	Establish national recreation agency	3.78
7	Maintain existing indoor resources	3.69
8	Provide information on recreation benefits	3.56
9	Acquire more land	3.42
10	Serve special populations	3.35
11	Historic preservation	3.31
12	Cultural arts	3.28
13	Environmental concerns	3.12
14	Reduce user conflicts	2.81
15	Increase access to private land	2.27

* 1= Lowest importance -- 5= Highest importance

Our main concern is the elimination of block grant monies for use in outdoor areas. Since present programs are funded strictly through local taxes, the recreation programs are always the first to be cut. It is very difficult to maintain these programs under this type of policy.

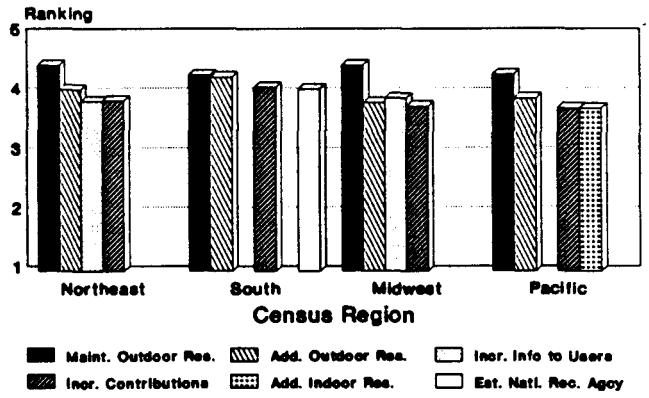
Public parkland and recreation facilities are an essential component of the quality of life in the United States. Local units of government need to come together to formulate a plan of action so that we may collectively, across this nation, meet the leisure time needs of our citizens. This can be more effectively done through the Federal government taking the lead by doing a national assessment, identify deficiencies in park and recreation opportunity, develop the plan of action, and provide local units with supplemental resources to accomplish its mission.

Of the listed issues, concern for adequate numbers of outdoor and indoor facilities and sites surfaced at the top. This concern is consistent with findings presented in Chapter 2, "Finance and Budgets", where respondents indicated a funding priority for outdoor and indoor resources over staff and recreation programming. It is important to note, however, that in this list of issues, there was no opportunity for respondents to rank the relative importance of staff, program leadership, or program development. Therefore, from this ranking, it is not possible to determine the relative importance of program or staff issues.

Out of the 15 (listed) issues, it is interesting to note that concern for better information for users was fifth in importance. Following in sixth position was the need for a national-level recreation coordinating agency.

The most critical issues, however, were maintenance of existing outdoor resources and facilities, and the need to acquire additional indoor and outdoor facilities. The importance of maintenance was reinforced by census region, coming in as the top issue for all four regions (Figure 6-2).

Figure 6-2. The Most Important 4 Issues by Census Region



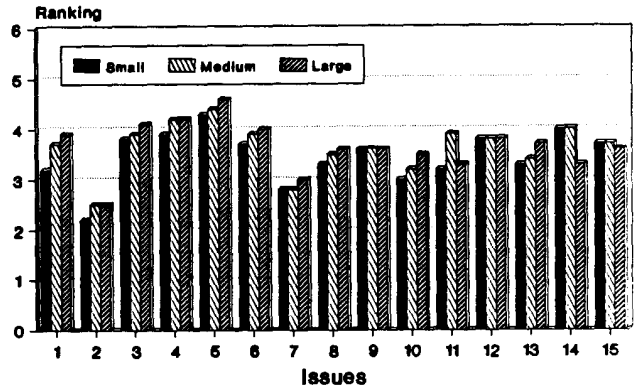
Overall, the rating of the relative importance of the 15 issues was surprisingly consistent by census region. However, depending on the size of the community, different priorities were identified (Figure 6-3).

Current concerns are proposed loss of Federal LWCF money; public access to lakes, ocean beaches, and forests; and development of national recreation areas in the East (not necessarily large parks but smaller recreation areas such as beaches and camping areas).

As a new professional, I am somewhat unsure of what funding has been available in the past. Ashland is a small town. The children, in particular, badly need more recreational programs. Under our present budget this is impossible. I believe that recreation needs more national attention!

There is a great need to assess the last 20 years, and plot a course for the next 20 years. Also, we need to educate the American public in the significance of wholesome recreation and proper use of parks and natural facilities and sites. We must raise the professional level and perception of "parksmanship".

Figure 6-3. Ranking of Issues by Community Size



Issues and ranking, by community size

Issue No.	Community Size Small	Medium	Large	Issue
1	3.24	3.68	3.90	Acquire more land
2	2.18	2.45	2.46	Increase access to private land
3	3.84	3.92	4.06	Increase funding
4	3.93	4.17	4.22	Additional outdoor resources
5	4.34	4.42	4.56	Maintain existing outdoor resources
6	3.72	3.89	4.01	Increase program information to users
7	2.78	2.81	2.98	Reduce user conflicts
8	3.26	3.48	3.60	Serve special populations
9	3.55	3.58	3.60	Provide information on recreation benefits
10	3.03	3.22	3.47	Environmental concerns
11	3.24	3.38	3.29	Cultural arts
12	3.76	3.79	3.83	Establish National Recreation Agency
13	3.25	3.36	3.65	Historic preservation
14	3.99	3.98	3.25	Additional indoor resources
15	3.71	3.67	3.61	Maintain existing indoor resources

Throughout this report, verbatim comments from respondents are printed in the left-hand column of every page. These comments are representative of the almost 800 received as part of the MACPARS questionnaire. These comments, overall, indicate a concern for funding, particularly for large capital projects and land acquisition.

At a general level, the comments may indicate more about the current status and character of local park and recreation than all of the above data combined. The comments reveal the level of commitment and concern of administrators for the mission of local park and recreation departments in local communities. These comments speak for themselves, and need no additional interpretation.

I recommend continued (and increased) Federal support for state and local park systems and the establishment of a permanent commission that would review and evaluate progress towards its goals and serve as an advocate for Federal, state, and local leisure services.

I personally believe that the most critical issue concerning recreation is the need to acquire and preserve large land areas. I believe the future land values and commercial and vested interests will make land difficult to acquire especially near large population areas.

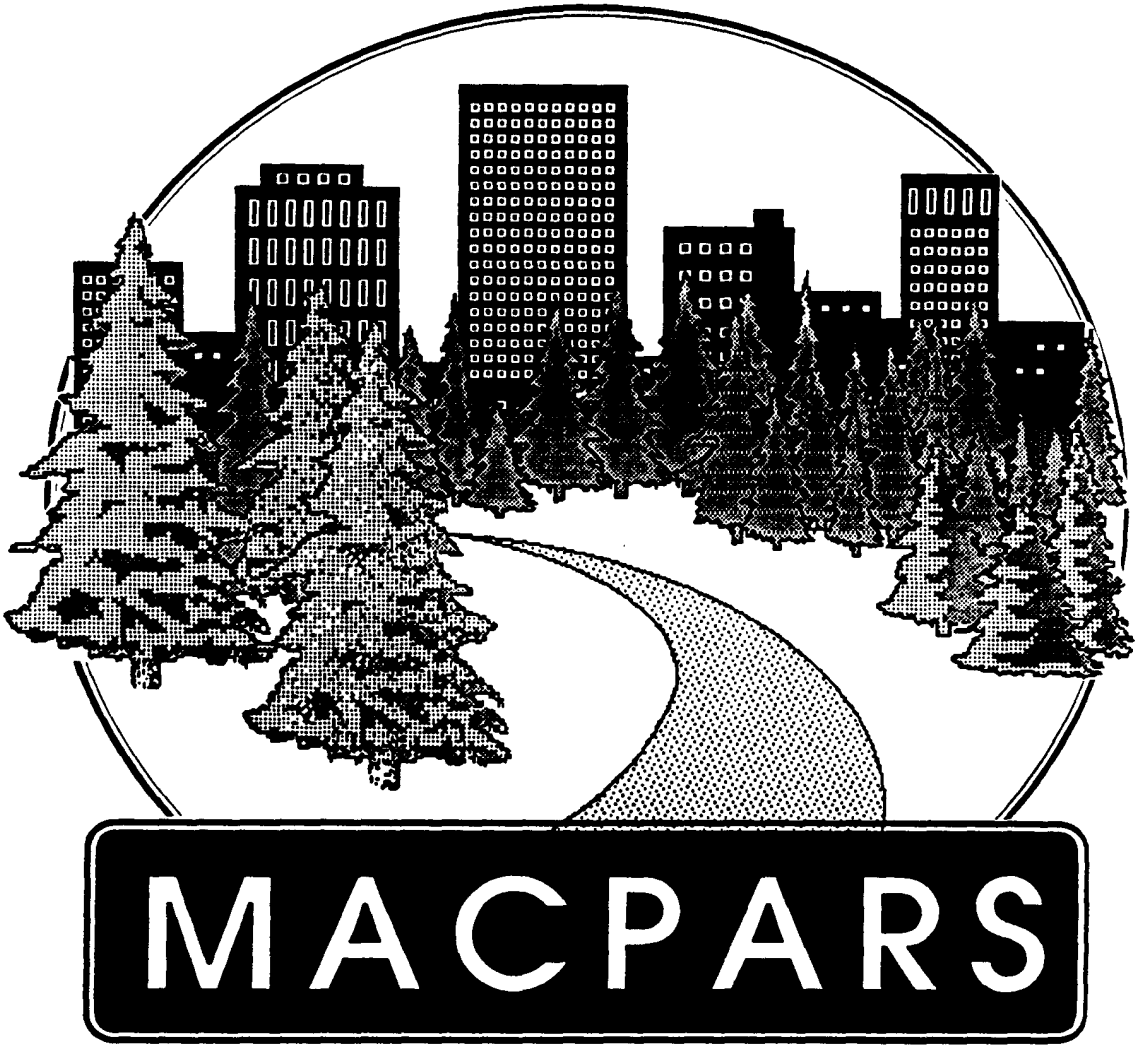
Recreation professionals have witnessed first hand the vital link that recreation provides for the well-being of all people. Those of you who are in a position of authority in government should be determined to preserve the existing recreation opportunities and park lands; as well as make every effort to continue their orderly growth.

SUMMARY

- Outdoor and indoor facilities and sites were identified as the most important of the fifteen listed issues.
- Specific programming areas, such as special populations, historic preservation, and cultural arts, were ranked in the lower half of the list of issues.
- Written comments reveal an overall concern with funding and with the future provision of recreation areas, particularly those near population centers.

Chapter 7:

Some Observations



Municipal And County Park And Recreation Study

Some Observations

As we move closer, and closer still, to the 21st Century, we must wonder what it will hold. To many, the future is something that will happen in some predestined manner. To others, the future is something that can be shaped to match their vision of what ought to be. In the 1980's, local government has continued to play the important role of providing local park and recreation opportunities. In the future, the potential importance of this local park and recreation role may increase, perhaps dramatically.

It seems to me that we are spending more and more money on defense items instead of domestic programs at home like parks and open space. We have now enough missiles to blow the whole world up. The money should stay in this country to promote our domestic programs, not the rest of the world.

Americans are spending more time recreating closer to home than they have in the past (Cordell *et al*, 1986). At the same time, Americans' demand for recreational opportunities is growing as fast as it ever has (U.S.D.A. Forest Service 1988). Americans also are increasingly living in cities and in surrounding suburbs. All of these changes are occurring now and are projected to continue into the future. They point toward an increasing role for local government in providing park and recreation opportunities.

We need to educate the public on the benefits (physical, mental, social, family, etc.) of using outdoor recreation opportunities. We further need to do a better job of reaching out to the public by better advertising what recreation supply is available.

But will local government be prepared to respond to the call for an increasing future role in providing for the recreation needs of American society? The answer seems to hinge on several factors, all of which have complex and sometimes uncertain futures. This report, based on the MACPARS study, has helped to identify and clarify some of those factors.

Financial Assistance

The U.S. Congress voted in 1988 to continue the Land and Water Conservation Fund. In addition, companion Senate and House bills (S.2199 and H.R.4127) are currently being considered that would establish a $1 billion American Heritage Trust Fund (AHTF). Several states have, and others are considering financial assistance programs for local park and recreation departments. While all of this sounds very positive, the much needed assistance dollars are not yet flowing at any appreciable rate from Federal or state sources. LWCF is generally funded at maintenance levels, mostly to support Federal initiatives. Most state programs, in addition, are not well funded. And the AHTF is uncertain at best.

Some would say that Federal and state assistance is not needed that, in fact, such assistance is philosophically at odds with the very concept of local government. Others vigorously support the idea of Federal and state assistance programs. In writing this report, no position is taken either way. However, several observations seem relevant.

We need Federal grants to continue to offer outdoor recreation facilities at the local level, such as the Land and Water Conservation Fund.

Please continue the emphasis on outdoor activities for a healthier America. Small rural areas such as ours, have a great need for financial assistance to provide a location for outdoor activities with something for all age levels. A local community park can be a spark of increased unity among the local people while providing a safe place for young people to go and enjoy activities and refreshments.

In past years, LWCF has never been large in total dollars, nor as a percentage of local budgets. Typically the percentage of a department's budget derived from LWCF in any given year is less than 10 percent. This is less than 2 percent in any given year as a proportion of all local departments' budgets. Sidebar comments in this report, which MACPARS respondents provided, have told an interesting story. Generally, that story is that local departments do not expect, nor have they ever expected, other levels of government to bear a major portion of their financial base. In times of special need, however, outside "seed" money, such as LWCF, has many benefits. These benefits include impetus to start projects, incentive for local commissions to match and often to exceed funding requests, and funding "bulges" to help bear large front-end costs of development projects.

In short, LWCF and other outside funding assistance serves as an incentive, as a seed money source. It is not viewed as a principal source of funding. Based on MACPARS respondents' recommendations, continuation of seed grants can be an important factor helping to shape the role that local government will play in the future.

Self Initiative

The degree to which local departments take responsibility for their own futures is the key factor that will shape our park and recreation destiny. While adoption of some degree of business management philosophies and practices is occurring, such adoption does not yet appear to be widespread. Profit orientation, serving only those able to pay, does not seem appropriate as a local government operational philosophy. However, adoption of innovations for deriving revenues, expanding pay-as-you-go practices where appropriate and feasible, and systematic critiques

and evaluation of the success of various programs are appropriate, and in many cases, needed measures.

Less than half of the local departments in the U.S. systematically evaluate their programs and practices. This form of self guidance, done either internally or through a consultant, can greatly aid in identifying the effectiveness of investments and of budget allocations. Where done internally, improved guidelines are needed and this may be an important project or service that NRPA or state technical assistance offices could undertake. Careful attention to evaluation results and expanding revenue source options create greater self control and initiative. So, while external seed funding is an apparent need, greater self initiative in finding innovations, funding sources and partnerships may be an even greater need and opportunity. Expanding the coverage and controlling the costs of participating in the various short courses and schools offered by professional groups may be another important service that could help direct the future role of local government self initiative. In addition, state and Federal technical assistance programs could emphasize administrative innovations and aids, such as the use of microcomputer technology, planning and evaluation systems, and expanded local revenue generation.

Could the Federal government make more public lands available free or low cost to local park agencies for local use?

Parks and recreation must continue to receive adequate funding in order to assure that our citizens may stay physically and mentally healthy, and that our environment and natural resources are properly protected and conserved for future generations.

Acreage and Facilities for Now and the Future

Consistently, MACPARS respondents indicated that sites, space, and facilities were the greatest of their needs to better serve public wants. While increasing cooperative ties with schools and private providers will help with current needs, they may not be adequate to address growing future needs. From the responses to this study, it is clear that budget increases would be used mostly for space and facilities. Less emphasis would apparently be put on programs or professional staff.

This land and facility emphasis may be a correct one. As the development of our resource base continues at an accelerated pace, sometimes planned, but usually not, a greater urgency to preserve space for the future seems obvious. Nationally, our country is converting between 1 and 1 1/2 million natural acres each year. These converted acres are usually developed or devoted to other more

intensive uses. They usually are not devoted to recreational space. With Americans wanting to recreate more and to do so closer to the cities and suburbs they call home, no entity other than local government seems in a better position to take action to protect precious space and special places from development. Recreational opportunities, particularly outdoor, will be harder to find in the future. They will be especially hard to find if they are not reserved now. MACPARS respondents identified this need and likely will respond if resources to preserve land and other natural resources are made available.

Political guidance for local agencies is important particularly with the reduction of Federal funds. Assistance should be made available to local agencies to acquire other funds for expansion.

I think there is a greater need for outdoor recreation then ever before. There seems to be more stress related jobs, and people need places to release their tensions. Outdoor areas also keep people from sitting home watching T.V., and becoming bored with life in general.

Professional Staffing

The trend indicated by MACPARS was toward greater dependence on seasonal and volunteer staffing. To meet intermittent staffing needs, seasonal employees are usually appropriate and effective. To meet many other needs and to take advantage of the special talents of retirees and other such groups, volunteer staffing also is effective. However, offering specialized, highly technical, especially sensitive and expensive programs, or developing and maintaining sites and facilities, require professional, full-time staff. Therefore, the long-term perspective of local park and recreation departments calls for permanent professional staff.

The growth of numbers and the level of pay of most professional staff positions has not kept pace with population or inflation growth. This is a serious condition, one which could worsen. Increased budgets alone do not seem to address an apparent decline in the per capita number of professional staff. Most departments have indicated a tendency to spend most of their budget increases on additional sites and facilities and to use seasonals and volunteers to manage them.

The need for more rigorous and business management-oriented college curricula may be an important part of the professional staffing problem. Armed with the latest in management and computer technology, better skilled in public relations and fund raising techniques, and having a greater working knowledge of quantitative decision making processes, the graduate of improved college programs

should be able to raise the effectiveness of park and recreation departments.

Without such improved curricula, graduating professionals may seem little different than locally available seasonal staff and volunteers. If this is the case, there is little advantage to hiring college graduates, especially when their salary expectations are higher. In any event, the level of professional proficiency of the park and recreation graduate needs to be examined. If found in need of improvement to better match the times, then strengthened park and recreation curricula and continuing education programs are needed. In strengthening their programs, educational institutions must be prepared to gamble a bit. The gamble is that raising the rigor and standards of educational programs may affect enrollments. To counteract this, employment conditions would have to be improved. Employing governments and communities need to raise the salaries, benefits, and the community status of the park and recreation professional. Additionally, increased understanding and more effective communication of the public benefits from professionally run programs should be an important step. Perhaps a better partnership between colleges and park and recreation departments is needed.

Should LWCF and revenue sharing funding be totally eliminated, I would hope Congress and our Federal administration thoroughly analyze all impacts and come up with some type of workable compromise such as low interest loans. Many communities such as ours just do not have adequate tax bases or financial resources to make ends meet.

Serving Special Populations

Increasingly, U.S. society has become aware that special populations have recreation needs much the same as others. In the U.S., local park and recreation departments put relatively little emphasis on special populations, either independently or in partnership. In the future, opportunities for outdoor recreation will likely become harder to find. This will be especially true for the disabled, mobility impaired, and otherwise disadvantaged groups who are now mainstreamed in our society. This situation may become more acute as medical technology continues to increase life spans and as individuals with conditions formerly requiring institutionalization are living in the community. Local park and recreation departments will increasingly be faced with the challenge of providing opportunities to a wider array of individuals with special needs.

An ever increasing age of technology and specialization needs to be offset by the simple relaxation and pleasure of the outdoors provided by park and recreation programs.

Working with specialized institutions and volunteer groups, a greater amount of opportunity could be made available. In college curricula and in training institutes, greater emphasis on special populations may be needed.

The Need for Information

The findings of this report indicate that park and recreation departments are very similar. Differences are usually a matter of community and budget size, not of philosophy. This finding has implications for professionals in all areas of parks and recreation. First, it more clearly defines the opportunities and challenges facing college curricula and technical assistance departments in providing more effective training and technology transfer. It broadens the scope of needed planning and evaluation techniques, and may enlighten the profession so that smaller departments may take greater advantage of "big department" experience and expertise.

The major concern faced today is the continued purchase and development of park and recreation facilities in the face of rapidly escalating property and construction costs. Increased Land and Water Conservation funding is needed.

These findings do much more than highlight information and training needs and opportunities. They indicate to the profession that its strength lies in a binding philosophy based on the benefits of parks and recreation. In order to compete successfully for local, state, and Federal dollars, the vast numbers of Americans served, facilities and sites maintained, and acres of natural resources made available nationally must be identified and tracked over time. This report has revealed some surprising, and some not so surprising facts about local park and recreation operations. Much of the potential of this type of information will depend on a continued effort at understanding and tracking trends. The opportunity to make the best use of available and potential information sources will hopefully be taken.

Please recognize the need for aid to support maintenance efforts and infrastructure deterioration as well as existing aid for acquisition and development. Give us, also, some help in the liability insurance crisis in parks.

Local park and recreation professionals may also need to more aggressively pursue the ongoing research findings available through professional research publications. The aforementioned needed partnership between colleges and professionals would strengthen the philosophical and applied foundations of local park and recreation opportunities and help to raise the professional status of parks and recreation.

Overall, local park and recreation departments across the country, in partnership with universities, other government levels, and with private organizations, can shape much of their own future. Some outside financial incentives, combined with large doses of local self-initiative, can open many new avenues of service. As that service expands it probably should address future growth of space and facilities, greater reliance on and incentives for professional staffing, and expanded programs for special populations. The future need not be a matter of chance.

2/1/86

MACPARS

MUNICIPAL AND COUNTY PARKS AND RECREATION STUDY[1]

PLEASE READ THIS BEFORE STARTING

Please answer each question completely and legibly. We welcome explanatory comments you may want to place in the margins to more completely explain your responses. Especially be sure to express your concerns about parks and recreation in question 22. Your statement and your name will be submitted as part of an official report to the President's Commission on Americans Outdoors. Also, please provide information for question 23. This information will be listed in the national electronic parks and recreation directory being developed for public release this summer. This system will give your program national exposure.

1. DEPARTMENT IDENTIFICATION

A. Name of Your Department: _____

B. Street or P.O. Box: _____

C. City: _____ County: _____

D. State: _____ Zip Code: _____

E. Telephone: ( ) _____

F. Director's Name: _____

2. DEPARTMENT STRUCTURE

A. Year Round, Full-time _____ Seasonal Part-time _____

CHECK ONE FOR A AND ONE FOR B

B. How is your department organized?

_____ Municipal
_____ County
_____ Municipal/County
_____ Regional
_____ District
_____ Other, Please describe: _____

[1] A joint study by the Apple Computers Inc., Southeast Region; Walkway Center (Publishers of Walkway Magazine); The American Park and Recreation Society; the National Park Service, Atlanta, Clemson and Washington; the University of Georgia, Institute of Community and Area Development; the National State Advisory Services Committee; and the USDA-Forest Service, Athens, GA and Washington.

3. DEPARTMENT BUDGET

	1985 (For the Fiscal Year Ending in 1985)	1982 (For the Fiscal Year Ending in 1982)
A. What was your TOTAL OPERATING BUDGET? (Including salaries)	$ _____	$ _____
B. What was your TOTAL CAPITAL BUDGET?	$ _____	$ _____

C. In fiscal year 1985, how much REVENUE (from any non-tax source) did your department or agency generate that, again did not come from tax dollars? $_____

4. What percentage of your total FISCAL 1985 EXPENDITURES came from the following sources?

SOURCE OF FUNDS FOR 1985	Percentage of total expenditures in Fiscal Year 1985
a. Federal Land and Water Conservation Fund	_____ %
b. Federal Revenue Sharing	_____ %
c. State Assistance Funds	_____ %
d. Local Property Taxes	_____ %
e. Other Local Taxes	_____ %
f. User Fees	_____ %
g. Private gifts, grants, and donations	_____ %
h. Other (please specify)	
1. _____	_____ %
2. _____	_____ %
3. _____	_____ %
SHOULD TOTAL 100%	_____ %

5. PERSONNEL

A. How many STAFF members did you employ? (PLEASE ESTIMATE IF EXACT NUMBER IS NOT KNOWN.)

	1985 (In the Fiscal Year Ending in 1985?)	1982 (In the Fiscal Year Ending in 1982?)
PERMANENT Full-time (52 wks)	_____	_____
SEASONAL Full-time and PART-TIME (less than 52 wks)	_____	_____
VOLUNTEERS (Full-time or part-time)	_____	_____

B. If you "employed" VOLUNTEERS in Fiscal year 1985, how many of these were 55 YEARS OLD or older? _____ (Number)

C. If any of your volunteers came from a VOLUNTEER ORGANIZATION(S), please list this (these) organization(s).

(1) _____

(2) _____

(3) _____

PROGRAMS AND SERVICE

6. What is the current POPULATION WITHIN the local government jurisdiction which you serve? _____ (NUMBER of people)

7. Approximately how many PEOPLE OUTSIDE your jurisdication does your department serve? _____ (NUMBER of people)

8. If you offer programs especially for any of the following population groups, please indicate your best approximation of the NUMBER OF PEOPLE in each group enrolled in those programs.

(Number)

_____ Physically disabled
_____ Mentally retarded
_____ Learning disabled
_____ Mental Health (including substance abuse)
_____ Senior Citizens
_____ Other _____
(Specify, Thank You)

9. Please list and briefly describe any NEW PROGRAMS which your department has initiated within the last three (3) years.

DESCRIPTION OF PROGRAM	AGE AND OTHER DESCRIPTION OF POPULATIONS(S) SERVED
1. _____	_____
2. _____	_____
3. _____	_____

10. Please list and briefly describe any PROGRAMS DISCONTINUED by your department within the last three (3) years.

DESCRIPTION OF PROGRAM	AGE AND OTHER DESCRIPTION OF POPULATIONS(S) SERVED
1. _____	_____
2. _____	_____
3. _____	_____

11. FACILITIES AND SITES

- A. How many (NUMBER) recreation and park facilities and sites does your department operate? (Include all types of property, e.g., playgrounds, sports fields, athletic facilities, passive park areas, etc.)
  _____ (NUMBER)

- B. What is the combined total acreage of all these sites? _____ (ACRES)

- C. Does any OTHER DEPARTMENT or agency within your local government organization provide park and recreation facilities?

YES ____ NO ____

If yes, please provide:

AGENCY _____

PERSON TO CONTACT _____

ADDRESS _____

_____

TELEPHONE ( ) _____

D. For EACH TYPE of facility or site, please indicate NUMBER. For NATURAL AREAS and LAKES please also list ACRES; For TRAILS, list MILES.

TYPE OF FACILITY	NUMBER
• Sports fields (baseball, football, etc.).....	_____
• Outdoor basketball courts.....	_____
• Outdoor swimming pools.....	_____
• Tennis Courts (indoor or outdoor).....	_____
• Racquetball/handball courts.....	_____
• Community recreation centers.....	_____
• Playgrounds.....	_____
• Gymnasium-Indoor multi-purpose surface.....	_____
• Skating Rink: Ice (outdoor or indoor).....	_____
Roller.....	_____
• Golf courses: 18 or more holes.....	_____
9 holes.....	_____
Driving range.....	_____
• Amusement parks.....	_____
• Overnight campsites (RV and Tent).....	_____
• Organized camps (Specify type): TYPE _____	_____
• Natural areas (undeveloped except for trails) (specify number and acres).....	_____ & _____ (ACRES)
• Lakes (specify number and acres).....	_____ & _____ (ACRES)
• Snow trails: Snowmobile, Downhill or Cross-Country.....	_____ & _____ (MILES)
• Jogging/fitness trails.....	_____ & _____ (MILES)
• Hiking trails.....	_____ & _____ (MILES)
• Off Road Vehicle trails.....	_____ & _____ (MILES)
• Bicycling trails.....	_____ & _____ (MILES)
• Interpretive trails.....	_____ & _____ (MILES)
• Other trails not listed above.....	_____ & _____ (MILES)

E. May we make the information you provided above about TRAILS available to Walkway Center (Washington, D.C.) for inclusion in their national magazine and almanac for hikers/walkers?

YES _____ NO _____ Thank you.

12. SCHOOL COOPERATION

A. Does your agency use public school facilities?

YES _____ NO _____

DESCRIBE _____

_____

B. Does the public school system use parks and recreation facilities?

YES _____ NO _____

DESCRIBE _____

_____

C. Does your agency provide maintenance on school sites?

YES _____ NO _____

DESCRIBE _____

_____

D. Do you have a written agreement with the school system?

YES _____ NO _____

DESCRIBE _____

_____

E. Do you have a definite plan to expand cooperation with the school system?

YES _____ NO _____

DESCRIBE _____

_____

(13.) NEEDS AND ISSUES: Please rate the importance of each of the following recreation issues or needs for your community and/or department. (Circle one number for each issue indicating the degree of importance of each. We assume ALL are important.)

ISSUE OR NEED	IMPORTANCE Greater ←				→ Lesser
	(CIRCLE ONE NUMBER FOR EACH)				
a. Acquiring additional land..... for recreation or parks	5	4	3	2	1
b. Opening access to private..... land for recreation use	5	4	3	2	1
c. Increasing contributions of land,..... facilities, funds or volunteers	5	4	3	2	1
d. Developing additional outdoor..... facilities and sites for recreation	5	4	3	2	1
e. Maintaining existing outdoor lands..... and facilities for recreation	5	4	3	2	1
f. Providing better information about..... recreation opportunities to various publics	5	4	3	2	1
g. Reducing conflicts between..... recreation groups	5	4	3	2	1
h. Meeting recreation needs of..... special populations	5	4	3	2	1
i. Better information about the benefits of... parks and recreation--economic, health, etc.	5	4	3	2	1
j. Reducing environmental impacts in..... my community and state	5	4	3	2	1
k. Providing cultural art and educational..... programs	5	4	3	2	1
l. A national system to help fund..... local recreation	5	4	3	2	1
m. Conservation and historic..... preservation	5	4	3	2	1
n. Providing additional indoor..... recreation facilities	5	4	3	2	1
o. Maintaining existing indoor..... facilities for recreation	5	4	3	2	1

(14.) PLEASE CIRCLE THE LETTERS BESIDE THE THREE ISSUES ABOVE YOU CONSIDER MOST IMPORTANT.

PLEASE CONSIDER QUESTIONS 15 and 16 CAREFULLY.

15. Aside from any projects for which you have definite plans, if your department's budget were given an additional 50¢ per capita per year INCREASE that would continue indefinitely, (e.g., if your population is 10,000, you would get an additional $5,000), how would you use the additional money?

_____

_____

_____

_____

16. If on the other hand, your department experienced a BUDGET CUT of 50¢ per capita per year, indefinitely, (e.g., if your population is 10,000, you would lose $5,000), what would you eliminate?

_____

_____

_____

_____

17. As an alternative to state grants, would you consider LOW INTEREST STATE LOANS a workable option? (Check One)

YES _____ NO _____

18.* Does your agency have ALTERNATIVE ways of FINANCING recreation, like assessing a special tax, establishing a trust fund, or setting up a voluntary corporation? (Check one)

YES _____ NO _____

* If YES, please name and describe each method and when each was implemented:

_____

_____

_____

_____

(19.) Should a NATIONAL LEVEL AGENCY for recreation planning/coordinating, such as the previous Bureau of Outdoor Recreation or the Heritage Conservation and Recreation Service, be established?

PLEASE CHECK ONE

YES _____ NO _____ DON'T KNOW _____

(20.) The Federal LAND AND WATER CONSERVATION FUND is due to expire in 1989. Considering both the mounting federal deficit and the importance of the Fund to local park and recreation, should this program be CONTINUED?

PLEASE CHECK ONE

YES _____ NO _____ DON'T KNOW _____

(21.) Does your department have a systematic approach to EFFECTIVENESS EVALUATION in meeting its objectives?

_____ Have and use on a regular or recurring basis.

_____ Had, but no longer use.

_____ Never had, but intend to initiate by (date) _____.

● (We would appreciate a copy of your latest evaluation report, if available. Thank you.)

PRESIDENT'S COMMISSION ON AMERICANS OUTDOORS

(22.) Please use the space below to make a statement to the President's Commission on Americans Outdoors. You may ask a question, state a concern, or express a need. Please underline up to three keywords or phrases in your statement that best describe its major points. PLEASE BE SURE YOUR NAME, PHONE NUMBER AND ADDRESS ON PAGE 1 ARE ACCURATE!! THANKS!!

_____

_____

_____

_____

_____

_____

APPENDIX II

Literature Cited

Cordell, H.K., *et. al.* 1986. Outdoor Recreation Trends. Report submitted to the President's Commission on Americans Outdoors. U.S.D.A. Forest Service, Athens, Georgia.

U.S.D.A. Forest Service, 1988. An Analysis of the Outdoor Recreation and Wilderness Situation in the United States: 1989-2040. U.S. Government Printing Office, Washington, D.C.