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1977
A RATIONALE FOR DEVELOPING
IMPROVED RECREATION PROGRAMS
IN SUBURBAN COMMUNITIES

DISSERTATION

Presented in Partial Fulfillment of the Requirement for
the Degree Doctor of Philosophy in the Graduate
School of The Ohio State University

by

Ronald Stephen Carroll, B. S., M. S.

* * * * *

The Ohio State University
1978

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DEDICATION

This dissertation is dedicated to
the loving memory of
my mother
This dissertation is the product of the support and cooperation of many people. Those individuals I would especially like to thank are the eleven directors of community recreation programs throughout the State of Ohio who were gracious enough to give of their time and experience in aiding me with this work.

I would also like to thank Dr. Charles Mand who helped me develop the foundation for this work, guided me, and made suggestions along the way.
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CHAPTER I

INTRODUCTION

Many professionals in the field of recreation believe that recreation is primarily the responsibility of local government. They believe that it is the local government which represents the interests and needs of the people most closely and, since most people must spend a large portion of their leisure in the locality where they live and work, the focal point of their recreation is the local community. The participants in a national recreation workshop concluded: "The primary responsibility for recreation is in the local community; and because recreation contributes to the welfare of the people, it is the primary responsibility of local government."¹

One need only look at the increased interest in the community recreation movement all across the country to realize that most public officials of villages, towns, and cities are now accepting the responsibility and the challenge of providing their communities with comprehensive recreation services. Because of this acceptance of recreation as a necessary and important institution in the life of the community, more and more mayors, city managers, city councils,

and school boards are faced with the problem of developing programs which would meet the needs and interests of their residents. People are "crying out" for some sort of organized recreation program, and community leaders have started listening to those cries with very attentive ears.

**Statement of the Problem**

1. The major problem is to develop appropriate guidelines for the initiation and continued growth of recreation in suburban communities.

2. A secondary problem is the application of guidelines to recreation development in a suburban community.

**Need for this Study**

The development of recreation in suburban areas cannot be approached in a casual or haphazard manner without sacrificing the quality of the effort. A good program requires the integration of private and public agencies, cooperation between school district and city government, development which reflects the recreation opportunities in the general metropolitan area, understanding the interests of citizens in recreation and, of course, asking the people to spend money to satisfy these interests.

These factors call for careful planning and the application of a set of guidelines or principles to facilitate the planning process. This study will help define important principles for recreation development.
Scope of the Study

This research is directed at obtaining the necessary information about factors which must be taken into consideration when a suburban community is planning or developing a new, or expanding an already existing, recreation program.

Once the guidelines and procedures required to develop a suburban recreation program are synthesized into a working model, any suburban community will be able to use this model to develop their own recreation program.

Limitations of the Study

The data for this study were limited to those Ohio communities which are defined as suburban.

Procedures

Eleven suburban community recreation superintendents from Ohio were interviewed regarding procedures and guidelines used in developing their local recreation programs. The responses were summarized for agreements and disagreements. Current literature in recreation was examined to reflect upon the responses of the eleven practitioners. A model for developing a recreation program was then distilled from the responses of the superintendents and the literature.

The resultant model was then applied to Grandview Heights, Ohio, a suburban community within a metropolitan area.
Definitions

The following terms have been defined because they are basic to this study and may have different meanings to different people.

Administration: Recreation administration is the act of planning, managing, and directing organized recreation.

Areas: Recreation areas refers to the land and water space set aside for recreation usage, such as parks, lakes, playgrounds and reservations.

Arts & Crafts: Arts and crafts refers to the activities which serve as outlets for creative expression and provide opportunities to find satisfaction through making things with the hands, such as carving, sewing, modeling, weaving, painting, photography and so on.

Bond Issue: A bond issue is a borrowing technique often used by municipalities to finance capital improvements. Bond issues, with few exceptions, require submission of the definite proposition to the electors at a general or special election and usually requires a two-thirds favorable majority for passage.

Budget: A recreation budget is an outline of anticipated revenues and expenditures required to operate a recreation program for a given period of time. It is prepared by the chief executive or under his direction and approved by the appropriating authority.

Co-Recreation: Co-recreation refers to those activities which are engaged in by both sexes, such as dances, mixed choruses, hiking and the like.

Equipment: Recreation equipment refers to the relatively permanent articles, furnishings, machinery and devices used in administering, operating, and maintaining recreation programs and services.

Evaluation: Recreation evaluation is the appraising of existing areas, facilities, program, services or personnel in accordance with some established standards or criteria.
Facilities: Recreation facilities refers to the buildings and other physical features and provisions designed and constructed for recreation use such as swimming pools, community recreation centers, stadia and outdoor theaters.

Fees and Charges: Recreation fees and charges refers to the revenue received from the charge for particular services or for a special privilege provided by the recreation department such as golf course fees, sale of craft supplies, admission to athletic events and the like.

Job Description: A job description is a statement setting forth the characteristics, duties and responsibilities of a specific recreation job or position.

Managing Authority: The recreation managing authority is an agency such as the recreation department, board of education, park department or park district set up under governmental charter or as part of the governmental system of service agencies to manage and administer certain recreation areas and facilities, programs and services to the general public.

Personnel: Recreation personnel are those persons who plan, organize, coordinate, conduct and evaluate recreation programs and services.

Principles: Recreation principles are generalized, and abbreviated statements with respect to recreation, about which competent recreation authorities are in agreement. These principles are usually used as guidelines for action.

Philosophy: A recreation philosophy is a statement of purpose regarding the role of the public recreation department in the community.

Recreation: Recreation refers to the organized programs of activities for leisure time participation which are voluntarily engaged in and which include all age groups.

Recreation Board or Commission: An appointed or elected body of laymen, serving on a salaried or volunteer basis, usually responsible for determining the policies of a recreation agency and/or advising the chief executive.
Suburban Community: A community which is contiguous to a large central city and part of its metropolitan area, with its own government.

Superintendent of Recreation: The chief executive officer in charge of a recreation department or division and its personnel, and responsible for promoting recreation services for all the people of the city. He is usually responsible to a board or commission and sometimes directly responsible to the city manager, city council, mayor, or commissioner. The chief executive is also known as the Director of Recreation, as well as the superintendent.
CHAPTER II

REVIEW OF RELATED LITERATURE

The literature search produced materials related to two aspects of this study. The first group of studies relates directly to the development of standards or policies for the development of community recreation. The second category of literature is more general and is drawn from prominent text and workbooks which, in certain sections, apply to the development of guidelines for recreation programs.

Standards and Policies for Recreation Development

Stephen B. Barasch did a research study at Rice University which was published in 1974 called "Recreational Planning for New Communities." The work was directed mainly at recreational facilities, land allocation, initial economic investment and satisfied recreational demand for the proposed "new town" of Woodlands, which is contingent to Houston, Texas.

Before applying his proposed planning approach to the community of Woodlands, Mr. Barasch chose to apply the method to two hypothetical communities, both in the Houston Recreational Region and both with a similar population to Woodlands, thus assuming the same mean frequency of participation figures for both hypothetical communities as well as for Woodlands.
The factors considered in the study were:

1. Age and sex - which determines physical and biological capabilities, social position and poser over one's desires.

2. Education and income - which determine resources social position, recreational sensitivity, and the range of recreational activities open to a participant.

3. Time - which determines when, where, and in many cases, what type of recreational activities one engages in.

4. Physical linkages - which physically link recreational preferences to effective recreational demand.

5. Social linkages - which socially link recreational preferences to effective demand.

Some of the conclusions that Mr. Barasch came upon were:

The most evident conclusion was that there is an extreme difference in type and number of recreational facilities allocated due to age, income, and community composition that result in substantial land and economic supply and/or savings.

First, regarding age as a determinant of recreational planning: Age appears to be not only the most limiting factor in terms of recreation participation, due to the factor of time, physical linkages or social linkages, but is the biggest single determinant of recreational preferences as well.
Second, regarding income as a determinant of recreational planning: Lower income groups tend to have a higher total frequency of weekly recreational participation than do the higher income groups, but the higher income groups spend more total time in recreational activities per week than do the lower income groups.

Some of Mr. Barasch's recommendations:

1. The social composition of any community must be studied and differentiated by income, age, and sex before meaningful recreational planning can effectively take place.

2. Recreational facilities must incorporate the needs of all income, age, and sex groups; thus, recreational planners should provide facilities and outdoor spaces commensurate with those diverse needs and the interaction that results therein.

3. Localized recreational preferences must be established for every recreational region.

4. Recreational facilities and outdoor spaces must be provided and located where they can be: (1) reached; (2) used; (3) integrated into the social system; (4) grow, change and eliminate themselves when necessary.

5. New and additional facilities should first try to be incorporated into the existing recreational and/or educational system before any new facilities are allocated or constructed.
6. Since economically deprived groups have fewer locations where they can meet and interact, they should be given a higher priority in the location and assignment of recreational facilities and outdoor spaces to relieve disorganization such as crime, as well as forming meaningful social organizations and an operational community structure.

7. The formulation of recreational planning standards to include more of the moderately young, moderately old and lower income groups, instead of being oriented strictly toward the traditional age groups of middle to upper income.

8. The formation of regional recreation boards, perhaps on the state level, to formulate and judge recreational policies and acceptability levels for all recreational regions, so recreated facilities can be better enjoyed by more and different groups within the American society.

Mr. Jackson M. Anderson did a research at New York University in 1948 called "The Development of Personnel Standards in Public Recreation.

Mr. Anderson contacted public recreation executives in fifteen cities, not only for specific requested information, but also for suggestions and recommendations during the progress of the study. Numerous visits were also made to other communities to get supporting data.
He used (4) checklists in obtaining necessary data for his study. They consisted of:

1. Executive form for indicating leadership positions.
2. Executive form for indicating leadership duties.
4. Jury experts form for evaluating the importance of leadership duties.

Rating scales were constructed and jury of experts used the scales to rate the amount of each primary qualification essential for the performance of each duty.

Some of Mr. Anderson's findings were:

A total of 78 duties were reported as being performed. The 78 duties fell under eleven logical groupings of similar types of duties. All duties reported for any position were required for both men and women filling that position. Therefore, no sex differentiation was found.

Some personnel qualifications selected by jury experts as essential for the performance of leadership duties were: considerateness, courage, health, intelligence, leadership, professional knowledge, efficiency, social ability, judgment, dependability. Professional knowledge rated as highest and health as lowest in importance.

Some of Mr. Anderson's recommendations are:

1. In-service training under selected leadership should be encouraged.
2. Colleges and Universities should establish a close working relationship with local recreation departments.

3. Recreation leaders should be strongly imbued with a philosophy of recreation.

4. Recreation leaders should be made alert to the highest requisites of leadership.

5. Every effort should be made to improve salaries in order to attract the best qualified people for recreation leadership positions.

6. Communities should be impressed with the importance of good recreation leadership.

One of the historic researches in the field of recreation was the ten-day National Workshop on Recreation held at Jackson's Mill, West Virginia, in May, 1952, and sponsored by the Athletic Institute.

The tasks proposed to the workshop were to determine the place of recreation in American life and to determine a set of guiding principles for the implementation of recreation in the life of the community.

Part I of the workshop developed recreation from its beginning (its nature and historical stages), through its significance to various interest groups (the individual, the family, the group, the community, the state, etc.) to its different types of organizational patterns such as:

1. Municipal recreation

2. County and district recreation
3. Schools
4. Voluntary agencies
5. Commercial, etc.

Part II of the workshop discussed the guiding principles of planning for the community, in the areas of leadership, programs, finance, and areas and facilities. Also discussed were some trends in the various areas which should have a major impact on recreation in the future.

Gerald B. Fitzgerald did his research for his Doctor of Philosophy degree at Indiana University in 1952 on "An Evaluation of Factors in the Selection of Professional Recreation Personnel in Municipalities."

The six specific types of positions listed in Personnel Standards in Recreation Leadership developed by the Recreation Association are the types used in this study. They are: Superintendent and assistant superintendent; supervisor and assistant supervisor; director and assistant director; recreation leader; specialist; and manager.

A questionnaire sent to 92 officials listed selection factors such as intelligence, courage, professional knowledge, as well as others. The executives were asked to check the factors they considered in selection for the types of positions existing in their city. They rated them on a scale from 1 (least important) to 5 (most essential). They also indicated importance of various devices used in selection process. They included:
1. Application form
2. Interview
3. Medical examination
4. Oral exam
5. Performance tests
6. Preferences
7. Written exam
8. Others

The general factors involved included: Age, apprenticeship period, citizenship, education, experience, health.

A jury of twelve experts were requested to evaluate selection factors for each of the six types of recreation positions.

The investigation consisted of two major steps. The first was to determine the factors that are actually utilized in the selection of professional recreation personnel, and the second consisted of securing an evaluation of these factors.

Factors in general assigned the highest ratings were, interview, application form, citizenship, education, and experience.

Factors in general considered least important were personal pattern of recreation, religion, nationality, marital status, residence, and performance tests.

Some recommendations were made:
1. Those responsible for the selection of recreation personnel should be constantly re-examining their evaluation procedures.
2. Institutions of higher learning should consider
the findings of this study in evaluating their programs of professional preparation of prospective professional recreation personnel.

General Reference Works

Concerning Philosophy and Goals in community recreation programs, George D. Butler wrote in his Introduction to Community Recreation that "there should be written statements of philosophy relating to the role of recreation in the life of the individual and the community. Professional personnel of the recreation department should have a stated philosophy toward recreation as a profession, as well as recreation's value to the individuals and the community." He feels that local authorities must also make a commitment as to their philosophy regarding the role recreation is to play in the life of the community.

Mr. Butler also discusses the fact that their should be a set of goals defining the task of the public recreation department in providing services for its constituency.

The National Recreation Association agrees in their Evaluation of Community Recreation, that goals must be set. They feel that goals should:

a. Be written

b. Differentiate between long-term and short-term goals.

c. Be compatible with the aims and objectives of the recreation profession as defined by the professional organizations.

d. Be developed, established and reviewed with involvement of the staff and community, e. g., active staff
committee on program evaluation, board committee on evaluation. Goals evaluated each year for the first five years after department is initially organized, after each administrative change (top administrator), and every five years thereafter.

e. Be attainable (feasible, achievable, realistic) for the department, based upon existing and potential resources of the community.

f. Be made known to all departmental personnel, related governmental units, the managing authority, related allied organizations and the community.

Recreation administration is the act of planning, organizing, managing, and directing organized recreation. The proper administration of organized recreation services is essential. It can be broken down into several phases, with two of the major phases being organizational structure and financial administration.

Meyer, Brightbill, and Sessoms wrote in their *Community Recreation, A Guide to Its Organization* that "organized recreation, as the term implies, requires an organized structure. It is only in this way that the work can be managed and the service effectively provided. Some person or group must be given official responsibility for looking after the affairs of the agency, department or organization." They believe it is the purpose of over-all organizational management to plan, organize, manage, direct, supervise, operate, and evaluate recreation programs, services, and facilities; to administer funds, to employ and use personnel, and to integrate and give an accounting of its efforts.

The National Recreation Association believes that a department's structure should reflect its purpose, its methods of operation in relation to its resources, and its relationship to the community.
They suggest some criteria for organizational structure as being:

a. The source of authority of and powers for the public recreation managing authority should be clearly set forth by legal document.

b. The organizational structure should provide for one public authority responsible for legislative (policy-making) functions.

c. There should be written and definitive guidelines for the relationships between the administrative and the legislative functions.

d. There should be an administrator who is responsible to the managing authority for the operation and services based on establishing written policies and procedures approved by the managing authority and the administrator.

e. The administrator should help the managing authority to become familiar with the areas of control and the individual responsibilities of the managing authority members, as well as the general operation of the department.

f. A specific distinction should be made among policies, rules, regulations, and operational procedures. It should be indicated how each is established and administered.

g. Where the legislative body is a citizen board, it should hold regular meetings monthly with the actions of the board and reports of the administrator officially recorded. Board members should be representative of the total community and serve rotation of terms.

A large part of administration concerns itself with the many problems of financing the service. Sources of continuing financial support must be found to provide funds in adequate amounts.

Expenditures vary, of course, with the amounts available and the needs to be met. Meyer, Brightbill, and Sessoms did a thorough analysis of the many factors which influence community expenditure for recreation in their *Community Recreation, A Guide to Its*
Organization. Some of the more pertinent factors which they mention as influencing community expenditures for recreation are: (1) The financial condition of the community; (2) the legal tax structure limitations; (3) the efficiency of over-all municipal financial administration; (4) the peculiar needs of the community; (5) the capacity and generosity of those in a position to make voluntary contributions; (6) the physical plant (recreation areas and facilities) available; (7) the amount of time which people can give to help administer and supervise the programs; (8) prevailing local costs of personnel, services, supplies, and equipment.

The community recreation program is the term applied to the total experience of individuals and groups resulting from community action in providing areas, facilities, leadership, and funds. "These experiences represent a wide range of activities, planned and spontaneous, organized and informal, supervised and undirected," according to the Athletic Institute in Recreation for Community Living. George Butler has an excellent section on programming in his Introduction to Community Recreation. Some of the more pertinent points he makes about programming are that it should: provide equality for all, serve all ages, provide opportunities for co-recreation, include relaxing as well as active forms of recreation, encourage family recreation, be related to other local programs, utilize fully all existing properties, be subject to continuous evaluation and provide opportunity for contact with nature. The National Recreation Association and Meyer, Brightbill, and Sessoms cover the subject of programming in some depth suggesting
that a well-planned program provides the foundation for achieving objectives and creates a unity of purpose for the entire organization.

Leadership is considered by many to be one of the most important aspects of the community recreation program. In fact, Howard Danforth points out in his *Creative Leadership in Recreation* that "leadership is by far the most important single factor in the successful operation of a program of recreation. Without good leadership, no recreation department can succeed, regardless of the many assets it may possess. Therefore, every possible effort should be made to understand the nature of leadership, to determine what works, what doesn't, and why."

Some of the other good works in the field of personnel in addition to Danforth's are Gerald B. Fitzgerald's *Leadership in Recreation*, the National Recreation Association's *Personnel Standards in Recreation Leadership*, J. J. Donavan with his article, "The What and Why of Job Analysis," *Introduction to Community Recreation* by George D. Butler, and *Elements of Position Classification in Local Government* by Kenneth Byers, M. Robert Montilla, and Elmer V. Williams.

George Butler points out that "recreation authorities have no more important task than the selection and effective use of their leadership personnel. In the competitive field for intelligent, capable workers, they must attract young men and women to recreation as a desirable field of service."

Some conditions and factors which effect the ability of recreation authorities to select and retain competent leaders
were listed by Byers, Montilla, and Williams as being:

a. Interpretation of employment opportunities.

b. Installation of a classification plan for recreation positions.

c. Adoption of satisfactory procedures for the selection of workers.

d. Ability to pay salaries commensurate with the preparation and responsibilities involved.

e. Opportunities for full-time, year-round employment.

f. Assurance for security for satisfactory workers.

g. A definite policy governing advancement.

h. Assurance of good working conditions and fringe benefits.

The physical plant of a recreation program is important in that it will dictate what type of activities the program will consist of. Henry S. Churchill has put forth some basic principles, which are concerned only with the broader aspects of physical planning for recreation areas and facilities, in his book *The City is the People*. They are presented as examples of the kinds of guiding policies any agency or jurisdiction concerned with recreation will find useful in shaping a recreation system.


Meyer, Brightbill, and Sessoms feel that some person or group must be given official responsibility for looking after the
affairs of the agency, department or organization. The National Recreation Association believes that a department's structure should reflect its purpose, its methods or operation in relation to its resources, and its relationship to the community.

Meyer, Brightbill, and Sessoms also suggest that some of the more pertinent factors which influence community expenditures for recreation are: the financial condition of the community, the legal tax structure limitations, peculiar needs of the community, and prevailing local costs of personnel, services, supplies, and equipment.

Programming should represent a wide range of activities, planned and spontaneous, organized and informal, supervised and undirected. A well-planned program provides the foundation for achieving objectives and creates a unity of purpose for the entire organization. Mr. Barasch suggests that the social composition of any community must be studied and differentiated by income, age, and sex before meaningful recreational planning and programming can effectively take place. He found that age is not only the most limiting factor in terms of recreational participation, but is the biggest single determinant of recreational preferences as well.

It has been established that the most important aspect of community recreation is personnel. Without good leadership, no recreation department can succeed. Butler states that "recreation authorities have no more important task than the selection and effective use of their leadership personnel."
Mr. Anderson found in his study on personnel standards in public recreation that professional knowledge was the highest rated personnel qualification by a jury of professionals, and personal health was rated lowest in importance.

Mr. Fitzgerald found in his study on personnel that some of the factors used in the selection of personnel which were rated highest were: interview, application form, citizenship, education, and experience. Factors in general considered least important were: personal pattern of recreation, religion, nationality, marital status, residence, and performance tests.

The types of properties required for recreation and park purposes in a community can be determined only after careful study and planning. Recreation planning is an integral part of community planning; it has a direct relationship to other land use including thoroughfares, residential neighborhoods, public schools, and other elements that determine the livability of a community. Recreation planning has the purpose of meeting the leisure-time needs of people, and it is the job of the planner to relate the physical needs of a community to the living patterns of its people. The most evident conclusion Mr. Barasch produced was that there is an extreme difference in type and number of recreational facilities allocated due to age, income and community composition that result in substantial land and economic supply and/or savings. He suggests that recreational facilities and outdoor spaces must be provided and located where they can be: (1) reached; (2) used; (3) integrated into the social system; (4) grow, change, and eliminate themselves
when necessary. He also offers that new and additional facilities should first try to be incorporated into the existing recreational and/or educational system before any new facilities are allocated or constructed.

The recreation program should undergo continuous evaluation to make certain that it takes into consideration the varied and diversified interests, needs, and capabilities of those it serves.

It is recommended also by most professionals that community citizens be involved in the evaluation process, not only because it will insure the best possible program, but also will get them involved in the over-all program.

**Summary**

When a community wishes to organize a department of recreation or if an established department is considering extensive re-organization, there are certain standards or guidelines to follow.

One of the very first and most basic of considerations is the fact that there must be a stated philosophy as to the role recreation is to play in the life of the individual and the community. Butler feels that these statements must be written down and must reflect, not only the attitude of the recreation professional, but also the attitude of the people in a position to make decisions concerning the future of recreation in the community (mayor, city council, school board, etc.). He also feels there should be a written set of goals defining the task
of the recreation department in providing services. The National Recreation Association agrees and suggests that goals should:
be attainable, be developed, established and reviewed with the involvement of the staff and the community, differentiate between long-term and short-term goals, and be made known to all departmental personnel.

The proper administration of organized recreation services is essential. Recreation administration is broken down into two main phases: organizational structure and financial administration.
CHAPTER III

METHODS AND PROCEDURES

Introduction

This chapter includes a description of the interview technique employed to develop a model for the development of recreation programs. Once the model was developed, it was applied to Grandview Heights, Ohio, a suburban community with a developing recreation program.

Interview Technique

In deciding upon the areas to be covered and the specific questions to be used in the interviews, the areas which appeared most often and were emphasized most emphatically in the literature search as being the important factors to consider in developing community recreation programs were: Philosophy and Goals, Administration, Personnel, Programming, Areas, Facilities and Equipment, and Evaluation.

The specific questions used were culled from the literature search with much reliance placed on the work Betty van der Smissen did for the National Recreation and Parks Association entitled "Evaluation and Self-Study of Public Recreation and Park Agency." A copy of the questions may be found in the appendix on page 105.
Interviews were conducted with the Directors of eleven exemplary recreation programs in the State of Ohio. This list of eleven men was attained through recommendations of the Ohio Parks and Recreation Association and the Association of Central Ohio Recreation Executives.

In the interests of accuracy, all interviews were taped. The professionals interviewed were:

1. Theodore Flickinger, Director of Parks and Recreation, Bexley, Ohio
2. Edward Dressler, Director of Parks and Recreation, Miamisburg, Ohio
3. Robert Jericho, Director of Recreation, Lakewood, Ohio
4. Daniel Ludwig, Director of Recreation, Rocky River, Ohio
5. Richard Marous, Director of Recreation, Shaker Heights, Ohio
6. Leslie Morgan, Director of Recreation, Euclid, Ohio
7. Richard Rano, Director of Parks and Recreation, Westerville, Ohio
8. William Richwine, Director of Parks and Recreation, Kettering, Ohio
9. Alan Sandberg, Director of Recreation, Worthington, Ohio
10. Kenneth Thompson, Director of Parks and Recreation, Upper Arlington, Ohio
11. C. F. Tomlinson, Director of Parks and Recreation, Vandalia, Ohio

The City of Bexley was a finalist in the National Gold Medal Awards in 1970 which means their Parks and Recreation department was selected as one of the four most outstanding departments in the nation. They were in the category of communities with less
than 20,000 persons for population, and were judged by a panel of experts from the parks and recreation profession, the National Recreation and Park Association, and the National Sports Foundation.

Bexley's director of parks and recreation, Ted Flickinger, is presently acting as chairman of the membership committee for the Ohio Parks and Recreation Association. He also recommended several of the interviewees as being excellent sources of information for this study.

The city of Westerville is also a past finalist for a Gold Medal Award and their director is Richard Rano, who is presently third Vice-President of the Ohio Parks and Recreation Association.

C. F. Tomlinson is past President of the Ohio Parks and Recreation Association as Director of the program in Vandalia.

Mr. Richwine of Kettering is presently chairman of the ethical practices committee, and Mr. Dressler of Miamisburg is presently the chairman of the Public Relations committee for the Ohio Parks and Recreation Association.

Each man was contacted by telephone and asked if he would be willing to contribute some of his time and expertise toward this project. They all agreed to help in any way they could. They were then sent letters of appreciation along with copies of the interview questions. This allowed them to study the questions beforehand and have their thinking organized for the actual interview which took place, in most cases, several weeks later.
After the guidelines for expanded recreation programs in suburban communities were developed, a study was made of a specific community (Grandview Heights, Ohio) to determine whether the guidelines hold up as to the problems and difficulties involved. A plan of attack for expanding program offerings and facilities in Grandview Heights was then based upon the resultant guidelines.

To complete this plan of attack, a study was made of the present situation in Grandview Heights. The methods used to accomplish this were:

1. A questionnaire was sent to every household (3,000) in the City of Grandview Heights and the Village of Marble Cliff. The Village of Marble Cliff is in the Grandview Heights School District and has representation (one member of the five-member board) on the Grandview Heights recreation board.

The purpose of the questionnaire was to try to get the communities of Grandview Heights and Marble Cliff to respond to the possibilities of a long-range plan for the development of the recreation program; in particular, facilities. The results indicated the attitudes of the people toward possible expansion of program and facilities.

The return of the questionnaires was tabulated and used as input to either support or deny the contention that the program offerings and facilities of the Grandview Heights recreation department should be expanded, and if so, in what direction? A copy of the questionnaire can be found in Appendix B on page 110.
The results of the questionnaire can also be found in the Appendix C on page 113.

2. Some available sources of literature were studied to establish the nature of the Grandview Heights recreation program at the present, and possibilities for expansion in the future. The sources included local newspapers, minutes of recreation board and city council meetings, city ordinances, recreation department scrap book, letters of correspondence, the questionnaire, etc.

3. Verbal discussion was conducted with people in the community to get in-depth information and opinions to enhance and support written text and to clarify information previously passed on. Some of the people involved in the discussions were the mayor and past mayor, city councilmen, recreation board members, recreation directors (past and present), little league officers, community citizens, etc.

Much attention was placed upon first-hand knowledge in this portion of the study, as the writer is presently the Director of the Grandview Heights recreation department.

After information was gathered and synthesized in Grandview Heights, it was compared with the model by applying the same questions used in the interviews against Grandview's situation.

As a result of this entire process, it was determined whether or not the program in Grandview Heights was in agreement with the model developed. Recommendations were then made to Grandview Heights in the areas that its program was lacking.
CHAPTER IV

RESULTS

Because recreation is becoming a more dominant force in the life of the individual and the community, it is becoming increasingly important that those communities planning a new, or expanding an already existing, recreation program proceed with caution and deliberation. There are many pitfalls to avoid and practices which must be followed if a successful, growing program is to be attained.

The model for developing community recreation involves consideration of the following areas: philosophy and goals, administration, programming, personnel, areas, facilities and equipment, and evaluation.

The responses of the working professionals, coupled with a current literature search, resulted in some common agreements as to procedures to follow for suburban communities in their efforts to develop a recreation program. The responses follow.

Philosophy and Goals

1. What is your philosophy of the role of recreation in the life of the individual and community?

All the men interviewed agreed that recreation is a vital part of the life of the individual and the community. Mr. Tomlinson said, "We have an obligation to provide as much opportunity for
recreation, for as many people as possible." Mr. Flickinger stated that, "Recreation is needed in our communities. We need to make plans for our leisure time which is increasing. People must be offered carry-over activities that they can use in later life. We are concerned with starting with pre-school and scanning the age spectrum through senior citizens. We must make recreation meaningful to the individual. Recreation is vitally important to the life of a community. Recreation is an agency that bonds the community. It develops solidarity in the community.

2. Do you have a departmental statement of philosophy of the role recreation plays in the life of the individual and the community? What is it? Is this statement written down? Why?

Most of the respondents answered yes to the first part of this question. Almost to a man, they had a departmental philosophy on the role recreation plays in the life of the individual and the community. Mr. Richwine related that the City of Kettering has their philosophy of recreation written in their historical summation:

It has been written that we are now living in a leisure-oriented society. A society characterized by labor-saving devices, more and more leisure time, more income for less work. A society in which toil as a means of substance has been virtually eliminated, and an economic system in which all men are guaranteed an income. The pattern of leisure includes weekends, shorter work weeks, longer vacations, early retirement, and, for an increasing number of people, no work at all. Recreation makes a definitive and positive contribution to this leisure-oriented society and the long-range plans of the Kettering Parks and Recreation Division must be directed toward this goal.
Mr. Richwine indicated the reason for this philosophy being written down was so the people of Kettering may see their government's stand on recreation and to act as a constant reminder of what we stand for.

Mr. Ludwig mentioned that his school board has a written philosophy of the role recreation plays in the community. However, he cautions against thinking too much about the department's philosophy and not enough about the program itself. "The important thing," he feels, "is the program."

George D. Butler¹ agrees when he writes, "However fine and idealistic a concept of local recreation administration might be developed, a recreation program can actually be achieved only if plans for its organization are worked out on a realistic basis, if they have the active cooperation and support of the agencies affected, and if they are acceptable to the people."

There should be written statements of philosophy relating to the role of recreation in the life of the individual and the community. Professional personnel of the recreation department should have a stated philosophy toward recreation as a profession, as well as recreation's value to the individuals and the community. There should be a statement of purpose regarding the role of the public recreation department in the community.

This statement should be developed by professional personnel and citizen board and be based upon the legal purpose as stated in the establishing act, whether ordinance or statute.²

Possibly more important than the philosophy stated by the professional personnel in a community recreation program, is the philosophy of the local authorities; Mayor, City Council, school board, etc., as to the role recreation should play in the life of a community. All too often, authorities just pay lip service to their recreation program and are not interested in developing a progressive, dynamic program. A case in point is the recreation program which was established in the City of Grandview Heights, Ohio, in 1967. The operating budget at that time was set at $21,000 per year. At the present time (March, 1972), the budget is still $21,000. With no increase in funds from the local municipality, the program, which was very meager to start with, has been stifled and not had a chance to grow and expand into the type of program the citizens of Grandview Heights need and desire. This is a clear case of local authorities paying lip service to their recreation program with little or no desire to offer a good comprehensive program to the people. The local officials must be behind all attempts to establish and/or expand recreation program offerings.

²Ibid. p. 450.
3. What do you feel is the role of local government as regards recreation in the community?

All of the directors felt it was the local government's responsibility to support the recreation program. Mr. Rano said, "Government is representative of all citizens, so are better able to run recreation than any other group." Mr. Marous agreed, saying, "I look at town recreation as a governmental function and not as a luxury item tacked on after the others. A facility should be constructed from tax money."

The participants in a national recreation workshop agreed when they concluded:

The primary responsibility for recreation is in the local community; and because recreation contributes to the welfare of the people, it is the primary responsibility of local government.3

4. Do you have a written set of goals defining your task in providing services to your constituents? Why? If so, what are these goals? Who developed these goals?

Mr. Richwine answered in the affirmative to the first part of this question; he does have a written set of goals. The purpose of these goals being written down is for evaluation and the review process. He feels that the goals of his department being written down will act as constant reminders what his purpose is. He and his department can keep a continuous evaluation and review process working if his goals are in written form. The Parks and Recreation advisory board and himself established the goals. They are:

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The goals of the Kettering Parks and Recreation Division are to provide a comprehensive parks and recreation program on a year-round basis, for all the residents of the city. Those involved in this program should include the adults as well as the children, the girls as well as the boys, and the passive and social activities as well as the active and athletic activities. In addition to offering a comprehensive schedule of activities, the division must also be concerned with developing a comprehensive system of open space (playgrounds, playfields, and park areas.)

The goals of the Kettering Parks and Recreation Division are concerned with the development of neighborhood facilities and of major parks and recreation areas. We must attempt to provide facilities in every neighborhood, (such as basketball courts, ball fields, gymnasiums, playground equipment, etc.) plus programs, (such as slim and trim, teen and adult indoor gym programs, etc.).

The total goal of the Kettering Parks and Recreation Division is to meet the parks and recreation needs, on an individual basis, of all the residents of Kettering.

The National Recreation Association agrees that there should be goals defining the task of the public recreation department in providing services for its constituency. They recommend that goals: 4

a. Be written.

b. Differentiate between long-term and short-term goals.

c. Be compatible with the aims and objectives of the recreation profession as defined by the professional organizations.

d. Be developed, established and reviewed with involvement of the staff and community, board

committee on evaluation. Goals evaluated each year for the first five years after department is initially organized, after each administrative change (top administrator), and every five years thereafter.

e. Be attainable (feasible, achievable, realistic) for the department, based upon existing and potential resources of the community.

f. Be made known to all department personnel, related governmental units, the managing authority, related allied organizations and the community group, e.g., Chamber of Commerce, service club, parent-teacher organization, church group, women's club.

5. What are some problems you may have come across in establishing your philosophy and goals for your community as regards recreation that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

Mr. Tomlinson suggests that a community starting a program may already have a part-time program, so when setting up goals "be very careful not to step on any toes." He feels, "A new program needs full support of the community. We must realize that we will have to cater to many, many different interest groups."

Mr. Richwine cautions that goals set, should be realistic goals and none that can't be met, and we should always maintain a positive approach as regards our goals.
Mr. Dressler feels somewhat as Mr. Tomlinson does when he states, "You will be going against tradition with just about everything you do with present groups, so don't try to overpower them, and don't step on any toes. Don't duplicate effort."

Mr. Marous suggests a re-evaluation of the situation at least once a year to fit the present population. He feels, "There will be a turnover in population with vast interest differences."

6. Does the fact that your community is a suburban community next door to a large city have an effect on your departmental philosophy and/or goals?

Mr. Jericho thinks the large city next door definitely effects his goals as pertains to what he would have to do to fulfill the needs of all his residents. He feels his goals would be quite different if he were in a small rural town, out fifty miles from the nearest large city.

Mr. Dressler says that he has a very good working relationship with the city of Dayton, Ohio, and his goals have not been effected at all.

Administration

The proper administration of organized recreation services is essential. Sometimes inadequate recreation opportunities can be made productive with good administration, but the best results cannot be achieved without it. The administration of a community recreation program can be broken down into several phases, with two of the major phases being organizational structure and financial administration.
1. Does your organizational structure provide for one public authority responsible for legislation (policy making) functions? If so, what body is this? How is it formed? What are the advantages of this type of structure? What are the disadvantages of this type of structure?

All the respondents answered in the affirmative to the first part of this question. Although, not all of the communities involved had the same administrative structure, they did all have a public authority responsible for legislation.

While some left the authority in the hands of the city council, with advisory boards appointed for guidance, some also had a recreation board appointed by the city or the school board, possessing all the powers and subject to all the responsibilities of the respective city authorities.

The City of Bexley has a recreation board appointed by the mayor and consisting of five persons, two of which are members of the Board of Education of the Bexley City School District, serving terms of five years.

The City of Miamisburg has a recreation advisory board consisting of five members. Two of the members must be members of the board of education of Miamisburg City School District or members appointed by such board of education, and three members shall be appointed by the majority vote of council.

Shaker Heights has a Recreation Board structure with two members from city council, two board of education members, and five lay members appointed by the other four members.

Vandalia has the advisory board type of structure, with members being appointed by the recreation director.
Those directors in favor of the recreation board structure feel it is the most effective form. Mr. Flickinger stated, "I would like to take the politics out of recreation. The Parks and Recreation Board type set-up is definitely the best." He feels that it could stifle a recreation program if the recreation board didn't have legislative powers and had to go to city council or the mayor every time they wanted to act. He also feels that a representative from the schools should be included on the recreation board.

Others who felt as Mr. Flickinger did pointed out the fact that it would be advantageous to get different people (appointees) involved in the policy making, who are not so concerned about budgeting for the fire department, police department, or highway department. These people will fight for the type of budget they feel is necessary to carry on the program they think their community needs.

Those who advocate a recreation advisory board feel that this involves more people from the community and more can be accomplished when dealing directly with the people who "pull the purse strings" (mayor, city council, city manager).

In all cases, one type of structure is not to be mistaken as the best. Each community must study its own needs in its own setting and then decide on a plan of attack. The structure that works best for one community need not be the best for another.

The National Recreation Association suggests that a recreation department's structure should reflect its purpose, its methods of operation in relation to its resources, and its relationship
to the community. Some of the criteria set forth by the N. R. A. for organizational structure are:

- **a.** The source of authority of and powers for the public recreation managing authority should be clearly set forth by legal document.
- **b.** The organizational structure should provide for one public authority responsible for legislative (policy-making) functions.
- **c.** There should be written and definitive guidelines for the relationships between the administrative and the legislative functions.
- **d.** There should be an administrator who is responsible to the managing authority for the operation and services based on established written policies and procedures approved by the managing authority and the administrator.
- **e.** The administrator should help the managing authority to become familiar with the areas of control and the individual responsibilities of the managing authority members, as well as the general operation of the department.
- **f.** A specific distinction should be made among policies, rules, regulations, and operational procedures. It should be indicated how each is established and administered.
- **g.** Where the legislative body is a citizen board, it should hold regular meetings monthly with the actions of the board and reports of the administrator officially recorded. Board members should be representative of the total community and serve rotation of terms.

2. Is the source of authority of and powers for the public recreation managing authority clearly set forth by legal document? If so, what type of document?

All respondents stated that there was, in their community, a legal document setting forth the authority of the recreation managing

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authority in the form of a city ordinance. In addition, they all felt it was necessary that this authority be set forth in such a manner. Meyer and Brightbill agree when they say, "Some person or group must be given official responsibility for looking after the affairs of the agency, department, or organization."6

3. Does your legislative (policy-making) body hold regular monthly meetings with actions of the board and reports of the administrator officially recorded?

All communities involved in this study hold regular monthly meetings with reports or minutes of the meetings being sent to the mayor, city manager, city council, school board, and/or any other parties that might have an interest in such information.

4. Does your department have an administrative manual? What information does it include? Why?

Most all of the respondents indicated that they had a departmental administrative manual containing information on departmental philosophy and objectives, employment procedures, job descriptions, personnel policies and practices, staff evaluation sheets, program evaluation sheets, rules and regulations on safety procedures, accident reports, program planning, financial report sheets, etc.

Mr. Marous explains the need for having administrative manuals when he says, "They are a carry-over tool. They provide for

consistency in one's program." He also feels, as does Mr. Flickinger, that having written policies and procedures is a justification for what you are doing in your program, and it backs up your reasons for doing certain things when questioned by someone.

5. Is your department involved in a cooperative planning effort with other bodies such as zoning commissions, city council, county supervisor, school board, etc.? Why?

Most of the directors answered yes to this question, with the reasoning being, that there should be close working relationships between community groups because more good can be accomplished for the community with few or no duplications of effort. When working close together, all information is gotten first hand and this "is the most efficient way of doing things," according to Mr. Marous.

6. Does your department have established policies with other bodies on cooperative use and maintenance of facilities and program operation? Why? If so, are these policies written down? What are these policies?

Mr. Richwine, Mr. Marous, and Mr. Flickinger all said they do have written policies with other bodies on cooperative use and maintenance of facilities and program operation. The main reasons given were that it makes for more continuity in the program, especially with periodic changes of personnel and for the most efficient use of facilities in the community. Mr. Flickinger recommended a form for the joint agreement between a recreation board and a board of education, which may be found on page 124 of this work.
7. What is your annual budget? How are your budgetary needs arrived at? Are there priorities when making out the budget? If so, what are they?

Following, are some of the typical budgets and populations of the cities involved in this study:

<table>
<thead>
<tr>
<th>CITY</th>
<th>POPULATION</th>
<th>BUDGET</th>
</tr>
</thead>
<tbody>
<tr>
<td>Vandalia</td>
<td>12,000</td>
<td>$90,000</td>
</tr>
<tr>
<td>Westerville</td>
<td>14,000</td>
<td>$97,000</td>
</tr>
<tr>
<td>Shaker Heights</td>
<td>45,000</td>
<td>$200,000</td>
</tr>
<tr>
<td>Kettering</td>
<td>70,000</td>
<td>$471,000</td>
</tr>
<tr>
<td>Miamisburg</td>
<td>16,000</td>
<td>$175,000</td>
</tr>
</tbody>
</table>

The general method of arriving at budgetary needs requires much foresight and planning according to those interviewed. All aspects of one's program are to be scrutinized.

There must be estimates made of expenditures and income for the previous and coming years by breaking down the unit cost of each program element and justifying same. Included in the categories which must be studied are costs of leadership, equipment, and facilities maintenance. Expenses for capital improvements and acquiring land should be placed in a separate category and not included with program services.

All the men agreed when they suggested that there definitely are certain priorities involved when making out budgets. The factors which receive the priorities are the programs that were successful the year before and accepted as a relevant segment of the community life, and also experimental programs -- Programs which seem to be what the community may want or need.
Meyer and Brightbill suggest some of the factors which might influence community expenditures for recreation as: 1) The financial condition of the community; 2) the legal tax structure limitations; 3) the efficiency of over-all municipal financial administration; 4) the peculiar needs of the community; 5) the capacity and generosity of those in a position to make voluntary contributions; 6) the physical plant (recreation areas and facilities) available; 7) the amount of time which people can give to help administer and supervise the programs; 8) prevailing local costs of personnel, services, supplies, and equipment.\(^7\)

As shown above, there are many factors which enter into the amount of money to be spent on recreation. Nevertheless, experience over the years in a large number of communities, along with the growing public interest in recreation does afford a basis for the development of expenditure standards which can be used as a guide in fiscal planning.

Some of the basic principles which should be followed in the financing of community recreation are pointed out by the Athletic Institute as being:

1. Since society has accepted responsibility for furnishing the basic recreation services it believes should be made available to all the people, it must provide the funds needed to meet the costs of such services.

\(^7\)Ibid., p. 434.
2. Cooperative planning is necessary to determine how public and voluntary agencies can best share recreation costs.

3. Government, in determining the amount to be made available for public recreation services, should give consideration to annual per capita expenditure standards in relation to the amounts spent for other necessary services.

4. Available funds should be spent in the areas of greatest need and where they will yield the maximum benefits to the people.

5. In general, the recreation services of public and voluntary agencies should be provided free or at a nominal charge.

6. A system of financial records should be established that, in combination with service records, will indicate the total and unit costs and the types of services rendered and afford a guide to fiscal planning.

7. Public funds allocated for recreation use should be specifically designated for recreation and spent in accordance therewith.

8. Financial planning must implement long-range plans for areas, facilities, and programs by the development of a long-range plan for meeting their cost.

9. In planning new buildings and facilities, consideration must be given to the provision of funds to assure their proper operation, leadership and maintenance.®

®The Athletic Institute, Recreation for Community Living, (Chicago, 1952), p. 111.
8. What is your policy on the type of services for which fees and charges may be made and the basis for establishing the amount of such?

Although all directors interviewed had somewhat different policies regarding fees and charges, they did all seem to lean toward keeping fees at a minimum for the younger age groups.

Mr. Dressler has fees for special recreational facilities (golf course, pool, etc.) primarily for control purposes, and not to make money. He states, "About 50% of our programs have a fee of some sort, but we try to keep as many youth programs as possible with little or no fee."

Mr. Rano's policy is that "adult programs should be self-supporting, youth programs should be subsidized, and elementary programs should be free."

In Shaker Heights, if there is instruction involved, there is a fee; if supervision, free of charge. This policy holds for both adults and children.

9. What are some other means of finances for your program besides your budget and fees and charges?

Among some of the other sources mentioned during interviews were, fund-raising activities such as carnivals, bazaars, or ox roasts. Federal and State assistance has been used in many communities and it is recommended by all that these sources be pursued for funds.

10. Do you have long-range financial plans for capital improvements and expansion of services? What are they?

Most of the respondents did not have a long-range plan but all agreed a community recreation department should have one, and most
were working on one at the present time.

11. Do you make regular reports of departmental operations to your managing authority as well as to the constituency? In what manner?

All replied that they do make written reports. All make their written reports to the managing authority by way of the monthly director's report or as Mr. Rano refers to it: "operational recap." The constituency gets their report in the annual recreational report and in periodic newspaper articles.

12. What are some other methods you use for public relations tools?

Mr. Dressler feels that most communities do not work enough on public relations. He said, "They feel it is a frill, but you just have to have it."

He has place mats with program and facility offerings placed in many restaurants. He mentions flyers, school talks, word of mouth and the program itself as being valuable public relations tools.

Mr. Richwine lists radio, television, newspaper, mobile unit, welcome wagon, speaking engagements, and the program itself as some of his public relations tools.

Mr. Marous would warn against confusing publicity for public relations. "Publicity gets them there, but public relations holds them there," is the way he likes to put it. Consequently, he feels that the best public relations tools are a quality staff, equipment, facilities, and program.
13. What type of records (financial, personnel, program, property inventories, legal documents, accident reports, etc.) do you keep? Why?

All those interviewed said they kept records of the type mentioned for the obvious reasons of continuity of programming and for future reference as an informational guide. All agreed that records of all types should be kept if one is hopeful of developing a sound program.

14. What are some problems you may have come across pertaining to cooperative agreements for planning and operations, financing, public relations, and general administration of the program that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

Two of the biggest problems Mr. Richwine experiences in Kettering are: 1) "We are always competing with other divisions of the city (police, fire, highway, etc.) for the dollar. It is very hard to get the powers to be, to accept the fact that recreation might be as important to the community as the other divisions. To overcome this problem, we have a continual job of public relations and selling our program. If you can get the people of the community behind you, it makes your job that much easier when it comes time for budgets."; 2) "Lack of communication is another big problem. There must be good communications between the city, school board, and recreation division if the citizens of the community are to get the greatest benefit from your program. Again, the solution isn't an easy one. You must keep plugging away. Get members of the different groups involved in the recreation program on more than a lip-service basis. Create some strong liaisons between the groups. Keep everyone informed of what's happening
at all times."

Mr. Dressler mentions a problem he came across pertaining to cooperative agreements for planning and operations. "Many times when two or more groups cooperate on a project, one group will lose some of its identity, and it is hard to convince them they are still unique."

As he puts it, "Good public relations and a close working relationship will help alleviate some problems that arise in this area."

Mr. Rano warns, "You shouldn't get so tied down that you can't get out and create some public relations and identity for the recreation department."

Mr. Marous also warns that "you should not mistake the enthusiasm of ten or fifteen people for the attitude of the entire community. Investigate thoroughly before acting on recommendations from citizens, especially with regards to capital improvements."

15. Does the fact that your community is a suburban community next door to a large city have an effect on your cooperative planning and operations, financing, public relations, and over-all administration of your program? If so, in what way?

Most of the respondents felt that the bordering large city did not have much effect on their program in these different areas.

Mr. Richwine did mention that "many of the residents of Kettering did use facilities of Dayton and there was no need for duplication of facilities for these people."
Programming

The community recreation program is the term applied to the total experience of individuals and groups resulting from community action in providing areas, facilities, leadership, and funds. These experiences represent a wide range of activities, planned and spontaneous, organized and informal, supervised and undirected. The activities comprising the recreation program are designed to meet the fundamental human needs and to contribute to a satisfying, abundant life. In order to achieve this, however, programs must be planned with a knowledge of human needs and of the methods by which they can be served effectively. Participants at a national recreation workshop concluded: "The objective of program planning is to provide those experiences that will bring to the participant the most satisfying values and that in addition will have desirable social effects. It should be kept in mind that in many cases, the planning process itself has recreational values." 9

1. Do you have specific objectives established for each program element in your program such as community centers, playgrounds; programs for senior citizens; the handicapped and other special groups; and services such as program consultation and provision of equipment and facilities? Are they written? Who prepared them?

Most of the directors preferred to have general objectives for each program element to allow for flexibility in programming. In some cases the recreation board prepared them, in some the director of recreation, and in others, interested citizens were invited to

9Ibid. p. 139.
participate. Mr. Richwine feels, "If you are planning a neighborhood facility, the people who live in that neighborhood should be invited to participate in the planning process."

2. What segments (people) of your community are involved in program planning? How are they involved? Why?

Everyone should be invited to participate in one form or another in the planning of the recreation program. Either through questionnaires, being on an advisory board or by being invited to be part of a special interest planning committee. No one should be excluded from having his say. If these policies are followed and you involve as many people in the program as possible, you will have more support for the things you want to do. School recreation chairman, liaison people, inter-agency councils, Y. M. C. A., boys' clubs, etc., are all ways of getting more people involved.

3. The selection of program content, specific activities, and opportunities in your program are based upon what factors?

Activities that have been successful in the past are given first consideration in selecting program content. Other activities chosen as a part of the program come from surveys taken in the community to determine likes, dislikes, needs and desires of the residents. Often times, an individual who is especially skilled in a certain activity (karate, gymnastics, ceramics, etc.) will volunteer to teach a class in his or her specialty, and it may become very popular. Efforts should always be taken to try and determine what types of activities will be positive additions to the program. You should not try something just for the sake of
trying it.

4. How are residents involved in your program, other than as residents? (club officers, teen councils, volunteer leaders, aides, sponsors, etc.) How do you get them involved?

All have residents involved in some way other than as participants. Kettering has a teen council, recreation aides, little league coaches, sponsors for different events and leagues. Mr. Sandberg feels, "The only real good way to get people involved is to publicize your needs through newspapers, schools, etc., and make your program as attractive as possible to those you are seeking to enlist in the program.

5. What are some problems you may have come across in your program planning that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

A universal problem mentioned in program planning is the lack of facilities and financing to carry on the type of program needed by the community. No one has solved the problem, but you can work toward a solution by educating the right people to the fact that more facilities and monies are needed. Convince the community that you have a worthwhile effort going and get them on your side. It is a never-ending process of maintaining quality and then using your public relations tools to their best advantage.

Mr. Rano also mentioned that "when starting a new program in a community, there will be many little groups with their own activities going, and problems may arise. The community may already have some people running a little league baseball or football program, and when you start your program, it is difficult to work
with these established groups."

6. How does the fact that your community is a suburban community next door to a large city effect your programming policy?

   Mr. Rano feels that because there isn't enough money to provide everything his community needs, it is advantageous to be situated next to a large city in that many of the activities he cannot provide the residents of Westerville can be found in Columbus. However, he also feels that it is difficult to upgrade his recreation program because many Westerville residents do use Columbus sources for their recreation needs, and there is very little support given to his program because of this.

   Mr. Marous feels it is an advantage to be situated next to a large city, in that residents of Shaker Heights can go to Cleveland for activities during the day time hours. One of his problems is lack of facilities for day time recreational use. He sees no disadvantages in being located next to a large city.

   Mr. Flickinger, on the other hand, sees a disadvantage in that he feels the City of Bexley has an outstanding recreation program and it not only attracts many Bexley residents, but also many people from Columbus. This tends to cause over-crowding and has an adverse effect on his program.

   According to Mr. Morgan, the program at Euclid is effected in the same manner. He tries to discourage Cleveland interests using Euclid facilities.

   Cities are increasingly building their programs upon the principles of extending to the greatest possible number of people,
the most desirable and the most varied activities which it is practical to originate and sponsor. The basic requirements of a community recreation program were defined by Joseph Lee in the following words:

A community program for recreation must include the discovery of potential interests, talents, and skills, training and education in the creative use of leisure, and a wide variety of opportunities to serve the multitudinous interests—physical, social, musical, dramatic, nature, etc.—of different individuals.

Government, the collective agency of the people, is responsible for fostering and administering such a rich program of leisure-time opportunity.¹⁰

In spite of the fact that communities, like individuals, differ in their recreation interests and needs, it is nevertheless possible to set forth certain essential characteristics of a community recreation program. Butler puts forth thirty basic criteria for an adequate recreation program. He feels that every community recreation program should:

1. Provide equality of opportunity for all.
2. Serve all ages.
3. Provide equally for both sexes.
4. Provide opportunities for co-recreation.
5. Encourage family recreation.
6. Provide a wide range of individual choices in different types of activities.
7. Include relaxing as well as active forms of recreation.

8. Offer possibilities for varying degrees of skill and ability.

9. Provide activities of a progressive nature.

10. Carry over the leisure time skills and interest developed in the schools.

11. Include activities that will persist at the adult level.

12. Continue throughout the year.

13. Provide activities for different periods of free time.


15. Encourage individuals and groups to provide their own activities.

16. Be related to other local programs.

17. Furnish outlets for satisfying group activity.

18. Recognize the different tastes and interests of the individual.

19. Provide outlets for creative expression.

20. Serve the specific interests and needs of the people in different neighborhoods.

21. Provide for the ill and the handicapped.

22. Afford opportunities for developing good citizenship.

23. Utilize fully all existing properties.

24. Make possible the wisest use of available resources.

25. Place recreation opportunities within the financial abilities of all the people.

26. Conform to recognized program standards.

27. Assure safe and healthful conditions for recreation activity.
28. Be subject to continuous evaluation.

29. Provide opportunity for contact with nature.

30. Utilize the potential volunteer services of individuals and groups.¹¹

**Personnel**

One aspect of recreation rises above all others in its importance as a root factor in the recreation movement—leadership. Fitzgerald suggests that "significant as Philosophy, Administration, Facilities, Finance, and Program are to recreation; none of these factors is of such singular importance as leadership, which is the single most important factor in determining the effectiveness of a recreation program. All of the above mentioned factors are dependent upon leadership to make them meaningful and to render their application effective in meeting the needs for which they are designed."¹²

Danforth concurs in saying, "Leadership is by far the most important single factor in the successful operation of a program of recreation. Without good leadership, no recreation department can succeed, regardless of the many assets it may possess. Therefore, every possible effort should be made to understand the nature of good leadership, to determine what works, what doesn't, and why."


1. What percentage of your operating budget for recreation is keynoted for personnel (administrative and supervisory)?

The range of percentages was from 65% to 90%. Mr. Richwine estimated 65% of his budget went to personnel, Mr. Dressler estimated 70%. Mr. Marous estimated 85-90%, and Mr. Jericho estimated 90%.

2. Do you have a written job analysis for each type of position on your staff? What do these analyses contain? Why?

The majority had written job analyses for each type of position on his staff. These analyses contain duties and responsibilities, examples of work performed, required knowledges, skills, and abilities and acceptable experience and training. It is felt that there must be something in writing so that each individual will know and can be reminded from time to time what is expected of him. Also, if any residents should question the responsibilities of a recreation staff member, he can refer directly to the job analyses for his information.

Donavan agrees that "a classification plan helps the recreation department administer its personnel matters in an equitable and efficient manner. Position classification is a system of identifying and describing the different kinds of work in an organization and then grouping similar positions together under common job titles. Job descriptions, known as class specifications, indicate the duties, responsibilities, and qualifications of the position in each class."\(^3\)

Donavan also lists the typical major parts of a written class specification as follows:

1. A standard job title.

2. A general statement of the duties of the job and where it fits in the organizational structure.

3. Supervision required and supervision exercised.

4. Typical duties.

5. Job qualifications.\(^{14}\)

A list of the job descriptions for the major positions in the recreation department for the City of Bexley, Ohio, can be found in this work beginning on page 135. It should be noted that all the sections involved are almost exactly what Mr. Donavan suggests above.

3. Do you maintain a manual of personnel policies, practices, and procedures? What does this manual contain?

Most of the respondents did not have a separate manual of personnel policies, practices, and procedures other than those job analyses mentioned in question 2.

4. Do you have a systematic, periodic evaluation of personnel? Why? If so, how is this evaluation accomplished?

Mr. Richwine evaluates professional personnel every time they are up for a raise, because, as he puts it, "It is very important to maintain quality." All other personnel are evaluated periodically by the professional staff with a strict

\(^{14}\text{Ibid., p. 491.}\)
rating scale.

Mr. Tomlinson feels it is very important to evaluate regularly, and uses a rating scale also for his evaluations.

Mr. Jericho does his evaluation semi-annually. He personally evaluates the central staff (five people). They, in turn, evaluate the people under them. He has no evaluation beyond the third level of personnel.

A suggested form for personnel evaluation can be found in the appendix on page 147.

5. Do you have an orientation program for new personnel? If so, what does it consist of?

Most of the directors have on the job training form of orientation. Mr. Tomlinson has an in-service orientation program, and has morning staff meetings each week during the summer.

Mr. Richwine conducts a three-day workshop for summer employees and invites staff members from neighboring communities to join the program.

He believes it is necessary "to have some sort of orientation for new personnel in order to familiarize them with the program and let them know what is expected of them as recreation leaders."

6. Are your personnel active in professional organizations?

All of Mr. Richwine's professional staff are active, because, as he said, "They are professionals." He is very selective in his hiring program in making certain he hires nothing but professionals.
Mr. Jericho also has his higher echelon staff active in organizations because "it is necessary to do a good job."

Most of the directors felt their programs were too small to merit having a great number of personnel active in organizations. In most cases, just the director and possibly one or two others were active. They all agreed that it is very important to keep abreast of new advances and developments in the field of recreation.

7. How important to your program are volunteers? How do you secure volunteers?

It was the general consensus of all the directors interviewed that volunteers are "necessary evils." Mr. Jericho said, "My experience with volunteers has been less than satisfactory." Mr. Richwine said, "I try to get along without volunteers." Mr. Ludwig put it this way: "I am a great disbeliever in volunteers because many times their enthusiasm extends over two to three weeks and then dies. However, they are necessary in certain activities." Mr. Marous feels that "volunteers are important, but don't use them in too many key positions. They can also let you down. They should be used as back-up or supplemental people."

The general method of securing volunteers appears to be through announcements in the newspapers or at meetings of clubs, P. T. A., etc.

8. What are some problems you may have come across in your personnel policies that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?
Mr. Marous feels that "you must be objective, and seek out all information possible about an individual before hiring. You must have justified reasons for hiring someone, as well as not letting anyone pressure you into hiring certain persons."

Another point on personnel policies was brought up by Mr. Richwine, as he said, "A word of warning--don't compromise on your standards. You determine what you are looking for in the people. Try to attract the type you are looking for. Don't take people because they are political recommendations."

Byers agrees with Mr. Richwine stating, "Because recreation authorities are responsible for the quality and quantity of the service rendered by their workers, they must have freedom to choose the best qualified personnel available. Regardless of the specific method used, workers employed for recreation leadership, as well as for other services in the recreation department, should be selected on the basis of merit. Political pressures and personal favoritism have no place in the selection process."15

Mr. Morgan ran into a problem with his "culture buffs." It seems he could not get the calibre of programs that Cleveland could offer these people. Consequently, they were very critical of the program and ran their own, duplicating efforts.

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9. How does the fact that your community is a suburban community next door to a large city effect your personnel policies (selection, training, securing, supervising)?

All directors interviewed had a policy of giving local residents preferential treatment when hiring personnel. However, they also all agreed, that at times, it was necessary to hire people from the large city in certain areas of the program. Mr Marous found Cleveland to be a good source of personnel in many specialized fields such as classes in opera, advanced classes in art, etc.

Mr. Dressler found Dayton to be a valuable source of personnel, especially with the availability of a large university.

All felt it was a definite advantage to be next to a large city as they were never at a loss for personnel to cover any activity within the program.

Areas, Facilities, and Equipment

The types of properties required for recreation and park purposes in a community can be determined only after careful study and planning. Recreation planning is an integral part of community planning. It has a direct relationship to the other land uses including thoroughfares, residential neighborhoods, public schools, and other elements that determine the livability of a community.

Recreation planning has the purpose of meeting the leisure-time needs of people. While these needs include organized programs and services, people also want equipment, areas, and facility development for their own unorganized use. Any plan for area and facility development, therefore, must consider the satisfactions,
both organized and unorganized, that people seek in their leisure-time hours.16

1. Does your department have a systematic planning program for all areas and facilities? What factors is this program based upon?

It was generally accepted that some sort of systematic planning program should be undertaken in regards to areas and facilities. Factors involved include present and future needs, capacity for future development (things such as land area available, finances, etc.).

Mr. Marous has a ten-year, long-range plan which is being updated continually. The recent completed ice rink was part of this ten-year plan.

Mr. Richwine works with a five-year program, also updating every year.

Churchill has put forth the following principles, which are concerned only with the broader aspects of physical planning for recreation areas and facilities. They are presented as examples of the kinds of guiding policies any agency or jurisdiction concerned with recreation will find useful in shaping a recreation system.17

Principles to apply in the early states of planning:

1. Opportunities for all. A recreation park system should provide recreation opportunities for all, regardless of race, creed, color, age, or economic status.


2. Analysis of facilities, needs and trends. Planning for recreation parks and facilities should be based initially upon comprehensive and thorough evaluation of existing public facilities, present and future needs and trends; thereafter periodic review, re-evaluation, and revision of long-range plans should follow.

3. Analysis of private facilities. Facilities and services provided by private agencies and institutions and commercial recreation enterprises to meet leisure needs of the population should be carefully evaluated by the public recreation agency and cooperating jurisdictions before plans for new recreation parks and facilities are prepared, so that a proper relationship between private and public facilities may be established and duplication may be avoided.

4. Public cooperation. Planning for recreation parks and facilities should be undertaken with full cooperation of the citizens, so that the recreation system may reflect thinking, concerning the needs and interests of all groups.

Principles to apply in planning the over-all system:

5. Unified System. Recreation Parks and facilities for a city, county, special district or metropolitan district should be planned as related parts of a unified, well-balanced system to serve the entire area of jurisdiction.

6. Integration in General Plan. The recreation plan, showing both existing and proposed recreation parks and facilities, should be integrated with all other sections of the general master plan for the locality.
7. Related Areas. Planning for recreation parks and facilities should encompass areas beyond a city, county, or other jurisdiction they are related to.

Principles to apply in planning individual recreation parks:

8. Central Location. Each recreation center or recreation park should be centrally located within the area it is planned to serve and should be provided with safe and convenient access for all areas of the area.

9. Flexibility and Adaptability. Within a particular recreation park the location, size, and design of activity areas and facilities should be regarded as flexible, so as to be adaptable to changes in the population served and in the recreation program offered to meet changing needs.

10. Beauty and Efficiency. Beauty and functional efficiency should complement each other in recreation parks and facilities and should be equally important goals of planning.

Principles to apply in carrying out plans:

11. Advance acquisition of sites. Land for recreation, parks, and facilities should be acquired or reserved well in advance for the development of an area, in the same manner as it is reserved for other public uses.

12. Achieving Space Standards. Space standards for recreation parks should be met and the land acquired even if the limited financial resources of a recreation agency oblige it to delay complete development.
13. Suitability of Sites. Selection or acceptance of sites should be based on their suitability for the intended purpose, as indicated in the over-all plan for the recreation system.

14. Perpetuity of Use. Recreation parks should be lands dedicated and held inviolate in perpetuity, protected by law against division to non-recreation purposes and against invasion by inappropriate uses.

2. Has your department undertaken any special or feasibility studies to determine the possible effectiveness of certain facilities? Who undertook these studies? How were they accomplished?

All the directors responded to the first part of this question in the affirmative. In some cases, the residents themselves undertook the studies; in some cases the recreation board; and in others, professional surveyors were used. In Shaker Heights, two residents are heads of survey firms and volunteered their services.

3. Who owns the facilities you use for your program? Do you need more facilities? What kind? Why?

The city and school board owned all facilities used by the recreation department in the communities studied. There was overwhelming agreement that the type of facility needed most was of the indoor variety. There just doesn't seem to be enough indoor facilities available to most recreation groups, especially during school hours when school facilities are being used for educational uses. These facilities can be used in the evening for recreation, but are not available during the day.
4. Does your planning for areas and facilities include the total citizen involvement? Why? If so, how is it accomplished?

Mr. Dressler feels that the people who live in the vicinity of the proposed facility should be involved, and the neighborhood school should be used as the center.

All agreed that as many citizens as possible should be involved in the program, because the more people involved, the more support your program will have.

Citizens should be involved in helping to determine present and future needs of communities for recreational facilities, in developing survey material, and in putting that material to use.

5. How are your facility and equipment needs arrived at?

An annual inventory determines needs of immediate nature in most all cases. The program is basically dictated by facilities and equipment.

6. What are some problems you may have come across pertaining to areas, facilities, and equipment that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

The largest problem encountered in areas and facilities by the directors interviewed was that of lack of money. They all agreed that there is no way to develop areas and facilities without the funds to do so. The solution to this problem is one of hard work, develop as good a program as possible with what is available, and develop a strong public relations program to get citizens of the community on the side of recreation. As Mr. Flickinger said, "Public relations will get money. Get people behind you, and you
will get money."

Another problem mentioned almost as often as lack of funds, was lack of land. Mr. Richwine found lack of land to be his biggest problem. He recommends, "Try to designate certain sections of the community for recreation as soon as possible."

Mr. Marous strongly recommends securing land ahead, also. He also feels you should get professional help in choosing sites.

7. How does the fact that your community is a suburban community next door to a large city effect your planning for areas, facilities, and equipment?

Most of the directors felt it was advantageous being next to a large city in that any facilities that could not be had in the local community for various reasons (lack of finances, lack of land) usually could be found in the large city. Therefore, in many cases, there was no need to build certain facilities, and any monies and land available could be used for other purposes.

Mr. Dressier feels you can create a demand for a certain type of facility (ice rink, tennis courts, golf course, etc.) not only among residents of your own suburban community, but also among residents of the nearby metropolitan center. Therefore, in creating this demand, care must be taken to avoid overcrowding of the facility either by making the facility large enough to accommodate all possible participants or by setting policies restricting participation to local residents.
Evaluation

1. Does your department have a systematic evaluation for the total department operation? What form does this evaluation take? Who is involved in evaluating your program? Why?

Of all the areas covered in the interviews, evaluation appeared to be the area least emphasized and most ignored.

Evaluation appeared to get only lip service in that all of the directors felt that some sort of evaluation should be carried on continually in order to affect a more meaningful program, but very few made a concentrated effort in this direction.

Mr. Richwine does have written evaluations after every season by the professional staff, because he feels it is an important part of any good program. Also, he feels, "It is the professional thing to do."

Meyer and Brightbill suggest the following questions to help in the evaluation process for the adequacy of a recreation program.18

1. Does it take into consideration the varied and diversified interests, needs, and capabilities of those it serves?

2. Does it take into consideration the physiological and the psychological capabilities and characteristics of the participants?

3. Does it consider the cultural, economic, and social characteristics of the people?

4. Is it cooperatively planned and conducted, involving participant and leader, interested groups, agencies and associations?

5. Does it involve the use of accepted program standards?

6. Does it provide for various levels and progressions of skills and efficiency?

7. Is it usually supported in leadership, facilities, and finance?

8. Does it mobilize and use all available resources?

9. Does it provide for equality of opportunity for all individuals and groups?

10. Is it flexible enough, and can it be modified to meet changing needs and conditions?

11. Does it protect the health and safety of the participant?

12. Does it encourage a high plane of personal behavior and conduct?

13. Does it take into consideration long-range, as well as immediate program needs and interests?

14. Is the cost of the program in line with the values derived from it?

15. Does it avoid exploiting the individual or group?

16. Do the participants receive basic satisfaction?

17. Does it lend itself to and provide for a sound continuous evaluation?
2. Are evaluations used for program developments and planning? If so, how?

Again, a weak area in what are some outstanding programs. The typical form of evaluating for program development and planning seemed to be in the form of surveys in the communities, asking residents their preferences for programming.

3. What are some problems you may have come across pertaining to evaluation of programs that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

Most of the directors warned against not using residents. They all agreed that residents should be involved in the evaluating process, not only because it will ensure the best possible program, but also will get them involved in the over-all program.

Also, a problem could arise if the director mistakes the feelings of a few as being the feelings of the entire community. Get as much involvement as possible from residents.

4. How does the fact that your community is a suburban community next door to a large city effect your evaluation processes?

Most of the directors agreed that their evaluating process was effected very little by the fact they were situated next to a large city. The only factor the large city played in the evaluating process was that of having facilities and programs available for use by suburban residents. These facilities and programs must be taken into consideration when evaluating program needs.
General Question

Some professionals in the field feel that a form of Metropolitan administration (the large city and the surrounding suburbs administered by the same office) for recreation services will be a reality in the not-too-distant future. How do you feel about this topic?

Most of the directors feel a metropolitan form of recreation administration is not too far off and some of the comments were: Mr. Tomlinson said, "I think it can be done. That lets me out of a job. There would have to be many districts. Many small communities that don't have programs presently would benefit from it." Mr. Richwine suggests, "It would be advantageous staff-wise and financially. Administrators would be obligated to be tuned in to residents' needs."

Mr. Dressler offered that "there would be more facilities with a larger tax base. It would lose the personal touch and might overlook individual community needs. However, there would be more opportunity for federal and state monies."

Mr. Rano feels, "It has to be sold, because people are too emotionally involved to go to it and they want their own thing."
CHAPTER V

MODEL FOR COMMUNITY RECREATION DEVELOPMENT

As a result of the interviews with the professional recreation people now working in the field and a current literature search, some common agreements have been reached as to procedures to follow and problems to avoid in developing suburban community recreation programs. The areas scrutinized were: Philosophy and Goals, Administration, Programming, Personnel, Areas, Facilities and Equipment, and Evaluation. Some conclusions are:

Philosophy and Goals

It is agreed that each community recreation department should have a written philosophy relating to the role of recreation in the life of the individual and the community.

This statement should be developed by professional personnel and citizen board and based upon the legal purpose as stated in the establishing act, whether ordinance or statute.

Moreover, there should be a written philosophy representing the attitude of local authorities (mayor, city manager, city council, school board, etc.) regarding the place of recreation in the community. A commitment must be made by the people who have the power to dictate the course that recreation will take in the life of the community.
Any goals that are set for the recreation program should be realistic goals and none that can't be met, and we should always maintain a positive approach in regards to our goals.

Because there will be a turnover in population with vast interest differences, a re-evaluation of your philosophy and the goals you have set for your program should be undertaken at least once a year.

**Administration**

The proper administration of organized recreation services is essential. Sometimes inadequate recreation opportunities can be made productive with good administration, but the best results cannot be achieved without it.

There must be a public authority responsible for the legislation of the recreation program, although there are a number of types of administrative structure.

The most common types of structure are: 1) the authority is left in the hands of the city council, with advisory boards appointed for guidance, and 2) a recreation board appointed by the city or school board, possessing all the powers and subject to all the responsibilities of the respective city authorities.

Those professionals in favor of the recreation board structure feel it is the most effective form. They feel it could stifle a recreation program if the recreation board didn't have legislative powers and had to go to city council or the mayor every time they wanted to act.
Those in favor of the recreation advisory board feel that this involves more people from the community and more can be accomplished when dealing directly with the people who "pull the purse strings."

In all cases, one type of structure is not to be mistaken as the best. Each community must study its own needs in its own setting and then decide on a plan of attack.

The National Recreation Association suggests that a recreation department's structure should reflect its purpose, its methods of operation in relation to its resources, and its relationship to the community.

The source of authority of and powers for the public recreation managing authority must be clearly set forth by legal document such as city ordinance.

It is strongly suggested that the recreation department: 1) Have regular monthly meetings with actions of the board and reports of the administrator officially recorded; 2) have an administrative manual which should be used as a carry-over tool to provide consistency in one's program; 3) be involved in a cooperative planning effort with other bodies (zoning commissions, city council, school board), because more can be accomplished for the community with few or no duplications of effort; 4) when arriving at budgetary needs, take into consideration some of the more important factors which might influence community expenditures for recreation: a) the financial condition of the community; b) the legal tax structure limitations; c) the efficiency of over-all municipal financial administration; d) the peculiar needs of the community, e) the
capacity and generosity of those in a position to make voluntary contributions; f) the physical plant available; g) the amount of time which people can give to help administer and supervise the programs; h) prevailing local costs of personnel, services, supplies, and equipment.

In setting up of policy on fees and charges, it is suggested that fees be kept at a minimum for the younger age groups.

Public relations is one of the best tools to use in developing a recreation program. Getting the people of the community firmly behind the program is the way to ensure success. Among the best public relations tools are a quality staff, equipment, facilities, and program.

Good public relations and a close working relationship with other community groups will help alleviate many problems which may arise in the administration of the recreation program.

**Programming**

Everyone should be invited to participate in one form or another in the planning of the recreation program. Either through questionnaires, being on an advisory board, or by being invited to be part of a special interest planning committee. No one should be excluded from having his say. If these policies are followed and as many people as possible are involved, you will have more support for the over-all program. School P. T. A. recreation chairman, liaison people, inter-agency councils, Y. M. C. A., boy's club, etc., are all ways of getting more people involved.
Activities that have been successful in the past should be given first consideration in selecting program content. Often times, an individual who is especially skilled in a certain activity (karate, gymnastics, ceramics, etc.) will volunteer to teach a class in his or her specialty and it may become very popular. Efforts should always be taken to determine what types of activities will be positive additions to the program. An activity should not be tried just for the sake of trying it.

A universal problem in program planning is the lack of facilities and financing to carry on the type of program needed by the community. No one has solved the problem, but a solution can be worked toward by educating the right people to the fact that more facilities and monies are needed.

Personnel

The one aspect of recreation which rises above all others in its importance as a root factor in the recreation movement is leadership. It is generally agreed by recreation people that leadership is by far the most important single factor in the successful operation of a program of recreation.

It is strongly suggested that each recreation department have a written job analysis for each type of position on the staff. These analyses should contain duties and responsibilities, examples of work performed, required knowledges, skills, and abilities and acceptable experiences and training. It is felt that there must be something in writing so that each individual will know and can be reminded from time to time what is expected of him.
Evaluations of personnel should take place regularly. This will ensure consistency of performance while maintaining a high level of efficiency.

Also, it is necessary to have an orientation period for new personnel in order to familiarize them with the program and let them know what is expected of them as recreation leaders.

The personnel which must be selected very carefully are the volunteers in the program. Most professionals would try to get along without volunteers if they thought they possibly could. Volunteers many times have trouble maintaining their enthusiasm over a long period of time. While they are important to the recreation program, they should not be used in too many key positions. They should be used mainly as back-up or supplemental people.

In hiring personnel, one must be objective and seek out all information possible about an individual before hiring him. You must have justified reasons for hiring someone, as well as not letting anyone pressure you into hiring certain persons. You must not compromise on your standards. You determine what you are looking for. Don't take people because they are political recommendations.

Areas, Facilities, and Equipment

It is generally accepted that some sort of systematic planning program should be undertaken in regards areas and facilities. Factors involved include present and future needs, capacity for future development (things such as land area available, finances, etc.). Some successful recreation programs are based on as much as a ten-year long-range plan which is updated continually.
In all cases, a special or feasibility study should be undertaken to determine the possible effectiveness of certain facilities. In many cases, the residents themselves undertake these studies; in some cases, the recreation board; and in others, professional surveyors can be used.

The largest problem which will be faced in developing areas and facilities is lack of money. There is no way to develop areas and facilities without proper funding. The solution to this problem is one of hard work, develop as good a program as possible with what is available, and develop a strong public relations program to get citizens of the community on the side of recreation.

Another problem which almost matches lack of money in importance is lack of land. It is strongly recommended that land be secured ahead of the time it will be needed, which is made possible by long-range planning, and that certain sections of the city be designated for recreation as soon as possible.

**Evaluation**

It was recommended by all the professionals interviewed that some sort of evaluation should be carried on continually in order to affect a more meaningful program.

If possible, these evaluations should take place after every season by the professional staff.

The suggested form of evaluating for program development and planning is in the form of surveys in the communities, getting the residents involved and asking them their preferences for programming. Residents should be involved in the evaluation process,
not only because it will ensure the best possible program, but also will get them involved in the over-all program.

**Pitfalls to Avoid**

"It is not enough to be acquainted with methods of community organization for recreation and the many relationships which exist horizontally and vertically in planning and operating recreation services," according to Meyer and Brightbill. To these they add, "things to avoid" and set them forth as attitudes and actions they would not take if they were responsible for the development of community recreation. They say...IF WE WERE DETERMINED TO IMPROVE COMMUNITY RECREATION IN OUR TOWN, WE WOULD...

NOT start without first knowing what we had and what we needed.

NOT forget to pool our resources and overlook the importance of working cooperatively with all groups.

NOT try to spend public money without being well-acquainted with the legal possibilities and restrictions.

NOT expect to get very far without definite responsibility being placed in some department of local government.

NOT be satisfied with anything less than the use of all facilities under the jurisdiction of any department of local government.

NOT be satisfied with contributions from other public budgets, but insists on a definite adequate amount of public funds earmarked for community use.

NOT depend on charges, fees, and contributions as the main source of financial help.

NOT think of publicizing our work only a week before budget hearings or appeal for financial help.

NOT operate in the absence of a long-range recreation plan.

NOT leave the impression that the program was mainly for children or families of low income.
NOT rest the case for recreation on keeping people out of trouble.

NOT permit the campaign for the preservation of agency identity to block the way.

NOT allow ourselves to be weighed down with professional terminology but, on the other hand, tell out story so everyone can understand it.

NOT be afraid of wholesome commercial recreation.

NOT hesitate to join with the next town to reach our goal.

NOT overlook the importance of the self-sufficiency of neighborhoods to meet the needs of the entire family.

NOT neglect the relationships of recreation planning to total, comprehensive community planning.

NOT avoid designing buildings, including schools, and areas for multiple and functional community use.

NOT look upon playgrounds, swimming pools, and community centers as physical exhibits, but rather as necessary tools with which recreation is administered.

NOT allow housing projects to develop with inadequate recreation space and facilities.

NOT be content with the inequalities of recreation opportunities between geographical areas, including inequalities in communities; between neighborhoods; and in neighborhoods between income groups, age groups, and racial groups.

NOT expect young people to receive their education in a million-dollar school and their recreation in a barn.

NOT put the town's money into a stadium and limit its use to school teams.

NOT build elaborate sports facilities for a two-week season.

NOT operate wading and swimming pools unless the water is fit to drink.

NOT erect a $2,500 playground with a $25,000 gate.

NOT lay out ball diamonds with the batters facing the sun, and install horseshoe boxes adjacent to the children's apparatus area.

NOT pay too much attention to janitors who believe they own the school building.
NOT permit the recreational authority and staff to be used as a refuge for political discards.

NOT employ Sam Jones as a recreation leader because he can throw an inshoot, nor his cousin because he was a college halfback, nor the girl down the street whose sole qualification is that she "just loves" to take care of children.

NOT expect civil service alone to guarantee high standards of leadership.

NOT be satisfied to have the town spend less on recreation than on incinerators or cemeteries.

NOT give up before standards of selection and training of workers scaled the heights and held them.

NOT spot all the recreation publicity on the sports page of the newspaper.

NOT operate summer playgrounds and an athletic league and tell everyone the town had a recreation program.

NOT organize lay groups and sulk when they offer constructive criticism.

NOT permit inefficient work on the part of employees to go uncensured.

and finally

WE WOULD NOT let intrigue, prejudice, politics, or anything else stand in the way of progress. WE WOULD fight for recreation as a community responsibility, but encourage and not resist supplementary help from the state, the federal government, and any other outside agency whose help we needed.¹⁹

Model Checklist for Community Use

PHILOSOPHY AND GOALS...

1. Is recreation professional's philosophy in writing? YES NO

2. Is local authorities' philosophy in writing? YES NO

3. Are goals realistic? YES NO

4. Is there a periodic re-evaluation of philosophy and goals? YES NO

ADMINISTRATION...

1. Is there a public authority responsible for legislation? YES NO

2. Is the source of authority and powers set forth in legal document? YES NO

3. Are there regular monthly meetings? YES NO

4. Is there an administrative manual? YES NO

5. Is there a cooperative planning effort with other bodies? YES NO

6. Do you have a strong public relations program? YES NO

7. Do you scrutinize budgetary needs? YES NO

PROGRAMMING...

1. Do you involve citizens of the community in programming? YES NO

2. Do you emphasize past successful programs? YES NO

3. Do you use finances and facilities wisely in programming? YES NO

PERSONNEL...

1. Do you consider leadership the most vital part of recreation? YES NO

2. Do you have written job analyses? YES NO
3. Do you evaluate regularly?  

<table>
<thead>
<tr>
<th>YES</th>
<th>NO</th>
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4. Do you use an orientation period?  

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<th>YES</th>
<th>NO</th>
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</table>

5. Do you use volunteers wisely?  

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<tr>
<th>YES</th>
<th>NO</th>
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6. Are you objective in your hiring practices?  

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<tr>
<th>YES</th>
<th>NO</th>
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**AREAS, FACILITIES AND EQUIPMENT...**

1. Do you use a systematic planning approach in regards facilities?  

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<tr>
<th>YES</th>
<th>NO</th>
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2. Do you take advantage of special feasibility studies?  

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<th>YES</th>
<th>NO</th>
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3. Do you work hard for funding?  

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<th>NO</th>
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4. Do you plan ahead for land acquisition?  

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<th>YES</th>
<th>NO</th>
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**EVALUATION...**

1. Do you have an ongoing evaluation program?  

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<th>NO</th>
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2. Do you involve citizens in your evaluation program?  

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CHAPTER VI

ANALYSIS OF GRANDVIEW HEIGHTS' RECREATION

Introduction

The City of Grandview Heights is located about two miles northwest of downtown Columbus, Ohio, in the west-central part of the metropolitan area. According to the Comprehensive Plan for Grandview Heights, the last population survey took place in 1968 and showed 9,200 residents.

Grandview Heights was chosen for this study because the writer is part-time director of a small recreation program which exists there and which is, hopefully, going to be expanded to meet the needs of the entire community.

Because this writer is presently the director of the Grandview Heights recreation department, much emphasis was placed on first-hand information and knowledge in this portion of the study.

The information gathered in this portion of the study was then tested with the same questions used to construct the model, so that it may be determined in what areas the recreation program in Grandview Heights agrees with the model and in what areas it disagrees.
Philosophy and Goals

1. What is your philosophy of the role of recreation in the life of the individual and the community?

This question was answered by two recent directors of Grandview Heights' recreation program, Ken Patrick and Sandra Scott when they wrote in their playground manual:

Good community life backs up good family life. Good community life requires a recreation program for all its citizens and for obvious reasons that part of the program which effects children and youth is most important. If the job is done well, it will pay high human rewards. Good recreation means good facilities, a good program and good leadership.

2. Do you have a departmental statement of the role recreation plays in the life of the individual and the community? What is it? Is this statement written down? Why?

There was no concrete departmental statement of the role of recreation in the life of the individual or the community to be found in Grandview Heights.

3. What do you feel is the role of local government as regards recreation in the community?

It is felt by the officials of Grandview Heights that it is government's responsibility to support and direct public recreation. However, it is supported to the degree of citizen involvement and demands. For instance, the budget in Grandview Heights for recreation has been the same for the last five years.

4. Do you have a written set of goals defining your tasks in providing services to your constituents? Why?

There is no written set of goals for the recreation program in the city of Grandview Heights.
Administration

1. Does your organizational structure provide for one public authority responsible for legislative (policy-making) functions? If so, what body is this? How is it formed?

   Grandview Heights' organizational structure does provide for one public authority responsible for legislative functions. That authority is the Grandview Heights recreation board. The City of Grandview Heights appoints two members, the Grandview Heights board of education appoints two members, and the Village of Marble Cliff, which is in the Grandview Heights school district, appoints one member of the five-member board.

2. Is the source of authority of and powers for the public recreation managing authority clearly set forth by legal document? If so, what type of document?

   Yes, this authority is set forth in City Ordinance No. 5-68, passed 8, January, 1968.

3. Does your legislative (policy-making) body hold regular monthly meetings with actions of the board and reports of the administrative officer recorded?

   Yes, regular monthly meetings are held, with actions of the board and reports of the administrative officer recorded in minutes. The minutes of the monthly meetings are sent to the City councilmen, mayor, school board members, City councilmen of Marble Cliff, mayor of Marble Cliff and local newspapers.

4. Does your department have an administrative manual? What information does it contain?

   There is no administrative manual for recreation in Grandview Heights.
5. Is your department involved in a cooperative community planning effort with other bodies such as zoning committees, city council, county supervisor, school board, etc.? Why?

Mr. Joseph Wyman, former mayor of Grandview Heights, feels that there has been much cooperation in the community as regards recreation. However, he admits there is no cooperative planning effort being made as of yet. He feels, also, that the recreation program will not expand and improve without a concerted planning program by all parties involved.

6. Does your department have established policies with other bodies on cooperative use and maintenance of facilities and program operation? Why? If so, are policies written down? What are these policies?

Yes, there are cooperative agreements with other bodies and they are written down in the "Agreement for Joint Support of Recreation Facilities" dated January 1, 1968. It states:

Each of the contracting parties shall upon request of the recreation board also contribute, for use, free of charge for the recreation program all of the property which it is using or possesses for recreational use unless such property is needed for some other public purpose, and further, each of said contracting shall permit its parks, playgrounds, playfields, and other recreational facilities to be used without charge by said recreation board, so far as such use will not interfere with the operation of the public duties of the contracting party using such facility.

7. What is your annual budget? How are your budgetary needs arrived at? Are there priorities when making out the budget? If so, what are they?

The annual budget for the recreation program in the City of Grandview Heights is $21,000, which is the same as it has been for the last five years. There are no priorities when making out the budget. It is set at $21,000, a figure the contributing bodies
feel they want to give.

8. What is your policy on the type of services for which fees and charges may be made and the basis for establishing the amount of such?

In Grandview Heights there is normally only a fee charged if an activity is adult in nature, requires a socialized instructor or there is equipment or materials to be bought, such as shirts for little league basketball. There is no profit motive involved in the fee structure in the recreation department of Grandview Heights.

9. What are some other means of finances for your program, besides your budget and fees and charges?

There are no other forms of financing used in the Grandview Heights recreation department.

10. Do you have a long-range financial plan for capital improvements and expansion of services? What is it?

No. there is no long-range financial plan for the recreation program in the City of Grandview Heights.

11. Do you make regular reports of departmental operations to your managing authority as well as to the constituency? In what manner?

Yes, the directors' report at monthly meetings is sent to the managing authority as well as to the local newspaper for printing.

12. What are some other techniques you use for public relations tools?

Very little, if any, public relations work is done in Grandview Heights to support the recreation department.
13. What types of records (financial, personnel, program, property inventories, legal documents, accident reports, etc.) do you keep?

Minutes of meetings and financial reports are the only records kept by the Grandview Recreation Department. The recreation director's office consists of a single desk in city hall. It is not a very large or professional department and, therefore, does not pay much attention to paperwork.

Programming

1. Do you have specific objectives established for each program element in your program such as community centers, playgrounds, programs for senior citizens, handicapped and other special groups; and services such as program consultation and provision of equipment and facilities? Are they written down? Who prepared them?

There is no specific objective for each program element in the program of Grandview Heights. When a certain program element is started, it is done so, because someone thought it might be a good idea to have this certain element in the program. There is no attention paid to specific objectives, except to satisfy the immediate recreation needs of those involved.

2. What elements (people) of your community are involved in program planning? How are they involved? Why?

The people involved are those individuals and small groups who go to the director of the program and request a certain activity be installed in the program because they are interested in it. There is no concentrated effort on the part of the department to get community members involved in program planning.
3. The selection of program content, specific activities, and opportunities in your program are based upon what factors?

The selection of program content is based upon those activities that are presently successful elements in the program and additional activities that have been suggested as being of interest to some members of the community. The adult painting and ceramics classes were requested by a few individuals and they became very popular and successful activities.

4. How are residents involved in your program, other than as participants? (Club officers, teen councils, aides, volunteer leaders, sponsors, etc) How did you get them involved?

Parents and high schoolers are involved in the coaching of "little league" baseball and "biddy" basketball teams. Also, there are officials in these leagues. These are the only programs in which there is "non-participant participation."

Personnel

1. What percentage of your operating budget for recreation is keynoted for personnel (administrative and supervisory)?

Approximately 80% of the budget for Grandview Heights recreation department is keynoted for personnel purposes.

2. Do you have a written job analysis for each type of position on your staff? What do these analyses contain? Why?

There is no written job analysis for any position on the staff of the Grandview Heights recreation department, including that of director.
3. Do you maintain a manual of personnel policies, practices, and procedures? What does this manual contain?

There is no manual of personnel policies, practices, and procedures in the recreation department for Grandview Heights.

4. Do you have a systematic, periodic evaluation of personnel? If so, what does it consist of?

The staff in the Grandview recreation department is so small that there is little need for regular evaluations. The director, however, is always cognizant of the quality of work being done by his personnel.

5. Do you have an orientation program for new personnel? If so, what does it consist of?

Again, the program is not large enough to have much personnel. There is a half-day orientation for summer help at the beginning of the summer program. There is also a meeting of coaches and officials for baseball and basketball leagues.

6. Are your personnel active in professional organizations? Why?

The director is a member of several professional organizations. He is the only professional member of the staff.

7. How important to your program are volunteers? How do you secure them?

The only volunteers involved in the program are the members of the recreation board, who are appointed by the regulating bodies, and coaches and officials of the little league baseball and basketball programs.

Because the program is so small, there is no great reliance on volunteers for success. Volunteers are secured through newspaper
articles, announcements in school and P. T. A, meetings, and by word of mouth.

**Areas, Facilities and Equipment**

1. Does your department have a systematic planning program for all areas and facilities? What factors are the program based upon?

   According to all possible sources of information, there is not now, nor was there ever, a systematic planning program for areas and facilities in the City of Grandview Heights for recreation.

2. Has your department undertaken any special or feasibility studies to determine the possible effectiveness of certain facilities? Who undertook these studies? How were they accomplished?

   In late January, 1972, the Grandview Heights, Marble Cliff Recreation Commission, with the help of many volunteers, undertook to conduct a survey of the residents of the two communities relative to their recreational needs and desires. Approximately 3,000 questionnaires were distributed. The attempt was made to deliver one questionnaire to each home in Grandview Heights and Marble Cliff. Approximately 600 of the questionnaires were completed and returned. The results of this survey, along with the survey itself can be found in the appendix starting on page 110.

3. Who owns the facilities you use for your program? Do you need more facilities? What kind? Why?

   The City of Grandview Heights, the Grandview Heights school board and the Village of Marble Cliff own all the facilities used by the Grandview Heights recreation department.
The kinds of facilities needed most are a swimming pool, and recreation center building containing a gymnasium, meeting rooms, art room, kitchen, etc. These are the facilities mentioned most often in the results of the survey of the communities and felt by the recreation board to be necessary to develop a solid recreation program.

4. Does your planning for areas and facilities include total citizen involvement? Why? If so, how is it accomplished?

Future areas and facilities additions will take into account the thoughts and recommendations of the citizens of the communities through surveys and questionnaires. It is felt that as many people of the community should be involved in the planning for areas and facilities as possible to ensure strong support for the over-all program.

Citizens get involved by contributing time in making up questionnaires, distributing them, and collecting the data from them.

5. How are your facility and equipment needs arrived at?

Consideration is given to facilities and equipment needs for present activities through an annual inventory made by the director of the recreation department, and for activities planned for the future through surveys of the local citizenry.
Evaluation

1. Does your department have a systematic evaluation for the total department operation? What form does this evaluation take? Who is involved in evaluating your program? Why?

There is no systematic evaluation for the total department operation in Grandview Heights. However, the recreation board does keep an eye on the functioning of the program and makes recommendations to the director if they feel something should be corrected.

2. Are evaluations used for program development?

No, there are no evaluations used for program development.

Summary

After studying the many different aspects of several successful community recreation programs and the situation that now exists in Grandview Heights, Ohio, an analysis of the Grandview Heights recreation program can be made as to its strengths and weaknesses with recommendations based on the model derived from the interviews and literature search.

The first thing that Grandview Heights must do if it is to develop its very limited recreation program is to establish a written philosophy relating to the role of recreation in the life of the individual and the community. Local authorities should also have written philosophies regarding their attitudes toward recreation as a dominant part of community life. The program must have direction if it is to expand and grow into the type of program needed and desired by the citizens. Direction starts with a stated
philosophy.

Along the same lines, some realistic goals must be set, both of immediate and long-range in nature. Presently, Grandview Heights has no concrete goals for its recreation program.

The program does have a good organizational structure, having the Grandview Heights Recreation Board, consisting of five members (two members appointed by city of Grandview Heights, two members appointed by Grandview Heights school board, and one member appointed by Village of Marble Cliff). The authority and powers for this board are set forth in City Ordinance No. 5-68, passed 8, January, 1968. Meetings of this body are held monthly with actions of the board and reports of the administrative officer recorded in minutes. This is one of the few strong points the recreation department in Grandview Heights has to claim. The department is set up legally. In this respect, the department in Grandview Heights is in agreement with the model developed.

There is no administrative manual at present used by the recreation department in Grandview Heights and there is no cooperative planning effort with other bodies (zoning commission, city council, school board). The model recommends developing both because an administrative manual provides consistency in the program and cooperative planning affords more accomplishment for the community as a whole, with few or no duplications of effort.

The Grandview Heights recreation department does agree with the model in that it tries to keep fees and charges for the younger age groups to a minimum. However, the public relations efforts in
Grandview Heights leave much to be desired. Little or no public relations work is done on behalf of the recreation department. The model strongly recommends good public relations and a close working relationship with other community groups to help alleviate many problems which may arise in the administration of the recreation program.

One major stumbling block to improved recreation offerings in Grandview Heights has been the size of the department's budget. No improvements can be expected in a department if the budget has been the same for the last five years. In Grandview's case, the budget for the recreation department has been $21,000. If Grandview Heights wishes to expand and improve its program, as they have indicated they would like to do, more monies must be forthcoming from the regulating authorities.

The recreation department in Grandview Heights does little to encourage interested citizens to get involved in the program as regards planning. The model suggests that everyone should be invited to participate in one form or another. If they are encouraged, and do participate in planning, there will be more support for the over-all program.

The universal problem in program planning that everyone faces is the lack of facilities and financing. The department in Grandview Heights has a serious problem in this regard and must strive to educate the right people to the fact that more facilities and monies are needed. Again, the more citizens who support the program, the easier it will be to secure these much needed facilities and finances.
Undoubtedly, the single most important factor which the City of Grandview Heights must consider if it is to have an expanded and successful recreation department, is that of personnel. Presently, the director of the program is a full-time student at a near-by university and directing the program only as part-time employment so he can get through with his schooling. The immediate past director also was a student at the same school. Because the position has been a part-time position, there has been little or no effort to really develop it into a dynamic, ongoing program, such as the programs the model was derived from.

It is strongly suggested that the City of Grandview Heights set out to hire a full-time professional with some experience in the field as the director of their recreation department. Unless this is done, Grandview's program will always maintain its part-time status and find it very difficult to secure needed facilities and finances for the type of program desired. The model indicates professionalism is necessary to develop a good, sound program, and Grandview must take this as its first step, if it is to be successful.

There should be written job analyses for every position on the staff, as well as a manual of personnel policies, practices, and procedures. It is suggested there be an orientation program for new personnel so they will know what is expected of them; and periodic evaluations of all personnel which will ensure consistency of performance while maintaining a high level of efficiency.
The recreation department of Grandview Heights has no systematic planning program for areas and facilities. The only reason it does not have a planning program is lack of professionalism. This is another area which would improve if a full-time recreation professional were to be secured. A planning program cannot be developed with a haphazard approach.

It is a start in the right direction, that this writer, with the aid of city officials and many interested citizens undertook a survey of the communities of Grandview Heights and Marble Cliff to try to determine their needs and desires. There appeared to be strong support for expanding the present program and facilities. Another reason why a full-time professional is needed to help direct this expansion. Again, the questionnaire and its results can be found in the appendix on page 113.
Results of Grandview Heights Study

PHILOSOPHY AND GOALS...

1. Is recreation professional's philosophy in writing?  
   YES  NO
   ___  X

2. Is local authorities' philosophy in writing?  
   ___  X

3. Are goals realistic?  
   ___  X

4. Is there a periodic re-evaluation of philosophy and goals?  
   ___  X

ADMINISTRATION...

1. Is there a public authority responsible for legislation?  
   X  ___

2. Is the source of authority and powers set forth in legal document?  
   X  ___

3. Are there regular monthly meetings?  
   X  ___

4. Is there an administrative manual?  
   ___  X

5. Is there a cooperative planning effort with other bodies?  
   ___  X

6. Do you have a strong public relations program?  
   ___  X

7. Do you scrutinize budgetary needs?  
   ___  X

PROGRAMMING...

1. Do you involve citizens of the community in programming?  
   ___  X

2. Do you emphasize past successful programs?  
   X  ___

3. Do you use finances and facilities wisely in programming?  
   ___  X

PERSONNEL...

1. Do you consider leadership the most vital part of recreation?  
   ___  X

2. Do you have written job analyses?  
   ___  X
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<th>Question</th>
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<tr>
<td>3. Do you evaluate regularly?</td>
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<td>4. Do you use an orientation period?</td>
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<td>5. Do you use volunteers wisely?</td>
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<td>6. Are you objective in your hiring practices?</td>
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**AREAS, FACILITIES AND EQUIPMENT...**

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<td>1. Do you use a systematic planning approach in regards facilities?</td>
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<td>X</td>
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<td>2. Do you take advantage of special feasibility studies?</td>
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<td>3. Do you work hard for funding?</td>
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**EVALUATION...**

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<td>1. Do you have an ongoing evaluation program?</td>
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<td>X</td>
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<tr>
<td>2. Do you involve citizens in your evaluation program?</td>
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CHAPTER VII

DISCUSSION

Summary

Most professionals in the field of recreation feel that recreation is primarily the responsibility of local government. They feel that local government is closest to the people, and it is in the local community where recreation is most closely allied to the interests and needs of the people.

One need only look at the increased interest in the community recreation program movement all across the country to realize that most public officials of villages, towns, and cities are now accepting the responsibility and the challenge of providing their communities with comprehensive recreation services.

It was the purpose of this study to develop a specific set of guidelines and procedures that a community should follow if it desires to set up a recreation program or expand an already existing one.

The factors which are generally accepted by most people in the recreation field as being pertinent to the recreation program are: Philosophy and Goals, Administration, Programming, Personnel, Areas, Facilities and Equipment, and Evaluation. These are the areas this study was directed at.
This study was limited to those communities which are considered to be suburban in nature.

To establish the necessary guidelines to arrive at a model to use in developing recreation programs in suburban communities, the directors of eleven exemplary recreation programs in the State of Ohio were interviewed. Each community was contiguous to either Cleveland, Cincinnati, Columbus, or Dayton.

The information which was obtained through these interviews, along with a search of current literature, indicates certain directions to follow and problems and pitfalls to avoid in planning for a recreation program. In the interests of accuracy, all interviews were taped.

After gathering the information from the selected communities and developing the working model, a study was made of a specific suburban community (Grandview Heights, Ohio) to determine whether the guidelines hold up as to the problems and difficulties involved. Some suggestions were then made for expanding program offerings and facilities in Grandview Heights.

Conclusions

It has been established that there are certain methods and guidelines that must be followed if a recreation program is to be successful.

The total of these guidelines and procedures constitute a working model that any suburban community wishing to develop a recreation program may follow and use successfully.
It has been shown that the community of Grandview Heights, Ohio, is lacking greatly in the field of public recreation when compared with the developed model.

If Grandview Heights will use the model in expanding their program, they will succeed in reaching the level of quality that the eleven communities used in this study have attained.

**Recommendations for Further Research**

1. It is recommended that more research be carried on with a larger sampling than was used in this study. Possibly a questionnaire type of research involving suburban community recreation programs across the country.

2. It is recommended that some research be done in greater depth than this study covered. More specific items should be covered, such as the types of State and Federal programs for financing available to suburban communities.
APPENDIX A

INTERVIEW QUESTIONS
AREAS TO BE COVERED:

1. Philosophy and Goals
2. Administration
3. Programming
4. Personnel
5. Areas, facilities, and equipment

PHILOSOPHY AND GOALS

1. What is your philosophy of the role of recreation in the life of the individual and the community?

2. Do you have a departmental statement of philosophy of the role recreation plays in the life of the individual and the community? What is it? Is this statement written down?

3. What do you feel is the role of local government as regards recreation in the community?

4. Do you have a written set of goals defining your task in providing services to your constituents? Why? If so, what are these goals? Who developed these goals?

5. What are some problems you may have come across in establishing your philosophy and goals for your community as regards recreation that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

6. Does the fact that your community is a suburban community next door to a large city have an effect on your departmental philosophy and/or goals? If so, what effect?

ADMINISTRATION

1. Does your organizational structure provide for one public authority responsible for legislative (policy-making) functions? If so, what body is this? How is it formed? What are the advantages of this type of structure? What are the disadvantages of this type of structure?

2. Is the source of authority of and powers for the public recreation managing authority clearly set forth by legal document? If so, what type of document?

3. Does your legislative (policy-making) body hold regular monthly meetings with actions of the board and reports of the administrator officially recorded?

4. Does your department have an administrative manual? What information does it include? Why?
5. Is your department involved in a cooperative community planning effort with other bodies such as zoning commissions, city council, county supervisor, school board, etc.? Why?

6. Does your department have established policies with other bodies on cooperative use and maintenance of facilities and program operation? Why? If so, are these policies written down? What are these policies?

7. What is your annual budget? How are your budgetary needs arrived at? Are there priorities when making out budgets? If so, what are they?

8. What is your policy on the type of services for which fees and charges may be made and the basis for establishing the amount of such?

9. What are some other means of finances for your program besides your budget and fees and charges?

10. Do you have a long-range financial plan for capital improvements and expansion of services? What is it?

11. Do you make regular reports of departmental operations to your managing authority, as well as to the constituency? In what manner?

12. What are some other techniques you use for public relations tools?

13. What types of records (financial, personnel, program, property inventories, legal documents, accident reports, etc.) do you keep? Why?

14. What are some problems you may have come across pertaining to cooperative agreements for planning and operations, finances, public relations, and general administration of the program that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

15. Does the fact that your community is a suburban community next door to a large city have an effect on your cooperative planning and operations, financing, public relations, and over-all administration of your program? If so, in what way?

PROGRAMMING

1. Do you have specific objectives established for each program element in your program such as community centers, playgrounds; programs for senior citizens, the handicapped and other special groups; and services such as program consultation and provision of equipment and facilities? Are they written? Who prepared them?
2. What segments (people) of your community are involved in program planning? How are they involved? Why?

3. The selection of program content, specific activities, and opportunities in your program are based upon what factors?

4. How are residents involved in your program, other than as participants? (club officers, teen councils, volunteer leaders, aides, sponsors, etc.) How do you get them involved?

5. What are some problems you may have come across in your program planning that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

6. How does the fact that your community is a suburban community next door to a large city effect your programming policy?

**PERSONNEL**

1. What percentage of your operating budget for recreation is keynoted for personnel? (administrative and supervisory)

2. Do you have a written job analysis for each type of position on your staff? What do these analyses contain? Why?

3. Do you maintain a manual of personnel policies, practices, and procedures? What does this manual contain?

4. Do you have a systematic, periodic evaluation of personnel? Why? If so, how is this evaluation accomplished?

5. Do you have an orientation program for new personnel? If so, what does it consist of?

6. Are your personnel active in professional organizations? Why?

7. How important to your program are volunteers? How do you secure volunteers?

8. What are some problems you may have come across in your personnel policies that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

9. How does the fact that your community is a suburban community next door to a large city effect your personnel policies (selection, training, securing, supervising, etc.)?
AREAS, FACILITIES, AND EQUIPMENT

1. Does your department have a systematic planning program for all areas and facilities? What factors is this program based upon?

2. Has your department undertaken any special or feasibility studies to determine the possible effectiveness of certain facilities? Who undertook these studies? How were they accomplished?

3. Who owns the facilities you use for your program? Do you need more facilities? What kind? Why?

4. Does your planning for areas and facilities include total citizen involvement? Why? If so, how is it accomplished?

5. How are your facility and equipment needs arrived at?

6. What are some problems you may have come across pertaining to areas, facilities, and equipment that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

7. How does the fact that your community is a suburban community next door to a large city effect your planning for areas, facilities, and equipment?

EVALUATION

1. Does your department have a systematic evaluation for the total department evaluation? What form does this evaluation take? Who is involved in evaluating your program? Why?

2. Are evaluations used for program development and planning? If so, how?

3. What are some problems you may have come across pertaining to evaluation of programs that a suburban community developing a new recreation program should be aware of and try to avoid? How did you handle these problems?

4. How does the fact that your community is a suburban community next door to a large city effect your evaluation process?
APPENDIX B

GRANDVIEW HEIGHTS QUESTIONNAIRE
GRANDVIEW HEIGHTS QUESTIONNAIRE

A. Please fill in the programs our community needs and those you feel are important to both the adult and school population age groups. Do so by using numbers (1, 2, 3, etc.) in order of preference, to indicate what priority you think a particular program should have. For example:

2 Woodworking 1 Swimming Pool (outdoor) 3 Green House

Swimming Pool (outdoor) Card Playing Facilities
Natatorium Dance Instruction
Woodworking Civic Auditorium/Stage
Ceramics Shuffleboard
Art Studio Lawn Bowling
Photography Senior Citizen Activity
Table Tennis Kitchen Facilities
Gymnastics Snack Bar
Sewing Bowling Alley
Radio Club Gymnasium
Teen Age Center Ice Skating
Green House Ice Hockey
Handball Courts Softball
Boxing Baseball
Billiards Touch Football
Music Practice Rooms Tennis (additional)
General Meeting Rooms Roller Skating Rink
Physical Fitness Room

Comments: __________________________________________

B. How do you prefer that we combine many of the above programs? Do we construct a "Community Center" to provide most of the activities above? Or, do we decentralize and build several facilities, possibly in several different locations?

*What is a "Community Center"? Very simply, it is a physical facility that the community devised for education, social, cultural, and physical activity; it is a facility designed to give maximum availability to the people who build it.

Community Center Approach _____
Decentralize (several facilities located apart) _____

In our future planning, do we combine the school and community facilities so they are closely integrated and fully utilized by both? _____Yes _____No

Comments: __________________________________________
C. At this time, we would like to assume that a "Community Center" of some nature is desired. The location of the center is, therefore, most important. The following are suggested areas to be considered for location of this facility. Would you place a -1- beside your first choice, and a -2- beside your second choice, and so on.

- Between Edison Junior High and Grandview High School
- Goodale Avenue from Grandview to Urlin
- Oxley Field Complex
- Wyman Woods Area
- (Other)_____________________________________________

D. A Community Center, if feasible, will take money to build and operate. Would you support the center financially?

- Yes
- No

If yes, do you favor: ____Membership Dues; ____Bond Subscription; ____Property Tax Levy; ____Income Tax Revenues; ____Other

Comments: __________________________________________________________

E. Any facilities and programs take administration, control, coordination, etc. What type of management of the Community Center would you prefer?

- City;
- School Board;
- Recreation Board;
- Joint or Combination

F. Finally, please complete the following information:

Resident of Grandview______             Resident of Marble Cliff______
Home Owner______                   Renter______
Number of Children in Family______ Ages: _____________________________

If you are negative to the concept of new and improved recreational facilities, Community Center, etc., we urge you to comment fully and indicate why: __________________________________________________________
APPENDIX C

RESULTS OF GRANDVIEW HEIGHTS QUESTIONNAIRE
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<th>Senior Citizen Act.</th>
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Comments:

Use school facilities to fullest extent, but there is need for far more. Everyone should pay - users slightly more.

Have pool complex (outdoor and natatorium).

Particularly need space and guidance for young people.

Give priority to young people.

Emphasis on senior citizens.

Have indoor tennis courts.

Outdoor track for running and jogging is needed.

Teenagers need a place to meet. City does nothing for them now.

Golf, tennis, art, etc., classes in evening.

Would like to see an adult education program available.

Ask senior citizens what they would like.

Have recreation center for all Grandview residents. Senior citizens use during the day, young people at night, teen-agers on Friday and Saturday for dances and programs.

We belong to Grandview swim club - have no children - feel swim club is adequate.

Run snack bar on concession basis.

Facility should be designed for multi-use.

Night classes on hobbies and arts and crafts.
Have facilities in community center not already supplied by schools or not available in majority of homes.

Swimming pool with bubble over it for year-round use.

Grandview shouldn't try to compete with Columbus - preserve park space.

Quiet activities should be separated from noisy, active ones.

Indoor ice skating rink needed.

Combine teen-age center and elementary.

Need senior citizen activity badly.

Use churches and schools in area for programs.

Indoor swimming pool attached to high school with sliding roof.

Use gymnasium for basketball, volleyball, and badminton.

Use school gym after hours and on weekends.

Use existing facilities at school for gym, auditorium, softball, etc.

Spend some money to fix existing facilities such as basketball and tennis courts on Third and Pierce Field.

Would like facility for persons to work on their own cars - vacant Humble Station on Grandview Avenue.

Avoid building duplicate facilities.

B. Community Center Approach 401
Decentralize 7

Combine school and community facilities 405 Yes 86 No

Comments:

Don't duplicate facilities.

Use some school facilities, need supervision in all locations.

Have an "adult building" and a "youth building."

Adults should be included as much as school-age children.

Use school facilities "after hours" and on weekends.
If combined, a conflict between school activities and availability to community would exist.

Natatorium should be built by school, used by all.

Have art classes at night for all citizens.

Use schools exclusively.

Have someone in charge of how much school activity goes on there.

School facilities should be used 12 months per year - 7 days per week.

Community Center in future - decentralize at first.

Use Municipal building.

Recreation should supplement full use of school.

Must combine because of land scarcity.

Build centrally and with safe accessibility.

Adults should be able to use facilities at times other than youth.
    (In other words, adults and teenagers/younger children should not use the facility at the same time.)

Establish complete and effective communication between school administration, school board, city administration, city council, recreation board, recreation director and public at large.

Are we actually financially able to build a community center at this time?

Senior citizens activities could go on during school hours.

Consider possibility of branch YMCA and YWCA.

If football, basketball, etc., were used by both, those not in school wouldn't get to use as often.

Expert planning and understanding between city and school is essential.

Many people would not feel free to use if school oriented.

We need a rigorous full-time dramatics director.

Use facilities we have now.

Make sure this is not open to outsiders of Grandview.
Prefer a recreation center similar to Whetstone where senior citizens are encouraged. If school had anything to say about it, they wouldn't be.

Natatorium should be connected with high school - teen center should be a separate organization.

Decentralize in that senior citizen activities in one building - roller skating and ice rink, gym and snack bar in another.

Our schools have enough problems - leave them out of this.

Feel children would rather not be on school grounds for social activities.

Natatorium should be on school grounds.

Keep school board out of this.

C. Between Edison and Grandview H. S.       

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Goodale Ave. from Grandview to Urlin

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Oxley Field Complex

Other:

None - leave green spaces alone.

Grandview Business block.

Electric company lot.

Remo's building.

None--traffic will be bad when I-70 is opened.

Don't take any land belonging to school.

Field north of high school football stadium.

Oakland and Fairview.

Baseball field.
Grandview near Third.

Don't take garden plots.

Don't destroy Oxley Field.

Should be decided by planning committee.

Build it around or within schools.

Property facing W. First, South of Edison or old Grandview Theater.

Open wooded area.

Grandview Avenue between First and Third.

Field north of Grandview pool.

Present pool plus adjacent vacant land.

Take over First Avenue Medical Center block.

S. E. Corner of Grandview and Goodale.

Don't destroy Wyman Woods.

S. W. corner of Grandview and Goodale.

D. Yes 352 No 58

Membership dues 288 Bond subscription 164

Property tax levy 63 Income tax revenues 108

Other:

Federal grant.

1/2 bond subscription and 1/2 income tax (provided tax is not raised).

Those who use community center should provide money.

Combine membership dues and income tax revenues.

Combine city income tax and school money.

Charge extra for classes and instruction.

Private business should be encouraged to help.

Family membership in pool.
Bond to build – membership to maintain.

Hurry up and build now before people change minds.

Should be planned by experts.

Fund raising projects and donated materials and labor by Grandview residents.

All residents should pay.

Sell memberships like the Bobcat boosters.

Free to Grandview students.

Should be operated by city.

$200 donations by citizens guaranteeing life membership.

E. City 60 School board 17
  Recreation board 230 Joint or combination 232

F. Resident of Grandview 517 Rent 118
  Resident of Marble Cliff 35 Home owner 393

Ages of children:

|   |     |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |
| 1 | 49  | 8 | 58 | 15 | 40 | 16 | 43 | 17 | 27 | 18 | 35 | 19 | 29 | 20 | 13 |
| 2 | 36  | 9 | 40 | 11 | 52 | 12 | 53 | 13 | 46 | 14 | 55 |

If negative to concept, why?

Should be part of school system supervised by professionals 12 months of the year.

Anything built for youth now would be destroyed.

Let’s consider first the things we have neglected so long.

Need better policing and better street lights.

Would be a hangout for hoodlums and deviates.
Retired people with low monthly income can't afford to pay for such a facility.

I wonder if the youth appreciate what we already have. It seems that two parks and three school buildings should take care of our needs.

Our taxes have increased from 34.3 to 46.3 per thousand in two years. Let us try to live within our means.

Let's not change Grandview - we like the slower, small town atmosphere.

I do not think a community center should be undertaken until existing facilities including the recent expansion to the school system is fully utilized.

Grandview is too small, and it would cost too much money.

Grandview is "sewed up" community - doesn't recognize residents who are fairly new to community. Community center would be only for chosen few.

Should keep green areas. Ecology must be kept in mind.

Traffic on Grandview Avenue would be a problem.

Feel school have adequate space for activities.

Against it only if it is completely run by school.

Add to school buildings - less cost than new facility.

Everytime we vote yes and it passes, nothing ever happens. Where does our money go? Taxes have risen 50% in last 6 years - for what?

Shows failure at family unit.

Grandview is located only minutes from facilities - we have three gyms that could be used.

If people want this high-priced "babysitter" let them pay for it--we don't want it.

Try on small basis first. Don't get in over our heads.

ADDITIONAL COMMENTS:

Hope something comes of this -- been talking about it for years. Sounds great!

Do it now - before the costs rise and interest dwindles.
Be sure to have adult supervision in youth activities. Everyone should do their share.

Contact City of Oshawa, Canada - they did what you are planning and it contains all forms of recreation as mentioned in part one.

Keep political hands off. Should not be a money-making project. Should be run on a cost basis only, food, repairs, etc.

School children should fill out form.

Bus to pick up older people for daytime activities.

Recreation board should include councilmen.

Money should be spent on recreational activities not available commercially.

Concentrate on needs of children. If a community center is built, I'm afraid adults would be priority.

Would like to see "Y" built in northwest area.

Kids should have some authority regarding management too.

Would be willing to support with increased taxes a community center to be operated in existing school facilities.

We need such a facility, not only for recreation but to support Grandview Spirit.

Community Center could offer supervised daytime baby sitting for working women.

Investigate Community School concept under Mott foundation through Ball State University, Muncie, Indiana. Tipp City, Ohio, is considered "model" of how to organize a community school. Flint, Michigan, where community school concept began gives tremendous help in organizing and planning. Could put you in contact with Tipp City Community School Director for complete information.
APPENDIX D

SUGGESTED FORM FOR A JOINT AGREEMENT
SUGGESTED FORM FOR A JOINT AGREEMENT BETWEEN THE ______________________
BOARD OF EDUCATION AND THE _______________ PARK AND RECREATION BOARD
FOR THE COOPERATIVE ACQUISITION, DEVELOPMENT, MAINTENANCE, AND USE OF
FACILITIES WHICH ARE NATURAL RESOURCES.

This joint agreement is an effort between two public boards to
increase the services provided by each, to heighten the efficiency
of operation of each, and to fulfill their specific obligations to
the citizens of the community with the lowest cost to the taxpayers.

The following statements of this agreement shall constitute a
basis for actions of the Board of Education and the Park and Recreation
Board in the execution of their plan of cooperation for joint planning
and respective use of school buildings, neighborhood playgrounds,
playfields, parks and school-park sites in the city of ____________.

The Board of Education and the Park and Recreation Board mutually
agree that, in the acquisition and planning of school, recreation, or
park areas, whether acquired jointly or independently, each will inform
the other, as far in advance as is practicable, of its plans for
acquisition and development of sites which may become mutual resources.
It is understood, however, that neither board is obligated to conform
to the desires of the other.

It is recognized, however, that such cooperation in acquisition,
planning, and construction will effect certain economies in capital
expenditures by both boards as well as increasing the effectiveness of
maintenance and use.

This statement takes into consideration the stated educational
philosophy of the _________________ school system, one of the
tenets of which reads as follows:

We believe that the school is a community institution
and that while traditionally, it is designed to serve
only the educational needs of youth, it now has a much
wider function in that it should serve the needs of
the entire community. Therefore, the use of its
facilities for all groups should be encouraged to the
end that as rapidly as possible the school's educational
program may be enjoyed by everyone.

PART ONE

COORDINATED SCHOOL-PARK PLANNING AND DEVELOPMENT

I. Planning and location of School-Park facilities.

A. The Board of Education and the Park and Recreation Board
mutually agree to jointly plan all school-park sites.
B. A master site plan will be made for each school-park site prior to the development of the area. This plan should be approved by both boards. Any changes or modifications of the plan shall be acceptable to both boards.

C. It is agreed that the services of a registered landscape architect will be engaged in the establishment of all school-park, playground, playfields and park plans.

D. The financing of all school-park master plans shall be equally assumed by the two boards.

E. The establishment and location of all school-park sites shall be thoroughly studied in relation to both school and community needs. The decision regarding the final location shall meet with the approval of both boards.

F. It is the policy of the Board of Education, in making plans for new schools, to adequately provide for community and recreational use of the building. The architects will, therefore, work with the Park and Recreation Superintendent of registered landscape architect so that the school buildings are so designed that they will serve their dual purpose to the greatest advantage.

G. The location of the structure on the site will be so planned that the maximum use of playground and recreation facilities is obtained.

H. Playground and school-park sites will, whenever possible, extend to street or at least to alley lines to avoid abutting private property.

II. Standards for Development of Playgrounds and School-Park Facilities.

A. The Board of Education and the Park and Recreation Board shall mutually develop and accept realistic standards for outdoor playgrounds, playfields, and school-parks. Standards of the National Recreation Association and the National Council on Schoolhouse Construction shall be considered as minimum.

B. The accepted standards shall be reviewed regularly to produce maximum benefit to the community.

C. The principles of school-park planning only become effective if sufficient land is available to meet school needs and recreational needs of the community.
D. The following shall be considered minimum requirements for combining school-park facilities.

1. Elementary School-Park

   School property—5 acres plus one additional acre for each 100 of ultimate enrollment.

   Park property—10 acres which must be adaptable for general park use.

2. Junior High School-Park

   School property—10 acres plus one additional acre for each 100 of ultimate enrollment.

   Park property—10 acres which must be adaptable for general park use.

3. Senior High School-Park

   School property—20 acres plus one additional acre for each 100 of ultimate enrollment.

   Park property—20 acres which must be adaptable for general park use.

III. Theory of School-Park Planning.

With a mutual desire to better serve the citizens of ____________, the Park and Recreation Board and the Board of Education support and encourage the development of school sites and park sites adjacent to each other within the community. These facilities have the same general radius of service and their general purposes complement each other. By combining a school and a neighborhood park on one land area, portions of the school building may serve as facilities for the school recreational and educational program, as well as community needs.

IV. Acquisition and Ownership of School-Park Sites.

A. The land for school-park sites may be acquired by one of the following methods.

1. The Board of Education may purchase all the land.

2. The City may purchase all the land.

3. The City and Board of Education may each purchase land directly adjacent.
V. Development of School-Park Sites.

A. The development of a site must adhere to the site master plan.

B. On each master plan there shall be clearly defined the "school area" and the "park area."

C. The "school area" is understood to be the site where the school building is placed and such developed areas as will be principally used for school purposes.

D. "Park area" is considered to be the balance of the ground and contains all the park facilities and playfield features which are considered essential for use by children and adults during out-of-school hours and vacations.

E. The responsibility for the development and improvement of the "school area" is that of the Board of Education and a similar responsibility for the development of the "park area" is that of the Park and Recreation Board of the City.

VI. Maintenance of School-Park Sites and School Playgrounds.

A. The Park and Recreation Board shall have full responsibility for the maintenance and repair of the "park area" and provide all materials and equipment necessary to keep the facility in satisfactory condition to serve its intended purpose for school, as well as community use.

B. The Park and Recreation Board agrees to assume also full responsibility for the maintenance and repair of "school area," and provide all materials and equipment.

C. The Park and Recreation Board shall assume this responsibility, however, only after the Board of Education has completed the initial development of all features of the "school area."

D. This agreement concerning the maintenance of "school areas: shall apply to all school grounds in the City of ______________, whether or not they are part of "school-park" sites.

E. In lieu of monetary compensation of this maintenance service, and in accord with its stated philosophy as
previously quoted, the Board of Education agrees to make available to the Park and Recreation Board, for community recreation purposes, the full use of all grounds and buildings under the control of the former, in accord with the stipulations set forth in Part Two of this agreement.

VII. Control of "School Area"

A. The "School Area" is under the control of the Board of Education during the hours that school is in session or at times when activities of the school required their use.

B. During all other hours the Board of Education delegates control of the "School Area" to the Park and Recreation Board.

C. The responsibility for the scheduling of these areas and the issuance of permits to community groups and athletic teams for the use of outdoor athletic fields and areas, on both school and city property, shall be the responsibility of the Park and Recreation Board.

D. The use of "school areas" shall be limited to residents of the City of ________________.

VIII. Special Property Assessments.

Special assessments for sewers, water lines, streets, curbs, sidewalks, etc., shall be levied by the city against the legal owner of the property involved. In the case of a long-term lease between the city and the Board of Education, the Board to whom the property is leased will be responsible for the assessment.

IX. Regulations and Policies for Outdoor Areas and Facilities.

A. All laws of the city and state shall be adhered to in regard to the use of school and park properties.

B. Regulations for specific facilities or sites may be established by the respective administrative bodies.

X. Use of Park and Recreation Department Facilities, Areas, and Equipment by the Board of Education.

A. Activities of the Park and Recreation Board will receive first priority in the scheduling of Parks and Recreation Board facilities.
B. The Board of Education will make application to the Park and Recreation Department for the use of department facilities, areas, and equipment.

XI. Abandonment.

A. When it is deemed advisable to abandon any school-park site, playground, or playfield site, the initiative may come from either the Park and Recreation Board or the Board of Education, but such abandonment shall be by mutual consent.

B. Upon abandonment, the control of the land shall revert to the authority which acquired it; salvageable equipment and accessories shall become the property of the agency which purchased them.

XII. Capital Improvements.

In accord with statutory provisions, the Board of Education and the City of _______________, by mutual agreement, may jointly undertake the development and maintenance of a capital improvement program, such as construction of an indoor swimming pool or an indoor recreation area.

PART TWO

PARK AND RECREATION BOARD USE OF SCHOOL BUILDINGS AND GROUNDS

I. Scheduling.

A. Policy -- The Park and Recreation Board will request permits for school buildings for its specific recreation activities only. No charge will be made to the Park and Recreation Board for the use of school facilities so long as the custodial staff of the school is on duty in the facility used.

B. Priority -- Activities of the Board of Education and individual schools will receive first priority in the scheduling of all Board of Education facilities.

C. Application -- The Park and Recreation Board will make application to the Business Manager for all use of school buildings, starting time, date, type and purpose of activity, approximate number of participants, individual to be in charge, etc.
II. Contracts and Fees.

A. Non-fee basis -- An application on an approved form will be submitted to the office of the business manager of the Board of Education.

B. Hourly rate basis -- A contract will be drawn up and approved by both departments.

III. Supervision of activity.

A. The Park and Recreation Board will be responsible for the provision of qualified personnel for supervision of all activities under its jurisdiction.

B. In addition to the supervisory personnel, chaperones shall be provided for youth programs.

IV. Responsibility for Activities.

The Park and Recreation Board shall be responsible for the content of activities of all programs under its jurisdiction, and for the behavior of all participants including spectators.

V. Rules and Policies.

A. All rules and policies of the Board of Education shall be in writing and be made available to the supervisors involved.

B. Established rules and policies shall be closely adhered to, unless changes are approved in writing at the time application is made for the use of the facility.

C. Rules and policies of the Park and Recreation Department governing the administration and conduct of activities shall be followed in all activities.

VI. Care of Property.

A. The Park and Recreation Department assumes full responsibility for the proper care of Board of Education facilities.

B. The Recreation Supervisor shall make effort to leave a facility in as clean a condition as possible. All materials and equipment used in the activity shall be picked up and returned to storage places provided.
C. Damage to, or destruction of, property caused by Park and Recreation Department use beyond the normal usage will be repaired or replaced by the Park and Recreation Department.

D. The Park and Recreation Department does not carry insurance on its participants or public property.

VII. Equipment.

A. The granting of the use of a specific school facility does not carry with it the use of equipment kept in that facility or elsewhere.

B. Equipment, such as P. A. system, projector, folding chairs, bleachers, stage equipment, blackboards and gymnasium equipment may be used only when approved by the Business Manager and principal of the school.

C. Expendable equipment, such as balls, bats, nets, and other school property, is not available for community use. The Park and Recreation Department shall provide such equipment for use of its own groups.

D. Where available cupboards, storage rooms or storage space will be provided for activities that use a facility regularly. The schools are not responsible for equipment so stored.

VIII. Use of School Cafeterias and Kitchens.

A. If it is desired that a meal be served by the school kitchen staff, the request will be directed to the office of Business Manager and Head Dietician.

B. The use of a school cafeteria does not include the use of the adjoining kitchen.

C. If a school kitchen is to be used, permission shall be granted only upon payment of a fee sufficient to cover the cost of the services of the school dietician or a member of her staff.

D. When the use of cafeteria or kitchen facilities is granted, it is understood that cleaning up of the facility shall be the responsibility of the user.

IX. Use of School Buildings in Summer Playground Program.

A. The Board of Education will grant the use of certain parts of school buildings supplementing the use of
school grounds in carrying on the supervised play program of the Park and Recreation Board.

B. Headquarters for the supervisory staff and storage space for play equipment will be made available at the most convenient location practicable.

C. Toilet facilities and drinking water will be made available at the most convenient location within the building subject to whatever controls are mutually agreed upon by the Business Manager of the Board of Education and the Superintendent of Recreation.

D. At those schools where it is desirable to have the use of a gymnasium, play room or other activity room, it is understood that a mutually satisfactory arrangement will be agreed upon.

X. Custodian.

A. Policy -- As previously stated, school facilities will be available for use by the Park and Recreation Department at no charge during the regularly scheduled working hours of the custodian staff. The custodians, in most cases, do not clean up immediately following school use if the facility is to be used for recreation activities later in the afternoon or evening. Custodians are not required to participate in, or supervise, recreation activities, and therefore they may work at their regular duties while an activity is in progress. All evening activities must be completed at least one hour prior to the end of a custodian's working day so that he may clean that portion of the facility for the next day's school activity.

B. The activity supervisor shall check in and out with the custodian and sign his activity report.

C. The custodians are not paid directly for their services by individuals using a facility.

XI. Check of Reciprocal Services

During the first full year that this agreement becomes effective, the Park and Recreation Board and the Board of Education will cause the following records to be kept:

1. The number of hours use of each school ground by the Park and Recreation Board.
2. The number of hours use of each school building by the Park and Recreation Board.

3. The number of hours use of each park area by Board of Education groups.

4. The number of hours use of each park building by Board of Education groups.

5. The number of hours labor and expenditure of funds involved in maintenance and repair of each "school area" not used by the Park and Recreation Board.

6. The number of hours of labor and expenditure of funds involved in maintenance of each "school area" not used by the Park and Recreation Board.

On the basis of these figures, the Board of Education will, at the end of the first year of operation of this agreement, discuss with the Park and Recreation Board the matter of whether or not the services rendered by the latter in the maintenance and repair of all "school areas" appears to justify the Board of Education assuming all or part of, the cost of custodial fees for use of school building when custodians are not on duty.
RECREATION DIRECTOR

DUTIES AND RESPONSIBILITIES

This is professional and administrative work in developing and directing a comprehensive community recreation program. Responsibilities include the effective use and proper maintenance of a wide variety of recreation areas, facilities, and equipment, the programming of activities for various age groups, and the supervision of professional and sub-professional recreation supervisors, leaders and aides.

Work performed in accordance with general policies and procedures adopted by the Board or Parks and Recreation. The director must exercise independent judgment and ingenuity in accomplishing program objectives and in interpreting the needs and desires of the community.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Developes and promotes a broad program of parks and recreational activities and services.
Supervises and directs the activities and use of public recreation facilities.
Evaluates the adequacy of existing physical facilities and makes recommendations for alterations and additions.
Develops cooperative arrangements with other agencies for the joint use of facilities and programming of activities.
Selects, assigns, supervises and trains full and part-time recreation personnel.
Supervises the maintenance of records and the preparation of periodic reports and budget estimates.
Meets with community organizations to explain Recreation Division programs and policies.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Extensive knowledge of the objectives and principles of public recreation, including a thorough understanding of activities which make up a community recreation program.
Thorough knowledge of facilities and equipment needed in a broad recreation program and the proper arrangement of recreation areas.
Considerable knowledge of group behavior as applied to recreation activities.
Considerable knowledge of modern office management principles and practices.
Ability to plan organize and direct the activities of a considerable number of recreation employees.
Ability to present material in a clear and interesting manner, both orally and written.
Ability to develop and maintain effective working relationships with employees, other agencies and the general public.

ACCEPTABLE EXPERIENCE AND TRAINING

Extensive experience in public recreation leadership and supervision including administrative experience; graduation from a recognized college or university with a degree in recreation or related field. Advanced training or degree may be substituted for some experience.

ASSISTANT RECREATION DIRECTOR

DUTIES AND RESPONSIBILITIES

This is professional and supervisory work assisting in the administration of all activities of the Recreation Division. Work also involves assisting in the planning and development of a comprehensive recreation program designed to meet the needs of various age groups in the city. Supervision is exercised over subordinate recreational workers. General supervision is received from the Recreation Director through frequent discussions and reports on the progress of planned programs.

EXAMPLES OF WORK PERFORMED  (Illustrative only)

Assists in the promotion and development of a broad program of parks and recreation activities and services.
Assists in the recruiting, selecting, training and supervising of paid and volunteer recreation workers.
Investigates and acts upon requests, suggestions and complaints concerning recreation services.
Maintains required records and reports of divisional activities and property.
Oversees the conduct of recreational programs through frequent personal visits, consultation and reviews of reports.
Meets with community organizations to explain Recreation Division programs and policies.
Conducts studies and prepares reports as requested by the Director.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Considerable knowledge of the modern principles and practices of public recreation
Considerable knowledge of competitive sports, cultural activities and handicrafts, as well as related equipment and facilities.
Considerable knowledge and appreciation of the ideals and objectives of planned recreation programs.
Working knowledge of first aid methods and safety precautions used in recreation work.
Ability to establish and maintain effective working relationships with public officials, community organizations and the general public.
Ability to interpret and carry out the goals and philosophy of the Recreation Division with a minimum of supervision.
Ability to speak effectively to public groups.
Ability to prepare clear and concise records and reports.

ACCEPTABLE EXPERIENCE AND TRAINING

Considerable experience in public recreation leadership, supervision or administration; graduation from a recognized college or university with a degree in recreation or related field. Advanced training or degree may be substituted for some experience.

PARKS SUPERVISOR

DUTIES AND RESPONSIBILITIES

This is professional and administrative work in planning and supervising the construction and maintenance of municipal parks, playgrounds and other public grounds. Work responsibility includes the management of city properties and supervision of employees engaged in the construction and maintenance of athletic fields, playgrounds, medians and grounds around city buildings. This includes landscape planning, planting, and care of trees and shrubs, general lawn and grounds maintenance and snow and ice control on city parking lots and sidewalks around city buildings.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Supervises the planting and transplanting of trees, shrubs and flowers and the mowing and fertilization of lawns on public grounds.
Works closely with those responsible for the recreation program in planning and supervising the construction and maintenance of athletic fields and playgrounds.
Works closely with those responsible for building maintenance in the construction and maintenance of park buildings.
Advises citizens on planting and care of trees and shrubs in connection with the beautification program.
Requisitions supplies and materials, prepares budget estimates, keeps records and prepares reports.
Supervises the maintenance and protection of park properties, inspects park facilities to insure proper care and maintenance.
Makes recommendations for future park development.
Performs related work as required.
REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Thorough knowledge of the principles, methods, materials, and practices used in park maintenance and management.
Considerable knowledge of landscaping, horticulture and general grounds maintenance.
Ability to plan and assign the work of employees performing ground maintenance tasks.
Ability to prepare and interpret plans and diagrams of park improvements.
Ability to maintain effective working relationships with city officials, employees and the general public.

ACCEPTABLE EXPERIENCE AND TRAINING

Considerable supervisory experience in park development, maintenance and operation; graduation from an accredited college with major course work in park management, horticulture, landscape architecture or related field, or equivalent of experience and training.

PLAYGROUND SUPERVISOR

DUTIES AND RESPONSIBILITIES

This is seasonal supervisory work in coordinating all general recreation activities conducted on city playgrounds. Responsibilities include the supervision of all playground personnel and the implementation of the playground program in accordance with established policies and procedures. Work is supervised through field visits, staff conferences and a review of activity reports.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Plans, organizes and coordinates a wide variety of activities at city playgrounds.
Conducts staff meetings for the exchange of ideas among playground personnel.
Establishes and conducts training programs for playground personnel.
Maintains accurate records of playground activities and prepares necessary reports.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Considerable knowledge of the methods and techniques employed in a comprehensive playground program.
Considerable knowledge of First Aid methods.
Working knowledge of the general maintenance and upkeep of playground areas and facilities.
Ability to organize, plan and direct the activities of personnel engaged in playground supervision.
Ability to maintain complete and accurate records.
Ability to meet and deal tactfully with the public and to solve disciplinary problems effectively.
Ability to speak and write effectively.

ACCEPTABLE EXPERIENCE AND TRAINING

Experience in various areas of recreation leadership and supervision; graduation from a recognized college or university with training in recreation, education or a related field.

PROGRAM SUPERVISOR

DUTIES AND RESPONSIBILITIES

This is seasonal supervisory work in planning, promoting and developing a specialized activity of the recreation program (arts and crafts, athletics, games, music, dance, special events, day camp, etc.). Responsibilities include establishing schedules and regulations, organizing activities and coordinating the specialized program with the general recreation program. Functional supervision is exercised over recreation instructors, leaders, aides and volunteer workers. Work is reviewed through staff conferences and reports of activities.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Organizes and promotes a specialized recreation activity.
Supervises, trains and advises recreation leaders, aides and volunteers in the specialty program.
Analyzes program success and recommends alterations or expansion.
Recommends materials and equipment for the specialty programs and prepares specifications.
Maintains records of activities and submits periodic reports.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Considerable knowledge of the philosophy of the total recreation program.
Considerable knowledge of the technical fundamentals of a specialized program.
Ability to plan, organize and supervise a special recreation program.
Ability to develop cooperative working relationships with fellow employees and the general public.
Ability to maintain complete and accurate records.

ACCEPTABLE EXPERIENCE AND TRAINING

Considerable experience in a specialized field of recreation plus some supervisory experience; graduation from a recognized college or university with training in recreation, education or related field; or equivalent experience and training.
RECREATION LEADER II

DUTIES AND RESPONSIBILITIES

This is seasonal recreation leadership in directing a variety of activities at an assigned playground park or recreation center. The class is distinguishable from Recreation Leader I by the additional responsibilities of supervising other Leaders, directing activities at high attendance or special problem areas and by the additional training and experience requirements. More latitude is allowed a Recreation Leader II to adjust programs to meet the needs of age and interest groups. Work is reviewed through field visits, staff conferences and analysis of activity reports.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Supervises and trains Recreation Leaders I assigned in the conduct of recreation activities.
Administers a general program of recreation at an assigned area.
Issues, receives and has custody of recreation equipment and supplies.
Inspects playgrounds and equipment and recommends maintenance when necessary.
Supervises activities and maintains discipline.
Stimulates interest in and directs a variety of competitive and non-competitive games, sports and shows.
Maintains attendance and activity records and makes reports.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Some knowledge of the rules and regulations governing the more common competitive athletic games.
Some knowledge of a variety of recreation activities suitable for children, adolescents and adults and the ability to develop, organize and direct these varied activities.
Some knowledge of First Aid practices and techniques.
Ability to follow program standards and objectives outlined by superiors.
Ability to solve minor disciplinary problems effectively.
Ability to meet and deal tactfully with the public.
Good health and physical stamina.

ACCEPTABLE EXPERIENCE AND TRAINING

High school graduate with some college training in recreation, education or related area preferably supplemented by experience in group recreational activities.
RECREATION AIDE

DUTIES AND RESPONSIBILITIES

This is routine work involving the performance of a variety of recreational, manual and clerical tasks at city parks, playgrounds and recreation centers. Basic responsibility is to assist Recreation Leaders in high attendance areas, special programs, special groups, etc.; supervises children playing in park areas and playgrounds and maintains discipline about the areas. Work is performed under the close supervision of a Recreation Leader, Instructor or Program Supervisor.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Conducts leisure time activities under direct supervision; checks recreation equipment and supplies in and out.
Assists in training participants in special recreation activities.
Assists in organizing group activities on a playground.
Supervises small group activities and maintains discipline and safe playing conditions.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Knowledge of general leisure activities.
Knowledge of good safety habits relating to recreation activities.
Ability to lead, teach and conduct group activities.
Ability to follow oral and written instructions.
Ability to deal tactfully and courteously with the public.
Willingness to learn and perform assigned tasks.

ACCEPTABLE EXPERIENCE AND TRAINING

High school student or graduate with skills necessary for conducting physical, cultural and social programs.

SEASONAL LABORER

DUTIES AND RESPONSIBILITIES

Performs manual labor in the maintenance of park playground areas and ball diamonds. Does related work as required. This is routine work involving some knowledge of maintenance in general park and recreation areas with procedures and standards to be clearly outlined. This work is performed under close supervision.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Maintains assigned park and recreation areas and facilities.
Levels off and disks playing fields.
Puts down and takes up bases on baseball diamonds.
Makes minor repairs to athletic equipment.
Picks up glass, paper and other debris.
Lines baseball diamonds as directed.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Ability to readily acquire knowledge of minor parks and recreation maintenance.
Skill in the use of hand tools and small lawn mowers.
Ability to follow directions.
Good physical condition.

ACCEPTABLE EXPERIENCE AND TRAINING

Preferably some work experience and graduation from high school, or acceptable combination of experience and training which provides the required knowledges, skills and abilities. Should possess a valid Ohio driver's license.

SPORTS SUPERVISOR

DUTIES AND RESPONSIBILITIES

This is a part-time winter, full-time summer position. Work involves assisting in the planning and the development of a comprehensive sports program designed to meet the needs of various age and interest groups. Supervision is exercised over subordinate recreation workers. General supervision is received from the Recreation Director and Assistant through frequent discussions and reports on the progress of planned programs.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Under general direction, plans, organizes and supervises various sports leagues and special holiday sports events.
Recruits, interviews and trains all potential sports personnel.
Schedules and conducts all league organizational meetings and prepares rules and regulations.
Prepares all league schedules.
Secures officials for appropriate leagues.
Schedules use of all ball diamonds and coordinates this schedule with other sports leagues.
Makes certain all ball diamonds are lined and playable for games.
Coordinates and cooperates with other recreation programs.
Prepares new articles and performs other public relations work as required.
Maintains records and makes periodic reports to the Recreation Department.
Evaluates sports program and makes necessary recommendations.
Performs related work as required.
REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Considerable knowledge of various sports programs.
Ability to conduct various types of tournaments.
Ability to prepare league schedules.
Working knowledge of first aid methods and safety precautions particularly as they apply to sports programs.
Ability to speak effectively to public groups.
Ability to prepare clear and concise records and reports.
Considerable knowledge of officiating in various competitive sports.

ACCEPTABLE EXPERIENCE AND TRAINING

Graduation from a recognized college or university with a degree in physical education, recreation or related field. Considerable experience in sports programs. Advanced training or degree may be substituted for experience.

SWIMMING POOL MANAGER

DUTIES AND RESPONSIBILITIES

This is seasonal supervisory work in coordinating all general activities conducted at the City Swimming Pool. Responsibilities include the supervision of all pool personnel and the implementation of the swimming program, in accordance with established policies and procedures "established by the Park and Recreation Department and the City Council." Work is supervised through field visits, staff conferences and review of activity reports.

EXAMPLES OR WORK PERFORMED  (Illustrative only)

Plans, organizes and coordinates a variety of programs and activities as conducted at the City Pool.
Conducts staff meetings for the exchange of ideas among pool personnel.
Establishes and conducts training programs for pool personnel.
Maintains accurate records of pool activities including financial, attendance and required health reports.
Provides general supervision and assistance in the swimming instructional programs.
Performs related work as required.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Considerable knowledge of the methods and techniques employed in the operation of a municipal swimming pool.
Considerable knowledge of first aid.
Considerable knowledge of the general maintenance and operation of the pool filtration system.
Ability to plan, organize and direct the activities of the pool personnel.
Ability to maintain complete and accurate records.
Ability to meet and deal tactfully with the public and to solve
disciplinary problems effectively.
Ability to speak and write effectively.
Considerable knowledge in the area of safety, particularly as it
relates to pool operation.

ACCEPTABLE EXPERIENCE AND TRAINING

Experience in various areas of pool leadership, supervision,
administration and maintenance. Graduation from a recognized college
or university or equivalent experience or training. Possess Red
Cross (or equivalent) certification in first aid and swimming.
Should possess water safety instructors certificate.

ASSISTANT SWIMMING POOL MANAGER

DUTIES AND RESPONSIBILITIES

Directs the operation of the city swimming pool in the absence of the
swimming pool manager - including the supervision of all pool personnel
in accordance with established policies. Keeps accurate records of
attendance, water condition on filter plants. Responsible for
filter plant operation and maintenance. Work is supervised by the
pool manager.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Provides general supervision and assistance in the various instructional
programs.
Maintains accurate records of pool activities including financial,
attendance, and health reports.
Responsible for the operation of the pool filtration system, makes
daily tests of water and keeps reports on the condition of the
water.
Keeps constant check on pool equipment and supplies and sees that
the pool personnel adheres strictly to pool regulations.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Knowledge of public swimming pool operation and maintenance.
Knowledge of pool safety practices, health regulations.
Some knowledge of public relations.
Ability to carry on programs in the absence of close supervision.
Initiative and resourcefulness in solving problems.
In good physical condition.
Knowledge in the area of safety as it relates to pool operations.
Knowledge of first aid.
ACCEPTABLE EXPERIENCE AND TRAINING

Prefer experience in the operation and maintenance of a public swimming pool, including filtration plant operation. Two years of course work at a college or university or equivalent combination of experience and training. Should possess Red Cross (or equivalent) certification in first aid and swimming.

HEAD LIFE GUARD

DUTIES AND RESPONSIBILITIES

Supervises public swimming pool to assure the health, safety, and enjoyment of the swimmers. This work is performed on an assigned shift and the individual must have a vital concern of the safety of swimmers. Must be able to supervise general maintenance program for pool and swimming areas. Performs related work as required.

EXAMPLES OF WORK PERFORMED (Illustrative only)

Patrols swimming pool areas maintaining discipline, enforcing regulations and watching swimmers.
Applies resuscitation techniques and other first aid as required.
Keeps accident and attendance records.
Operates pool filtration system, assists in the maintenance of the pool area.
Generally supervises the water maintenance and quality control.

REQUIRED KNOWLEDGES, SKILLS AND ABILITIES

Good knowledge of life saving practices and ability to swim well.
Good knowledge of first aid, ability to follow orders, ability to enforce strict discipline, reliability, resourcefulness, and in excellent physical condition.

ACCEPTABLE EXPERIENCE AND TRAINING

Some experience as a life guard. Must possess an active Red Cross (or equivalent) Senior Life Saving certification. Also prefer certification or training in first aid techniques. Water Safety Instruction certification is desirable for this position.
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<th>Poor</th>
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<th>Excellent</th>
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<td>Cooperation</td>
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<td>Attitude</td>
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<td>Organizing ability</td>
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<td>Enthusiasm</td>
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<td>Ability to follow instructions</td>
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<td>Ability to handle groups</td>
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<tr>
<th>ADDITIONAL INFORMATION:</th>
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<td>The staff member was most efficient in:</td>
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<tr>
<td>activities (list)</td>
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<tr>
<td>social qualities (list)</td>
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| The staff member needs help in (list) | ______________________________________ |

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<th>RECOMMENDATIONS:</th>
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<td>______________________________________</td>
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Signed ______________________________________
LIST OF REFERENCES
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_________. The Recreation Program. Chicago: The Institute, 1963.


