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URBAN PARK AND RECREATION

RECOVERY PROGRAM

**IMPACT REPORT
1978 - 1983**

U. S. DEPARTMENT OF THE INTERIOR
National Park Service



OVERALL IMPACT OF THE
URBAN PARK AND RECREATION RECOVERY PROGRAM

REPORT TO CONGRESS

DECEMBER 31, 1983

U.S. DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

RECREATION GRANTS DIVISION

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LIST OF GRANT PROPOSALS ILLUSTRATED

RECOVERY ACTION
PROGRAMS

REHABILITATION

INNOVATION

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Austin, TX	37	Akron, OH	59,66	Baltimore, MD	83,85
Bridgeport, CT	35,39	Bellingham, WA	59	Bellingham, WA	64,90
Columbus, OH	44	Berkeley, CA	54	Bernalillo Co., NM	93,96
Jackson Co., MO	39	Buffalo, NY	67	Brockton, MA	84
Milwaukee Co., WI	36	Columbus, OH	53,59,60	El Paso, TX	82
New Haven, CT	40	Daytona Bch., FL	59	Elizabeth, NJ	96
Oakland, CA	44	Denison, TX	67	Hartford, CT	66,87
Savannah, GA	35	Indianapolis, IN	55	Kingston, PA	98
		Kansas City, MO	57	Lompoc, CA	86
		Muncie, IN	67	Los Angeles Co., CA	74
		New Orleans, LA	26	Miami, FL	93
		St. Petersburg, FL	59	New Haven, CT	94
		Seattle, WA	59,65	New York, NY	66
		Revere, MA	61	Oakland, CA	90
		Wilmington, NC	18	Oxnard CA	62
		Lauderdale Lks., FL	16	Pascagoula, MS	67,97
				Perth Amboy, NJ	84
				Portland, OR	87
				Portsmouth, VA	94
				Revere, MA	66,73
				St. Louis, MO	90
				St. Paul, MN	97
				San Francisco, CA	98
				Somerville, MA	82
				Webster, MA	79
				Wilkes-Barre, PA	94
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INTRODUCTION

This report is prepared in compliance with the Urban Park and Recreation Recovery (UPARR) Act of 1978, Section 1015, Sunset and Reporting Provisions, P.L. 95-625, (16 USC 2514), Title X of the National Parks and Recreation Act of 1978 which requires a fifth-year report to Congress on the overall impact of the program, and the annual achievements of the Innovation grant program.

The Urban Park and Recreation Recovery (UPARR) Program was enacted in November, 1978, as a five-year, \$725 million, program of direct Federal assistance to economically distressed communities. The expressed purpose of this grant program was to help hard-pressed urban recreation systems to rehabilitate "critically-needed recreation areas" and to develop "improved recreation programs...by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long-term commitments to continuing maintenance of these systems" (Title X, Sec. 1003).

Currently administered by the National Park Service of the U.S. Department of the Interior, the UPARR program has provided \$170 million in grants for rehabilitation of existing recreation facilities, demonstrations of innovative recreation management and service approaches, and systematic planning for overall revitalization of community recreation systems. More than 500 cities and urban counties have participated in the program. Almost 400 local jurisdictions in 42 States, the District of Columbia and Puerto Rico have received over 800 grants. More than 300 of these communities have completed UPARR Recovery Action Plans, and remain active in the program. At least 200 communities with approved plans are currently engaged in continuing planning efforts which emphasize improved efficiency in operation and management of recreation programs, and increased responsiveness of public recreation services to changing needs of local citizens. The program has also provided limited funds for Innovation grants to demonstrate innovative and cost-effective ways to augment recreation service programs in urban neighborhoods.

To assist in the preparation of this report, the Interior Department commissioned Blackstone Associates* in September, 1982, to undertake a partial evaluation of the UPARR program. The focus of Blackstone's evaluation was on the impact of UPARR grants awarded from 1979 through 1981.** In addition, the Blackstone report provided background information on the overall UPARR program, its legislative history, philosophy and goals, fiscal history, and similar matters of program administration. Therefore, this report to Congress incorporates much of the Blackstone evaluation material, along with updated impacts and achievements of the program from 1982 and 1983. Material taken directly from the Blackstone evaluation is indicated as such, but is incorporated with updates of grant and planning activity since 1981.

* Blackstone Associates, The Urban Park and Recreation Recovery Program: An Evaluation (Washington, D.C., August 1983), prepared for the National Park Service under contract No. CX-0001-2-0007. Blackstone was assisted in all phases of the study by A. L. Nellum and Associates, Inc. Reference in the text to 'Blackstone' is to be construed to refer to both organizations.

**See Appendix D. for a summary of the Blackstone Evaluation study methodology.

SUMMARY

This report examines the impact of the U.S. Department of the Interior's UPARR Program during its five years of operation between 1979 and 1983.*

Established by the Urban Park and Recreation Recovery Act of 1978, UPARR was authorized as a Federal assistance program to economically distressed urban jurisdictions as a means of revitalizing the nation's badly deteriorated urban park and recreation systems. This goal was to be accomplished by developing local commitments to system recovery and by improving local capacities through the award of planning grants and Rehabilitation and Innovation project grants. Since 1979, the UPARR Program, now administered by the National Park Service, has obligated \$170 million in over 800 direct grants to 500 cities and counties nationwide.

The UPARR Program's original aims were to develop linkages between cities and States, between urban recreation and other physical resource and human services programs, between neighborhood organizations and local governments, between the Federal government and the States, and between Interior and other Federal agencies that will help ensure the long-term success of overall urban revitalization efforts. In accord with these broad goals, actual and potential impacts have gone well beyond the immediate benefits of capital funding to encompass increased State, local and private investment in recreation resources and services, improved coordination among public and private recreation agencies, stabilization and improvements of urban neighborhoods, and overall increases in the quality of urban life.

. THE UPARR PROGRAM'S CHALLENGE TO LOCAL ACTION

In response to the call for a "challenge program," grants have been awarded based on national competitions. These competitions have consistently favored selection of the best possible projects from around the country, and increased the demonstration value of the program by encouraging a national "idea exchange" among grant applicants.

Only cities and urban counties meeting established criteria of social and economic distress are eligible for assistance. Participation in the grant program is achieved through successful application and competition involving review processes at both the regional and national levels. UPARR has adhered to proposal selection criteria developed early on to comply with the enabling legislation and intents of the program.

Nearly 500 project grants and over 300 planning grants were awarded during seven grant rounds before 1984. The grant rounds were distinguished by the rapidity of the turn-around between application and award announcements. The number, funding level, and frequency of grant rounds, however, have been influenced by budgetary decisions during two Administrations.

*Portions of this Summary are condensed from the Blackstone Evaluation, (see Introduction, p.iv).

. COMMUNITY RESPONSE TO THE NATIONAL CHALLENGE

At the program's initiation during 1979 and 1980, over 400 urban jurisdictions participated actively through planning, Rehabilitation, or Innovation submissions. By 1983, 79% of the eligible jurisdictions have received at least one Rehabilitation, Innovation or Planning grant; while about 20% of the 503 eligible communities either did not choose to submit proposals for funding, or submitted proposals that were competitively unsuccessful. Cities were twice as likely as urban counties to have sought program participation. About half of both cities and counties participating were awarded two or more Rehabilitation or Innovation grants.

. WIDE VARIETY OF PROGRAM PARTICIPANTS

Despite the competitive nature of the grant award process, the program was designed to be sensitive to the widely varying needs, problems and capacities of urban governments across the Nation. This meant that assessments of local commitments and of progress in system revitalization were scaled to local situations. The main long-term measure of program success is the relative progress which each jurisdiction makes in comparison to its situation at the beginning of the program. For example, moderate improvements in a large, severely hard-pressed city are considered more significant than greater absolute improvements in a jurisdiction with fewer initial problems.

Urban jurisdictions participating in the UPARR program were characterized by common features of social and economic distress on the basis of program eligibility criteria. Nevertheless, there was considerable heterogeneity among grantees, including differences in community size, in variety of populations served, in administrative organization, and in budgetary resources available. (Appendix B., Tables I, III & IV, and Appendix E. provide good overviews of the diversity and geographic range of UPARR grantees.)

. IMMEDIATE EFFECTS OF REHABILITATION AND INNOVATION GRANTS

From September, 1979 through November, 1983, UPARR Rehabilitation and Innovation grants supported renovations, redesigns and other improvements for over 850 individual recreation sites or programs nationwide, including swimming pools, indoor recreation centers, neighborhood playgrounds, community parks and playfields, special service programs for youth, the handicapped and the elderly, and improvements in park management and operations.

Work has been completed on an estimated 70% of grants awarded through 1982, and is well underway on the rest. These projects provide immediate recreation benefits to the recipient communities by restoration of closed or badly deteriorated facilities, redesign or expansion of outdated parks, and increases in access to park and recreation opportunities.

Project outcomes were largely positive and support the general goals and objectives of the UPARR legislation. For example, many grants led to renovated neighborhood facilities which were returned to full recreation use. Others supported programming increases. Such outcomes directly address the need for

close-to-home recreational opportunities emphasized by the UPARR Act. Although far less frequently reported, there were some negative outcomes and a variety of complaints about program targeting criteria and regulations.

A wide range of project impacts were cited by grantees. Among the most common outcomes are:

- restoration of facilities to full use
- increases in the types of recreation opportunities available
- increased numbers of people using restored facilities and participating in recreation programs
- more efficient use of recreation space
- reduced maintenance and utility costs
- expansion of the variety of people using recreation facilities and services (e.g., in terms of age, sex, race or physical capabilities)
- improved compatibility with identified neighborhood needs
- reductions in vandalism
- increases in public and private resources available for recreation
- enhanced staff awareness and skills in providing recreation services

Rehabilitation projects differed from Innovation projects in the frequency of several outcomes. Rehabilitation projects more often reported a facility returned to full use, efficient use of space, programming increases, and people feeling better than before about the site. Innovation projects more often reported increased local pride and participation, donated labor, staff training, and demonstration value outcomes. Rehabilitation projects were somewhat more successful by virtue of exhibiting more outcomes that had a higher UPARR priority rating. The most important outcome for Rehabilitation projects was upgraded facilities; for Innovation projects, increased availability of services was most important.

. LONG-TERM EFFECTS OF SYSTEMATIC PLANNING AND INCREASED LOCAL COMMITMENTS

The 1978 National Urban Recreation Study* revealed that many park master plans (capital investment) for large, medium and small cities were badly out of date. Also, at that time, very few urban areas were doing any planning for systematic management and operation of their recreation systems. The UPARR planning requirements were designed to address these deficiencies. The Recovery Action Plans required by the program have now been completed by over 300 localities, including most of the nation's central cities.

* See Chapter I.A., p.1.

As evidenced by the high percentage of approved RAP's and the favorable comments about its benefits, the RAP has served its immediate purpose. A majority of jurisdictions had no such action program prior to UPARR, and have reported multiple uses of the RAP, particularly as a management tool. Although preparing a RAP involved considerable time and effort for many, it did not deter communities from long-term participation in the program.

System planning took the form of a required five-year action plan (Recovery Action Program: the "RAP") which represented the community's systematic commitment to UPARR goals and a continuing local effort to improve the park and recreation system. Most program participants had developed and gained approval of their plans by mid-1982. Citizen participation in the RAP was found to be considerably higher than it had been for the individual projects. Most RAP's were tied to the local government's capital improvement plan.

For over 75 percent of the Blackstone respondents, doing the RAP was considered a good experience, although many added that it had meant more work for them. Asked about the pros and cons of the RAP experience, respondents emphasized its institutional value, particularly for improving decision-making capability. Most complaints were aimed at the mechanics of formats and administrative approvals, rather than the substance of planning requirements.

Participants generally describe the benefits of the Recovery Action Program planning process in terms of; increased awareness of recreation opportunities and problems by local citizens, chief executives and legislators; and increased knowledge of park resources and managerial options among recreation administrators. Two independent evaluations of grantee attitudes toward the RAP revealed a common pattern among most respondents: first, grudging acceptance of "another Federal planning requirement"; later, surprise at the unexpected usefulness of the mandated system-wide approach to physical, rehabilitation, management and service issues.

Recovery Action Planning has been used by program participants in five major ways:

- to generate and analyze hitherto unknown facts about the recreation system
- to identify action goals against which community progress can be measured
- to generate community involvement in and support for common recreation goals
- to enhance decision-making by elected officials on specific financing and project issues
- to explore alternative approaches to recreation system management with emphasis on sustaining or increasing resources and services through improved coordination among public and private agencies providing recreation services; and to promote greater efficiency in tax-supported park operations

Another clear indication of local recognition of the value of systematic Recovery Action planning, is the fact that two-thirds of the communities that have an approved RAP are continuing to update and improve their initial recreation recovery plans.

Since 1981, the Park Service has emphasized 'second-generation' planning assistance. Second-generation planning grants have focused particularly on ways to improve management of park operations and the responsiveness of recreation services in a time of fiscal restraints.

. RELATIONSHIPS BETWEEN SHORT-TERM AND LONG-TERM EFFECTS

Some program participants have expressed the view that the lasting effects of systematic planning may ultimately prove more important than the immediate benefits of physical projects. Others argue, quite reasonably, that planning is meaningless without the "on-the-ground" impacts of improved facilities and services. These views are not really contradictory. In fact, the implementation history of the UPARR program demonstrates the interdependence of planning and project impacts. Early Rehabilitation and Innovation grants stimulated local commitments to systematic planning through highly-visible and site-specific products. The recreation recovery planning process has, in turn, given impetus to ideas and approaches that will help to maintain and stabilize physically-improved recreation systems.

. NEW IDEAS DEVELOPED AND IMPLEMENTATION OF EXISTING SCHEDULES ACCELERATED

The Blackstone Evaluation of 60 grantees found that UPARR stimulated completely new project activity in over a third of all funded projects. Of the others, development plans had already existed in some form or were included in a capital improvements schedule, but would not have been implemented as rapidly without the UPARR stimulus. The report identifies a significant role of UPARR in initiating new approaches in over two-thirds of all Innovation grants. Needs for most of the early (1979-80) Rehabilitation projects, on the other hand, had been identified prior to UPARR.

UPARR was found to have been responsible for starting up at least two-thirds of the projects; according to respondents, only 25 percent of all the projects would have been conducted sooner or later regardless of UPARR. The impetus of UPARR also made possible earlier start-ups and some expansions of existing plans.

Once projects were planned, start-up and implementation presented few major problems. Most projects received good support from top management, as well as from others both within and outside the local agencies. Citizen participation in moving the project along was more characteristic of Innovation than of Rehabilitation projects.

. PROBLEMS ENCOUNTERED IN PROGRAM IMPLEMENTATION

Although half of the sampled projects reported having some implementation problems, only a few projects indicated difficulties of a more serious nature which delayed project completion and left residual effects. Most frequently identified were cost overruns and troubles with building contractors. However, most of these problems did not seriously affect project completion or the ensuing operation of the facility or program.

Most grantees reported a favorable experience in working with UPARR administrators; and a large majority of surveyed participants cited good assistance from NPS Regional Offices in planning and proposal development as a major factor in these assessments.

The following report sections contain a detailed history of the program and analysis of its impacts. The UPARR Program is discussed first in the context of recent Federal involvement in recreation, the basic elements of the program, and the grant award history. Federal administration and start-up are analyzed in Chapter II, and the Recovery Action Program (RAP) process and achievements are discussed in Chapter III. Chapter IV focuses on Rehabilitation and Innovation project outcomes. Chapter V in conjunction with Appendix B., Tables I, II and III, details Innovation grant achievements from the perspective of their demonstration values.

Major effects, outcomes, and prospects are discussed and summarized in Chapter IV, and Chapter VI - Conclusions.

Along with statistical tables dispersed throughout the text, the Appendices contain supplemental material illustrating the types of grants, selection criteria, State and dollar-amount statistics, and other facts useful in understanding the impacts of the program.

CHAPTER I *

THE UPARR PROGRAM

A. The Federal Role in Recreation

Although recreation has long been considered important to individual physical and mental health, only in recent years have parks and recreation programs been accorded importance in developing, revitalizing, and preserving the economic and social well-being of urban communities.

In 1962, the Outdoor Recreation Resources Review Commission published a report specifying, but not fully addressing, a vast array of open space and recreation problems. Subsequently, these problems were exacerbated, first, by the faltering economic health of cities and, second, by an energy crisis that increasingly stimulated demand for close-to-home recreation opportunities. Despite the increased demand, however, development of potential and existing recreational lands and facilities continued to be hindered by inflationary construction and maintenance costs. In addition, many local governments were unable to mount a coherent approach to planning and implementing affordable strategies to address the diverse recreation needs of urban populations--in particular, the elderly, handicapped, and economically and socially disadvantaged. Then, in the late 1960s and early 1970s, Congress and the Executive Branch became interested in a possible Federal role in the provision of recreation in urban areas.

In September 1976, Congress passed P.L. 94-422, amending the Land and Water Conservation Fund Act. This new legislation required the Department of the Interior to conduct a study of urban recreation that would be "a comprehensive review and report on the needs, problems, and opportunities associated with urban recreation in highly populated regions, including the resources potentially available for meeting such needs" (Section 12). As the Conference Report pointed out, the highly specific nature of the study was dictated by the existing lack of data on which to base a coherent Federal urban recreation policy agenda.

The legislative mandate of P.L. 94-422 resulted in the National Urban Recreation Study, published in 1978 by the Heritage Conservation and Recreation Service (HCRS), subsequently the National Park Service of the Department of the Interior. That study evaluated the quality of urban recreation services in 17 of the country's most populous areas. It also addressed critical issues related to effective and appropriate roles for the Federal, State and local governments in the provision of recreation in urban areas.

The study presented a variety of options for Federal action to meet urban recreation needs both through increased use of national parks, refuges, and forests, as well as by means of financial and technical assistance programs for State and local governments and the private sector. Also stressed was the fact that the greatest recreation deficiencies are in the nation's hard-pressed older cities and suburbs, which have critical shortages of recreation resources.

* Condensed from Chapters 2 and 3, Blackstone Evaluation.

In particular, the study:

- . Documented the importance of recreation in cities and the high level of expectation that exists concerning the need to upgrade quantity and quality of recreational opportunities;
- . Documented the inadequacies and inequities that result from the location of most park and recreation areas, and the manner in which most financial aid programs are structured and carried out;
- . Focused specifically on close-to-home recreation needs of specialized urban population groups;
- . Suggested a range of alternative solutions to open space and recreational problems for the Federal, State and local levels and for the private sector; and
- . Provided a basis for formulating a coherent national recreation policy that takes into account the potential of recreation programs in improving the quality of urban life and that recognizes the relationship between recreation and other urban systems (e.g. housing, transportation, education, employment, health and social services, crime prevention, and environmental protection).

The study clearly indicated that existing programmatic and financial resources were inadequate to meet the level of need in urban areas. In addition, the greatest deficiencies in recreational land and facilities were found to exist in the inner core of many large cities. Further, financially troubled cities were found to be spending less and less on development and maintenance of recreational services and facilities. Nor were county and State governments in a position to provide sufficient assistance.

The problems documented by the National Urban Recreation Study have not gone away. A 1980 survey of urban renters by the University of Pennsylvania showed that recreation facilities are consistently ranked last in terms of convenience when compared to other services such as grocery shopping, other shopping, health services, work, school, and religious services.

The National Urban Recreation Study proposed that Federal funding initiatives be established to halt the alarming rate of deterioration and abandonment and to bring local park and recreation systems up to an acceptable standard. On March 27, 1978, the President announced a comprehensive set of policies to guide Federal actions and programs for urban revitalization, which included an Urban Park and Recreation Recovery grant program. The Urban Park and Recreation Recovery (UPARR) Program was enacted in November 1978 (see Appendix F.). Program regulations were developed and published in early 1979 and the first UPARR competitive grants were awarded on October 4, 1979.

B. Basic Elements of the UPARR Program and Legislation

UPARR was established as a five-year, \$725 million, direct Federal assistance program to enable economically distressed communities to rehabilitate critically needed recreation areas and to develop improved recreational systems and services. The program's major intent was to stimulate long-range local commitments to the operation and improvement of park and recreation systems. From 1979 through 1983, appropriations have permitted UPARR to fund over 800 grants totalling \$170 million. Initially, UPARR was administered by the former Heritage Conservation and Recreation Service within the Department of the Interior. A 1981 reorganization within the Department placed UPARR under the jurisdiction of the National Park Service (NPS).

UPARR's guidelines encourage distressed jurisdictions to use existing and potential recreation innovations in programming, managing, and delivering recreational services to increase the number of recreation facilities available to urban residents. In accomplishing these objectives, UPARR has emphasized development of linkages among recreation recovery activities at all levels (Federal, State, and local) and other community resources and revitalization activities, including efforts by neighborhood groups.

Three types of UPARR grants have been awarded:

1. Recovery Action Program (planning) Grants--50 percent matching funds to develop planning priorities and strategies directed at the overall recovery of local recreational systems;
2. Rehabilitation Grants--70 percent matching funds to renovate existing indoor or outdoor urban recreational facilities; and
3. Innovation Grants--70 percent matching funds to cover costs of personnel, facilities, equipment, supplies, and services used to demonstrate innovative and cost-effective measures to enhance park and recreation systems in neighborhoods. Funded projects are expected to address common problems related to program development and management, facility operations, and delivery of recreation services.

The UPARR program legislation also encourages State/local partnerships. As an incentive for such ventures, State contributions to the local share of a Rehabilitation or Innovation grant can be matched dollar-for-dollar by Federal money for up to 15 percent of the project cost; thus making it possible for the applicant to receive up to 85 percent in Federal funding.

To be eligible for either Rehabilitation or Innovation grants, local governments were required to submit Recovery Action Programs to the appropriate NPS Regional Office as evidence of their commitment to ongoing planning, rehabilitation, service, operation, and maintenance programs for revitalization of their park and recreation systems. The Recovery Action Programs (RAPs) are both capital and management plans which document local commitment to initiate cost-effective recreation projects and programs. The projects specified in a jurisdiction's RAP, in turn, were to be designed to enhance the overall recovery efforts through the

reclamation and conversion of existing open space, land, and facilities, the purchase of needed services, and other imaginative planning and programming techniques. Applicants were also encouraged to design projects which provide recreation services for residents within disadvantaged urban service areas, and not for the primary purpose of attracting visitors from outside the community.

The legislation establishing UPARR, together with its implementing regulations and guidelines, contained an underlying logic by which Federal and local governments would function together to achieve the legislation's goals. The following discussion details the steps in this logic, together with the anticipated results of each step.

The announced availability of Federal funding was intended to stimulate urban parks departments, community groups, other local agencies, as well as representatives of other relevant Federal programs in the community (such as the Community Development Block Grant Program), to engage in an interrelated set of planning processes. These processes involve the development or activation of citizen participation mechanisms, contact with or coordination with other planning units in the area, specification of the city's recreation problems, the identification of potential local and national resources that might be brought to bear on those problems, and lastly, the adoption of a Recovery Action Program (RAP) which provides a priority schedule of needed actions to guide citizens and decision-makers.

The RAP is a written plan which summarizes deficiencies in the jurisdiction's park and recreation system, indicates their priority for remedial action, and reports the estimated cost required. It contains a roster of projects expected to qualify for either Innovation or Rehabilitation grant funding, along with management and service programs capable of being implemented with local resources.

Following Federal approval of the RAP, the locality is eligible to submit an application for Innovation and Rehabilitation grant funds. Successful applications result in funded projects. The project will go through a series of implementation processes resulting in improvements to recreation facilities and programs which will have beneficial impact on the surrounding communities.

It is also hypothesized that these community recreation projects will encourage coordination of recreation activities with other revitalization efforts in the neighborhoods as well as with overall city revitalization plans which will lead, in turn, to overall improvements in the quality of life for all community residents.

It must be emphasized that in addition to the impact of individual projects, there is hypothesized a direct linkage between the Recovery Action planning process and the ability of the city's recreation system to deal with city-wide recreation needs. UPARR assumes that the steps outlined for the continuing RAP process will encourage greater coordination, improve long range planning, and enhance the ability of local agencies to respond effectively to people's needs and, thus, enhance citizen support for recreation services.

One additional feature of the UPARR logic requires mention: the political, social and economic environments of a participating city not only conditions the nature and outcome of the city's planning/implementation/ chain, but also is a target for improvement. In some cities, for example, citizen participation in city and local program development (including recreation planning) is a traditional, well-established part of how the city goes about the business of governance. In these cities, resources for recreation are more likely to be substantial and commitment to their continued allocation is high. In most urban areas before 1980, neither condition existed, and this situation was empirically related to the overall decay in recreation services and citizen support for parks.

In light of this capsule history, the UPARR program can be viewed from two perspectives. The first is from the perspective of the local projects. The most visible products of the UPARR program from this vantage point will be the improvements that such projects have made in the park and recreation systems in which they operate. Particularly visible will be those projects which result in physical improvements in play areas, facilities, and equipment. Less readily apparent, but possibly of equal importance, are improvements in park and recreation services and programs.

The second perspective from which UPARR may be viewed centers on long-term improvements in city recreation systems. In addition to the funding of individual projects, one of the goals of the UPARR program is to increase the capacity of urban recreation systems to function. To do this, the program mandates a planning effort that involves citizens and relevant agencies, as well as the private sector, States, and counties. From this second perspective, program payoff is measured not in terms of community impact, but in terms of capacity-building for revitalizing over the long-term.

C. Grant Award History and Process

This section reports what the Blackstone evaluation learned about UPARR's national operations. Information on UPARR's national operations is presented from three different perspectives. The first is the UPARR grant award process: the determination of applicant eligibility and the submission and screening procedures employed for selecting successful applicants. The second is historical. UPARR's operations evolved over time in response to circumstances largely beyond the capacity of its managers to control. This perspective describes the grant award process as it was carried out over the seven grant rounds before 1984, including modifications undertaken in response to changes in appropriations, Congressional mandates and the like.

The third and final section describes the national program from the viewpoint of those cities and counties which sought to participate, whether successfully or otherwise.

The Grant Award Process

UPARR's legislation restricted Federal assistance to cities and counties in Standard Metropolitan Statistical Areas (SMSAs) characterized by social and economic distress. Identification of such disadvantaged localities was to be accomplished in two ways. First, UPARR was to devise and apply appropriate eligibility criteria to the nation's cities and urban counties. The list of jurisdictions so derived would then be publicized. Second, in order to minimize the risk that some qualified communities had been unintentionally overlooked, UPARR was authorized to approve discretionary grants on a case-by-case basis to localities in SMSAs which demonstrated in terms of the legislative criteria that they, too, met eligibility standards (see Chapter II A., for a description of eligibility criteria).

The criteria which UPARR (with the assistance of several other Federal agencies) developed and applied, resulted in a roster of 405 jurisdictions of which 353 were cities and 52 counties. These were known as the "eligible" localities (see Table 1.4). The final listing of communities officially designated to be eligible was published in the Federal Register, Vol. 44, No. 196, October 9, 1979. To confirm both the validity of the eligibility standards and the accuracy with which it had applied them, the NPS obtained an independent review by the United States Conference of Mayors following the first full year of program operation.* Other communities within SMSAs were subsequently recognized to meet the program's admission standards. Designated as 'discretionary' applicants, these jurisdictions which participated in the program eventually numbered 98 in total.

Qualified jurisdictions (both eligible and discretionary) could apply for any of the three different types of assistance--planning grants to support Recovery Action Programs, and project grants for Rehabilitation or Innovation. However, applicants were required by the legislation to prepare acceptable Recovery Action Programs before being permitted to compete for Rehabilitation or Innovation grants.

Competition for project grants was conducted during designated periods or 'grant rounds'. Following announcement of a forthcoming grant round, jurisdictions (with an approved RAP) first submitted a preapplication to the UPARR Regional Office in their part of the country. Regional staff notified applicants of any shortcomings in their request and recommended changes if needed. All proposals were then subject to certification and ranking by Regional Selection Panels during formal review sessions.

Only those proposals approved and certified by the Regional Offices were submitted to the Washington UPARR Office for final review and the national competition. In Washington, all eligible proposals were ranked by

* U.S. Conference of Mayors. An Analysis of the Urban Park and Recreation Recovery Program's Eligibility Criteria, and An Assessment of Jurisdictional Listing Effect on UPARR Eligible and Discretionary Applicants, 1980.

independent panels according to category--Rehabilitation or Innovation. Those proposals recommended for funding were submitted to the Director and, if approved, forwarded to the Secretary, Department of the Interior. Funded proposals were then announced to successful applicants.

Jurisdictions were permitted under the program regulations to submit, in the same grant round, only one proposal for each of the separate Rehabilitation and Innovation grant competitions. Participants were encouraged to revise and resubmit in later grant rounds any competitive proposals which were not funded. There were no limits placed on individual jurisdictions in the number of total proposals that could be submitted or grant awards received over the life of the program.

Applications for planning grants--Recovery Action Programs--were handled somewhat differently. Localities could submit applications for RAP grants at any time, instead of only during Innovation and Rehabilitation grant rounds. Moreover, the Regional Offices were delegated authority to rank and approve planning grant applications, thereby expediting the review process. (The relatively small number of planning applications from 'discretionary' applicants were submitted to the Washington Office.) NPS staff, at Regional or national levels, did the initial reviewing of RAP grants, but ranking panels to select Rehabilitation and Innovation proposals frequently included representatives from other Federal agencies.

Grant Round History

To a very considerable degree, UPARR adhered to the procedures just described--a substantial accomplishment given the fact that the program was started from scratch and was constrained by the usual pressures on management to move money into the field quickly.

Two administrative features of the program allowed it to respond to such practical exigencies. The first of these is a provision in the UPARR legislation which exempted communities from having to complete comprehensive plans (the RAPs) before receiving project grants. Enacted into law in November, 1978, the program had completed most steps in the gearing-up process by the following summer. However, by that point there remained far too little time to enable cities to undertake an extensive planning process if the initial Innovation and Rehabilitation projects were to be funded during the program's first year. The pragmatic solution, foreseen in the legislation, was to permit localities to submit brief plans (Preliminary Action Programs or PAPs), which committed them to go through the full Recovery Action Program planning process; thus, if its application was approved, RAP planning was concurrent with the implementation of a community's action targets.

The first three grant rounds (FY 79 and FY 80) were handled in this manner. Thereafter, fully-approved RAPs were a precondition to certification of applications for Innovation and Rehabilitation grants.

The second administrative change was in the initial plans to schedule three grant rounds in each fiscal year. Experience with the volume of paperwork to be processed demonstrated quickly to UPARR's managers that this was

unworkable. By the second year, grant rounds had been rescheduled to occur twice per fiscal year.

Beginning with the first competition, held in the fall of 1979, UPARR has conducted seven grant rounds: two in calendar years 1979, 1980 and 1982, none in 1981 and one during spring 1983; the first two grant rounds were scheduled 10 weeks apart--a breathtakingly short interval. Therefore, once the program was up and running, the pace dropped to approximately six month intervals. Table 1.1 displays the exact timing.

TABLE 1.1 *

GRANT ROUND SCHEDULE FOR REHABILITATION AND INNOVATION GRANTS **

<u>Grant Round</u>	<u>Date Round Announced</u>	<u>Application Submission Deadline</u>	<u>Date Awards Announced</u>
FY 79	8/9/79	9/15/79	10/04/79
FY 80-1	10/18/79	11/18/79	12/21/79
FY 80-2	1/29/80	3/15/80	7/17/80
FY 81	8/08/80	11/16/80	12/30/80
FY 82-1	3/03/82	6/20/82	7/30/82
FY 82-2	8/11/82	11/01/82	12/03/82
FY 83	4/15/83	5/16/83	6/10/83

** Planning grants (RAPs) not included--since they were awarded continuously, rather than by rounds.

Table 1.1 also reveals a notable feature of UPARR's management of the grant award process. In six of seven rounds the interval between the application submission deadline and the date of award announcement was approximately one month. (In Blackstone's experience with a number of Federal categorical grant programs this is an exceptionally rapid turn-round.)

Grant Round Funding

Between 1979 and 1981 funding for UPARR was available for both Rehabilitation and Innovation grants. With respect to FY 82 funds, a compromise was reached between Congress and the Administration which allowed UPARR grant funding at a level reduced from prior years. The sum of \$7.6 million was agreed to; a reduction of better than \$40 million from the previous three year average of \$40 million per grant round. The programmatic consequence of this reduction was that available funding, following a Congressional directive in the appropriation bill language, was restricted to Innovation grants (see Table 1.3).

The Administration concurred with the inclusion of UPARR in the FY83 Supplemental Jobs Bill. The program thus received an unexpected infusion of \$40 million. However, in contrast with the year before, these dollars could only be spent to support Rehabilitation projects.

* Tables from the Blackstone Evaluation have been renumber and updated to provide the most current information for this report to Congress.

Table 1.2 augments the foregoing chronology with data on the number of grants made and the total dollars awarded during each of the seven grant round competitions before 1984. Planning grants (RAPs) are included for the sake of completeness, even though awarded independently of grant rounds.

UPARR's appropriations over the same period have included administrative costs and therefore, are somewhat greater than the sums awarded for project grants. On the other hand, as might be expected during an era of fiscal austerity, appropriations are far smaller than the amounts authorized in the program legislation (Table 1.3). Major reductions occurred in 1980 and 1981 appropriations. After reduced funding in FY 1982, a substantial increase occurred in 1983 when the program was funded in the Jobs Bill. It should also be noted that UPARR's total five-year appropriation of \$185 million (grants plus administration) amounts to about 25 percent of its authorized total.

TABLE 1.2

HISTORY OF UPARR GRANT AWARDS

TYPE OF GRANT	FY							NO.*	TOTALS *
	79	80	81	82	83	84			
Rehabilitation	38	160	52	0	126	NA	376	\$ 140 M	
Innovation	5	42	19	44	0	0	110	21 M	
Planning	<u>112</u>	<u>102</u>	<u>68</u>	<u>59</u>	<u>48</u>	<u>NA</u>	<u>389</u>	<u>8 M</u>	
	155	304	139	103	174		875	169 M	

* Dollars in millions. Totals include competitive award increases through amendments, and 10 cancellations or withdrawals, as of 11/83.

TABLE 1.3

APPROPRIATIONS LEVELS -- UPARR GRANTS
(\$ Millions)

	FY	79	80	81	82	83	84	TOTALS
PROPOSED		50	120	65	72/0***	0	0	307
ACTUAL **		19.2	62.2	43.4	7.6	40	6.7	179.1

**Funding for grants only, excluding \$6.2 million for program administration during FY 1979-1981 and 19 million rescinded in June 1981. FY 79 appropriation was a supplemental funding measure enacted in July 1979.

***First amount is from FY 1982 Carter budget; second amount is revised Reagan budget for FY 82.

The UPARR program, like some other Federal activities, has endured not only reductions in personnel, but also considerable shuffling of staff since 1981. It underwent a major reorganization within the National Park Service following the abolition of the Heritage Conservation and Recreation Service. In addition, the entire Midwest Regional Office was transferred from Ann Arbor, Michigan, to Omaha, Nebraska, and the Albuquerque Office was moved to Santa Fe, New Mexico. The ups and downs of appropriations have also taken a toll in time and energy, particularly in terms of the ability of local, State, regional and national offices to predict and plan for future activities. But if circumstances have been less than optimal, the program has nonetheless succeeded in moving its funds into the field; about 500 Rehabilitation and Innovation projects have been started and over 300 planning efforts financed. This does not mean, however, that getting a grant was easy. Because of strong national competition for funding, a substantial proportion of all applicants never received a grant--sometimes after several attempts.

The Participation Record

Table 1.4 presents the overall record of participation in planning, Rehabilitation and Innovation grants. We have analyzed this record along two dimensions. The first is the participation experience of each individual jurisdiction eligible to apply for a UPARR grant. A second dimension permits an analysis of this record by the type of eligible jurisdiction: cities, counties, and discretionary applicants. The total number of actual participating applicants was 503. This figure includes the 405 cities and counties listed in the Federal Register (and thus eligible since 1979) and 98 discretionary city and county applicants that came on board at various points since the program's inception.

TABLE 1.4 *

PARTICIPATION IN UPARR BY ELIGIBLE AND DISCRETIONARY JURISDICTIONS:
 PROPOSAL SUBMISSIONS AND GRANTS AWARDED 1979 - 1983
 (PLANNING, REHABILITATION AND INNOVATION)

	Total	Eligible Jurisdiction		
		Eligible Cities <u>1/</u>	Eligible Counties <u>1/</u>	Discretionary Applicants <u>2/</u>
Participation Record (per individual applicant)				
No proposal submission to National Office <u>3/</u>	106	81	17	8
Unsuccessful individual proposal submission(s)	551	391	68	92
Jurisdictions Awarded Grants	397 (79%)	272 (77%)	35 (67%)	90 (92%)
Total Jurisdictions Participating	503	353	52	98

1/ As listed in the Federal Register. * Updated from Blackstone Evaluation,
 * Updated from Blackstone Evaluation, Table 3.4.

2/ The number of jurisdictions which might have applied for discretionary eligibility is indeterminate. The figure presented refers to those jurisdictions which did apply, met discretionary criteria, and at least initiated fulfillment of the planning requirements. Some of these applicants also received planning grants. These actions allowed a specific proposal to compete in one or more grant rounds. A grant award presumes completion of eligibility requirements.

3/ Some communities never submitted a grant proposal; others may have submitted a proposal to Regional Offices, but it was not certified for submission to the national competitions.

Seventy-seven percent of the eligible cities were awarded at least one grant. Discretionary applicants were 92 percent successful. Sixty-seven percent of all eligible counties competed successfully for a UPARR grant. In total, out of 503 possible jurisdictions, 397 (79%) received at least one grant.

Actual number of grant proposals submitted for the various grant round competitions are indicated below in Table 1.5.

TABLE 1.5

ACTUAL NUMBER OF PROPOSALS IN GRANT ROUND COMPETITIONS
(REHABILITATION AND INNOVATION GRANTS ONLY)

Eligible and Discretionary Jurisdictions	Grant Round													
	79		80-I		80-II		81		82-I		82-II		83	
	R	I	R	I	R	I	R	I	R*	I	R*	I	R	I*
Certified but Unsuccessful Proposals	38	19	83	18	96	26	119	26		7		1	140	
Awarded a grant**	38	6	96	21	70	21	52	20		32		12	126	
Total proposals in WASO competition	76	25	179	39	166	47	171	46		39		13	266	
Total both Rehab & Innov proposals in WASO competition	101		218		213		217		39		13		266	
			-431-						-52-					

* No FY appropriation for this type of grant.

** Includes amendments; some cancellations and withdrawals.

CHAPTER II *
ANALYSIS OF PROJECT PLANNING AND
GRANT ADMINISTRATION

A. Grantee Characteristics

In the process of evaluating the impact of UPARR projects, it is useful first to identify what went into the projects from the start. Specifically, this chapter examines input from the grantees, how the grant proposals got started, and how the grantees now perceive the grant application process.

Amidst the diversity of participants, there were commonalities that qualified them for the UPARR grant program. In brief, all grant participants had to represent general purpose local governments. In practice, this meant that funds were allocated to jurisdictions which were either an SMSA central city (see also Appendix B., Table IV for the most populous 100 SMSAs funded), a city of 40,000 or more, or a county of more than 250,000 population. In addition, all participants had to rate highly on a combination of six critical characteristics. These are high population density (measured by persons per square mile), low financial capability (measured by net change in per capita income between 1969 and 1975), economic disadvantage (measured by the unemployment rate, 1977), transportation disadvantaged (measured by percent of households without automobiles available, 1970), size of client population (measured by population under 18 years and over 60 years old, 1970), and poverty status (measured by percent persons with income below 125 percent poverty level, 1970).

Together, these six characteristics profiled urban jurisdictions which were more physically and economically distressed than others and which contained the populations which were most frequent users of public recreation facilities while likely to have the most limited access to recreation opportunities. UPARR program participants presumably started off with these features in common. They were targeted as those with the greatest recreational deficiencies, the greatest need for assistance in financing corrective action to remove these deficiencies, and the highest prospects for improving the quality of life through recovery and expansion of recreational opportunities.

In spite of their similarities, there is still much diversity among UPARR grant recipients. Much of the heterogeneity derives from differences in city/county size, region of the country, grant round in which the grant was awarded, dollar amount of the award, source of the local match, and nature of the project itself.

This chapter will pursue the theme of diversity in terms of other grantee characteristics and how grant proposals originated. References to the 'survey' and percentages discussed as grantee characteristics are herein taken from the Blackstone Evaluation 60 sample site visits and telephone interviews. Appendix D. discusses this survey in more detail, which comprised information from UPARR grant projects awarded between 1979 and 1982 only.

* Condensed from Blackstone Evaluation, Chapters 5 and 6.

Organizational Capability

There were differences in the organizational structure and functions of park and recreation departments represented by the sampled grantees. Ninety percent indicated that parks and recreation were together in the same organizational unit. In 85 percent, this unit was an independent agency of local government. Fifty-seven percent of the park and recreation departments performed their own major planning. Twenty-three percent had it performed by the planning department, seven percent shared it jointly with planning, and in a remaining 13 percent, major planning was done by some other city agency. Park and recreation maintenance and programming was performed by the park and recreation department in 85 percent and 87 percent of all cases, respectively.

How did the grantees rate their own organizational capability to plan and carry out capital improvement projects and non-capital projects? Ratings for capital projects were slightly higher than for non-capital projects. Eighty-eight percent of respondents felt that their capability on capital improvement projects was at least good (45 percent), if not excellent (43 percent). Non-capital project capability was rated highly by 75 percent (40 percent, as good; 35 percent as excellent).

Despite these high ratings of capability, 60 percent of the park and recreation departments had no master plan or other such planning document of their own before participating in the UPARR Program. Seventy-five percent of the respondents, however, did claim that parks and recreation were included on the city's master plan or its equivalent.

Main Issues

Grantees were asked to identify what they believed were the main issues facing parks and recreation in the community at the time of the Blackstone interviews. Common to all responses was an underlying theme of insufficient finances (Table 2.1). Sixty-eight percent cited the budget as the main issue. Maintenance costs were a main issue for 50 percent of the grantees and another 32 percent felt that parks and recreation would have to become more self-supporting. In the latter case, the issue was often posed as a question with its own accompanying answer: increased fees and charges will produce more self-support. Some 17 percent of the respondents cited a forthcoming bond or other revenue producing measure as a more immediate issue facing parks and recreation.

TABLE 2.1

MAIN ISSUES FACING PARKS AND RECREATION LOCALLY

<u>Issues</u>	<u>Percent</u>
Budget	68%
Maintenance Costs	50%
Becoming more self-supporting	32%
New Bond or other revenue issue	17%
Vest pocket vs. neighborhood parks	8%
Other: future funding, improving services with less money, costs of new park development, rehabilitation needs, better management, liabilities from 1970's.	27%

Prominence of the budget dimension in all of the reported issues facing parks and recreation points to the question of how the budget has actually fared in recent years. Grantees were asked to rate how the park and recreation budget was faring compared to five years ago. Thirty-five percent estimated that the budget was holding its own and doing about the same in city politics. Less support for the budget than before was cited by 30 percent; 32 percent felt that it was getting more attention and support. In the latter case, several respondents attributed the favorable change to the presence of UPARR grants.

B. Project Planning Process

Project Origins

What were the origins of UPARR grant proposals? Were they new projects in response to the stimulus of a Federal incentive program? Did they represent a continuation of an existing local agenda to upgrade the park and recreation system? To obtain some indication of how UPARR projects got started, the following questions were asked by the Blackstone evaluators: "Had someone there been thinking about this project before UPARR?" The 60 responses were assembled into four categories (Table 2.2).

TABLE 2.2

PLANNING ORIGINS BEFORE UPARR
(in percent)

<u>Origins</u>	<u>All Grants</u>	<u>Rehabilitation</u>	<u>Innovation</u>
None before UPARR	13	6	26
Idea, no plans	23	9	48
Planned, no funds	32	46	17
Planned and committed	25	39	9
Origins unclear	7	-	-
	<u>100%</u>	<u>100%</u>	<u>100%</u>

Did the degree of project planning before UPARR correspond to differences between Innovation and Rehabilitation grants, respectively? Data on this comparison (Table 2.2) clearly show that it does. The strongly contrasting frequencies are statistically significant. Rehabilitation grants are far more likely to have previously planned (85 percent) independently of UPARR, and Innovation grants are far more likely to have been formulated as a result of the UPARR process. These findings indicate the significant role of UPARR in initiating project planning in over two-thirds of all the Innovation projects.

Local perceptions of UPARR's effects on the status of the previously unfunded projects also suggest some stimulative results. Two-thirds of respondents claimed that their projects would not have been possible without UPARR funding. Forty percent agreed that the funding enabled them to do the project sooner than anticipated. Twenty-three cited expansion or improvement of their original plans as a result of UPARR funding. Some 10 percent thought a change in the nature of the project, a substantive refocus, was the outcome. Little variation in perception of these effects was found between Rehabilitation and Innovation grants.

UPARR Effect on Local Project Planning

From the evidence available through interviews and local documents, the Blackstone Evaluation determined that in 10 of 23 cases the project undertaken as a result of the UPARR grant has not been previously acted on. They represented new ideas (or mostly new) for projects which emerged as a direct result of the introduction of the UPARR grant program. Eight of the 10 were projects funded under the Innovation grant category, and 2 of the 13 Rehabilitation projects had also not been proposed before UPARR.

UPARR was intended to help produce some badly needed rehabilitation. More communities had projects "ready to go" and needed only the financial support to meet needs of which they were all too well aware. But it also seems clear that UPARR succeeded in encouraging some new thinking. Ten of the proposals consisted of "mostly" or "all new" (to the city at least) solutions to recreation needs. They are "new" in the sense that, prior to UPARR, these projects had neither been developed as proposals nor existed on any local agenda. In some cases, it appeared that a concept had been germinating in someone's mind waiting for an opportunity; other ideas came forth in staff brainstorming sessions on how to make the most of UPARR and accomplish something that would not have been possible otherwise.

Although nearly all of these "new" projects were Innovation type, most of the Rehabilitation projects had already been on the books, on some agency's capital improvement schedule, and targeted for work sooner or later. With a few exceptions, the work would have come definitely "later" -- and not sooner, given what Blackstone was being told about local budget belt-tightening. The exceptions may have included communities with a practice of using community development funds for such items, or with an expectation that

anticipated bond money would soon be available and would be used for those projects "next in line." In all of these Rehabilitation cases, UPARR monies enabled expansion of the scope of work. In addition to originally proposed renovations, the grant made possible the inclusion of additional items such as redesigns for better efficiency of space or segregation of user groups (for example, separation of a tot lot from teen facilities), energy conservation renovation, and vandalism prevention measures.

Another aspect of project planning was whether or not the proposals were aimed at non-recreation needs as well as recreation needs. Some projects, for example, could be designed to address such needs as neighborhood employment, security, handicapped access, social life, or cohesion in community organization. Analysis of case study reports shows clearly that recreation needs were the singular focus of most projects, although many grant proposals were more far-reaching in their claims as part of attempts to score higher on proposal criteria.

There are several exceptions worth noting, however. Prevention of vandalism and crime were directly part of the planning process in four cases, since specific elements (such as lighting or redesign features) were aimed at improving security. In addition, access for the handicapped, and elderly employment were addressed on a par with recreation in two other cases. Even though non-recreation needs were not ordinarily part of the project planning process, many non-recreation benefits, such as access, employment, and security, were often subsidiary outcomes of project implementation.

Lauderdale Lakes, Florida - Rehabilitation Grant

In 1979 the city of Lauderdale Lakes submitted a UPARR grant application to replace a decaying recreation center that had been further severely damaged by the rampage of Hurricane David. As a result of successfully building the new recreation center the city has experienced additional benefits.

Owing to the grant (and the RAP planning process) new interest in the park and recreation system has been sparked within the local community and among elected officials. This interest has been manifested by the development of a new park in the East Gate section of the city and an extensive landscaping effort to improve the overall appearance of the park system.

Vandalism, which was once a severe problem at the old facility, has completely stopped. There has not been a reported incidence of vandalism at the new facility.

Employment opportunities for minorities have been stimulated as a result of the new facility. The city's commitment to utilize minority workers exceeded the project goal of 25 percent. Nearly one-half of the workers on the project were minorities.

Actors in the Process

The criteria for proposal selection in the national competition for UPARR grants included citizen participation, private involvement, and public agency coordination (see Appendix A). UPARR's reason for encouraging grantees to incorporate these other actors was two-fold: 1) it was an incentive for grantees to reduce the potential isolation of the individual project and to increase community commitment to it; 2) the inclusion of other actors would also foster a greater awareness and sharing in the long-run task of continuing to revitalize the entire park and recreation system. Within the scope of this evaluation, we are limited to measuring whether participation occurred at all: did citizens, private enterprises, and other public agencies become actors in the planning process, helping in needs assessment and conceptual development of the proposal?

Citizen Participation in Proposal Development

Nearly all the sampled proposals discussed provisions for citizen and private sector involvement. As expected, the assertions and assurances are there, but convincing evidence is frequently absent. Additionally, there is always the problem of interpreting quantity versus quality of participation and assessing the value of the subjective experience to participants in contrast to more objective outcomes.

Among the 23 case studies, 10 showed evidence of 'reasonable' citizen participation in proposal development and implementation. What was found was a combination of intention and effort to involve citizens, a vehicle to elicit their participation, and evidence of actual citizen input into the process. The descriptive label 'reasonable' was chosen to underscore what one might expect, given the UPARR emphasis on the issue: participation was encouraged, and the grantee had to document its intentions in the proposal, but the implementation of these intentions was dependent upon the good faith of grantees and a cooperative spirit.

In a few of the 10 instances of 'reasonable' participation, citizens were highly involved as active participants, not only in proposal planning, but throughout all stages of the project. Their vocalization of needs and active roles were important ingredients in the project's formulation and success to date.

This profile of citizen participation in field interviews was generally supported by a question in the telephone survey which asked all respondents to rate the extent of citizen participation in the preparation of the grant proposal. Results are shown in Table 2.3. Forty-two percent rated their own proposals as involving at least a moderate or high extent of citizen participation. This meant that there had been a good turnout for meetings and that at least some citizens had maintained an interest or were active throughout the process.

TABLE 2.3

CITIZEN PARTICIPATION IN THE GRANT PROPOSAL
(in percent)

<u>Rating</u>	<u>All Grants</u>	<u>Rehabilitation</u>	<u>Innovation</u>
High	27	31	22
Moderate	15	16	13
Adequate	35	31	43
Low	<u>22</u>	<u>22</u>	<u>22</u>
	100%	100%	100%

Another 35 percent considered citizen input as 'adequate;' these were cases in which fewer citizens participated, in which citizen needs were felt to be known through other and earlier means, or in which only limited but quality input from a few advisors or representatives was sought.

A low level of citizen participation in the proposal's preparation was reported by 22 percent of the grantees. In these instances, it was difficult to get people out for meetings either because of general apathy or the lack of a neighborhood vehicle through which to enlist their input. Table 2.3 further shows that there is little variation between Rehabilitation and Innovation grants on the extent of citizen participation in the development of the grant proposal.

Wilmington, North Carolina - Rehabilitation Grant

The rehabilitation of Robert Strange Park which is an inner city facility serving 16,197 residents in six surrounding neighborhoods within walking distance, has resulted in substantial improvement to the quantity and quality of services and, most importantly, perpetuated community involvement in the city's recreation delivery system. The overall community, through the Community Development Committee, assisted in the development of the RAP which listed this park as its highest priority for improvements. This group has also assisted the city of Wilmington in utilizing other funds in this neighborhood park from all aspects of public services. Thus the coordination, funding, and implementation of this grant resulted in comprehensive planning at the neighborhood level with active involvement from the community. This community activism is now systemwide. In addition, this rehabilitation project has helped in assisting the family-oriented use of the park. The variety of programs extends itself to more total family activities.

This project has also fostered private sector involvement and coordination with programming of activities on a broad-based level. There are numerous community agencies and educational institutions involved in program operations, which has led to city-wide involvement of the private sector in many facets of recreational delivery.

Participation by Private Enterprise

In contrast to frequent involvement of private, non-profit service agencies, there was very little evidence of participation by private enterprise in the planning process for the case study grants. In addressing the proposal selection criterion for such participation (financial or otherwise) most proposals promised more than was delivered, even though general letters of support often accompanied the formal application. There were some exceptions. Representatives of private businesses contributed to the planning process in four of the 11 sampled Innovation grants (where both citizen and private sector involvement were more clearly emphasized in the selection criteria).

Coordination of Public Agencies

Another requested item in the grant proposals was evidence of coordination among public agencies. The rationale for this requirement was to tie UPARR projects into city-wide revitalization efforts whenever possible. Coordination was a component of proposal selection criteria and prospective grantees were encouraged to address the issue since it would help to improve their total rating and overall competitiveness.

Overall, the case studies revealed that interagency coordination in the project planning stage was not extensive. Several cities do have review mechanisms which were employed to familiarize other agencies with the UPARR project under design.

One finding that emerged in our case studies was that when the park and recreation agency was not the grantee (10 out of 23 cases), coordination sometimes was left out of the project planning process. In four of the ten cases, this did not happen, and the coordination which ensued more closely approximated the model suggested by UPARR. In two other cases, however, there was scant evidence of the park and recreation department's involvement. In the remaining four cases, parks and recreation was essentially uninvolved with the planning process. Recreation professionals were relegated to the role of bystander, divorced from the project altogether but possibly having to live with its outcome, or were forced into a reactive posture whereby they would appeal or advocate changes in an already formulated plan.

Thus, although awarding the grant to an agency other than a parks and recreation unit casts the grant into a larger planning arena, it does not necessarily mean that there will be coordinated planning or that a parks and recreation unit will play any role in it. Although this outcome may be desirable in some respects, it does not ensure attainment of coordinated recreation planning.

C. The Grant Application and UPARR Administration

The evaluation included several inquiries about the application process and UPARR's grant administration. UPARR managers have received feedback from grantees ever since the program began. However, Blackstone's evaluation

provided grantees with an opportunity to speak through a neutral third party. Hence, the Blackstone evaluators obtained an overall reaction to the application process and UPARR's administrative requirements.

On the whole, grantees reported a favorable experience in working with UPARR. There was no significant amount of criticism of either the application process or grant management regulations. There were some complaints about paperwork, but these were neither unanimous nor apparently regarded as serious by the great majority of the respondents.

The Pros

The Blackstone Evaluation asked grantees to comment on the "pros and cons" of working with UPARR, and specifically with the grant application and administrative process. Blackstone's impression was that respondents were very candid and welcomed the opportunity to relate their evaluation. Many of them offered multiple comments, both favorable and otherwise. Summarized in Table 2.4 these comments are listed in rank order, as cited by respondents.

The single most often repeated and favorable note was the assistance provided by the NPS Regional Offices (78 percent). From all indications, open channels of communication were established early in the program's history. Information was readily accessible by telephone. Several grantees lauded the UPARR staff for their support to local jurisdictions, indicating that in their experience UPARR was more cooperative than most Federal programs. On the whole, grantees reported good working relationships with their Regional Offices; they believed that this facilitated the application process. It was an easy application process according to just over half of the respondents. Two other response categories, both referring to the ease of making proposal changes, also seem to reflect well on the relationship with UPARR Regional Office staff.

Over half of the grantees pointed out that the UPARR program was on target in meeting their rehabilitation needs. An almost equal number (52 percent) viewed the program as a timely one. These two categories obviously overlap and, in fact, they speak more directly to the nature of the grant program itself rather than to its administration. However, this is how many respondents wanted to express themselves about the program. Remaining scattered comments are subsumed under the "other" category in Table 2.4.

The Cons

Criticism of the application and administration process was far more diffuse. Compared to the Pro category, the Con category produced twice as many different responses. The two most frequently cited complaints had to do directly with UPARR administration. "Too much paperwork" was cited by 27 percent, and even though this was the most frequently cited item, it

was surprisingly low. It was often the first comment offered without much hesitation but with a certain degree of acceptance and resignation as if it was expected. "Isn't that always the case" or a similar remark often accompanied the criticism. Eighteen percent complained that the reimbursement process was too slow and posed a financial hardship on local resources.

TABLE 2.4

PROS AND CONS OF THE APPLICATION AND ADMINISTRATION PROCESS

<u>Substantive Comment</u>	<u>Percent</u>
<u>Pros</u>	
Good Regional Office help	78%
Program met our rehab needs	58%
A timely program (given needs)	52%
Easy application process	52%
Fast turn-around on change orders	15%
Allowed project changes informally	12%

Other: criteria were fair; very efficient process; prompt payments; good leveraging; input required was good; very little red tape.

<u>Cons</u>	<u>Percent</u>
Too much paperwork	27%
Reimbursement was too slow	18%
Too restrictive in types of projects allowed	17%
Penalizes those with good track record	8%
Low income targeting too restrictive	8%
Does not help with maintenance	7%
Pre-application should be dropped	7%
Reorganization of NPS made communication difficult	7%

Other: changing guidelines; short-time schedules; excessive monitoring; funding rounds unclear; too many actors; too complicated; matching funds hard to get; allow for start-up costs.

The next four complaint categories had less to do with administration and more to do with the definition of the program and its focus as defined by the UPARR Act. Seventeen percent believed that the program was too restrictive in the types of projects allowed and another eight percent specifically identified the low income targeting requirement as a detriment. Several times we heard that the preferred project, or even one that was believed to be needed most, was not specific to a low income neighborhood but of benefit to a broader population of users. The response to UPARR criteria was either to propose a more competitive project or to reshape the original project in scope or geographic focus to make it more compatible

with the criteria. No matter which response, respondents believed that something had been lost in the process. Others (8 percent) felt that the distressed city criteria for participation penalized cities with a good track record of having maintained their park system. Cities that had already spent their own money rehabilitating facilities in low income neighborhoods believed themselves to be at a disadvantage in competing for UPARR grants that favored such neighborhoods. A few respondents believed that programs should "reward" those who had taken better care of their park and recreation system over the years. These basic concerns were of course, discussed during original Congressional consideration of the UPARR legislation.

Given the newness of the program, its quick start-up, and unevenly scheduled grant rounds, there was a surprisingly low level and diffuseness of complaints. Thus, the generally positive attitude toward UPARR among respondents reflects reality and not biased answers. Bias may, however, characterize the generally favorable rating received by the Regional Office staff. Some reluctance was detected during interviews for either Regional staff or grantees to be very critical of the other. This might be expected since each is somewhat dependent on the other for system rewards and good standing in the eyes of third party observers.

Grantsmanship

Another dimension of the application process was "grantsmanship," that is, prior experience of the grantee in applying for Federal funds. Although all cities have had grant experience, what was important to the evaluation was the resources that were available and allocated for application to this grant program.

Cities which handled the UPARR grant through a central agency that handles all Federal grants (for example, community development or planning departments) were not necessarily more "successful" as measured either by ease of completion of the grant application or the total number of UPARR grants received. Often, the UPARR grant application was a lower priority and was assigned to junior staff with little or no grantsmanship experience. Sometimes, insufficient attention was paid to UPARR application guidelines leading to initial rejections and a more problematic experience on the whole.

Several small and medium size cities, and communities in which the grantee was the park and recreation agency, appeared to weather the application process with ease. At times "grantsmanship capabilities" resided with just one individual, but that individual was experienced in working within the Federal system. In these cases, the request for an evaluation of their UPARR grant writing experience produced responses such as "a piece of cake."

Summary of Grantee Characteristics and Program Administration

Urban jurisdictions participating in the UPARR program were characterized by common features of social and economic distress on the basis of program eligibility criteria. At the same time, there was heterogeneity among grantees, including differences in how local park and recreation functions were organized administratively and how recreation budgets were faring in the last five years.

On the whole, UPARR stimulated new planning for over a third of the grant proposals. A significant role for UPARR in initiating project planning was found in over two-thirds of all the Innovation projects whereas most Rehabilitation projects had been previously planned. UPARR provided the impetus for implementing over two-thirds of the projects and also affected projects by making expansions and earlier start-up possible.

Most grantees reported a favorable experience in working with UPARR. A wide variety of compliments and complaints were received but the former outnumbered the latter. A large majority of respondents cited good Regional Office help during and after the application process.

D. Findings on Project Start-Up and Implementation

This section focuses on grantees' experience in getting their projects up and running. What were the ingredients in project start-up and implementation? To what extent were grantees able to conform to grant selection criteria which specifically encouraged the involvement of other local actors in a project's implementation? Did grantees encounter problems with implementing their proposals, and if so, what were they?

Most of the groundwork for project implementation had already been laid through local needs assessment and proposal development. These earlier stages had been the more critical from UPARR's viewpoint. As a result, the Federal agency had invested much effort in helping localities to understand UPARR's goals and in framing their projects to be consistent with them. NPS Regional Offices, in particular, had worked to insure that localities not only comprehended the technical requirement of an acceptable proposal, but also obtained the actual involvement of citizens, agreements with other agencies, commitments of local resources and so forth, called for by UPARR guidelines. Such investments were made to maintain the program's integrity as well as to prevent later administrative headaches for both the local jurisdiction and UPARR. Once proposals had been approved and grants awarded in national competition, UPARR expected that the preliminary work would pay off and lead to routine and relatively trouble free implementation and completion of projects.

Organizational Support

The project's organizational environment is a control ingredient in the analysis of start-up and implementation. To what extent were these projects securing support not only from the agencies responsible for carrying them out but also from other public agencies, local citizens, and the business community? As with any enterprise, cooperation from the right sources can expedite clearances, open doors, and elicit needed resources. To gain some indication of how a project was perceived internally, respondents were asked to rate their agency's top management support for a UPARR project. Table 2.5 summarizes these data.

TABLE 2.5

AGENCY SUPPORT FOR PROJECT (in percent)

<u>Top Management</u>	<u>All Grants</u>
Very supportive	72%
Average	20%
Tolerant	5%
No response	3%
	<u>100%</u>
 <u>Intra-Agency Relations</u>	
Good	88%
Fair	8%
Real problem	0%
No response	4%
	<u>100%</u>
 <u>Inter-Agency Relations</u>	
Good	65%
Fair	18%
Real problem	4%
No other agencies involved	13%
	<u>100%</u>

Citizen Participation

In addition to other agencies, UPARR grantees were involved with other actors in grant start-up and implementation. In this section we briefly review the roles played by local citizens.

One fourth of the Blackstone sample reported that citizen participation was at least moderate or even high (Table 2.6). In these projects, some citizens expressed interest in or were active throughout their project's history. The data indicates that this is much more likely in Innovation grants: 54 percent of such projects rated citizen participation high or moderate.

In contrast, only 19 percent of Rehabilitation projects rated citizen participation high or moderate. In 20 percent of the entire sample, the citizen role was judged to be adequate. However, in 28 percent of all projects, citizen participation was rated as low. The two types of projects varied considerably on this assessment. A low rating was reported in 39 percent of Rehabilitation projects as compared with only 13 percent of the Innovation projects.

TABLE 2.6

CITIZEN PARTICIPATION IN PROJECT IMPLEMENTATION
(in percent)

<u>Level</u>	<u>All Grants</u>	<u>Rehab</u>	<u>Innovation</u>
High	22%	11%	37%
Moderate	12%	8%	17%
Adequate	20%	14%	29%
Low	28%	39%	13%
No rating	<u>18%</u>	<u>28%</u>	<u>4%</u>
	100%	100%	100%

Did the agency representatives believe that citizen participation had any particular effect on the project? As summarized in Table 2.7, 65 percent reported no impact from citizen participation. Improvement in the scope of the project so that it better met citizen needs was the most frequently cited effect (38 percent). Improvements in project design and assistance in avoiding mistakes or saving money were each identified by at least 20 percent. There was also some indication that citizen input had expedited getting the project launched or implemented (8 and 15 percent respectively). Significantly, there were few reports that citizen input had any negative effect on the project. Only one negative item was noted; in 10 percent of the cases, it slowed down the implementation process.

TABLE 2.7

EFFECTS OF CITIZEN PARTICIPATION ON THE PROJECT

<u>Effect Identified</u>	<u>Percent</u>
No effect	65%
<u>Positive</u>	
Improved the scope to better meet needs	38%
Improved the design	22%
Helped avoid mistakes/saves money	20%
Expedited project implementation	15%
Expedited application process	8%
<u>Negative</u>	
Slowed down the whole process	10%

New Orleans, Louisiana - Clay Square Rehabilitation Grant

The renovation of Clay Square is an example of a UPARR project which exemplifies the idea of "partnerships" and citizen participation. It is evident throughout the funding, planning, and design aspects of this project. UPARR funds, matched by State and city funds, provided the funding necessary to completely rehabilitate Clay Square, one of New Orleans' oldest parks. Clay Square, located in the historic Irish Channel neighborhood, was laid out as a formal park in the early 1800's, later became a neighborhood playground, and finally fell into disuse because of the extent of deterioration and disrepair. As plans for the rehabilitation began, various neighborhood groups lobbied for a passive park while other groups opted for an active playground. The city consulted the neighborhood groups; a compromise was reached and the final design included both active and passive features which incorporated low maintenance and energy efficient design features while recreating the historic character of Clay Square. The renovation work was completed in November 1982 and a dedication ceremony was held with Federal, State and city officials participating, along with the neighborhood groups who had worked so long to achieve this goal. To celebrate the opening of the park, the neighborhood organized a "Square Fair" complete with games, food, crafts and music, with all profits going to the newly-formed booster club. Once again, Clay Square is a neighborhood park used by people of all ages and ethnic backgrounds. UPARR funding was the catalyst for a partnership effort which turned a community liability into a community asset.

Participation by Private Enterprise

UPARR selection criteria also encouraged participation by the business community. Its participation in project planning was minimal. Local business agencies were more active in actual implementation.

Several generalizations can be derived from analysis of the case studies. The first is that if business had played a role during the planning process, this was likely to be reflected in the implementation process as well. There was continuity in the participation. This contrasts with citizen participation which, if it had been introduced in project planning, usually diminished and was less likely to be a part of implementation. A second generalization is that business participation tended to be specialized in character. Business people and tradesmen were called upon (and volunteered) for assistance in designated tasks for which they offered known expertise. For example, a well known local businessman was influential in soliciting donations from other businesses, and union steelworkers volunteered their skills to a project involving demolition work.

In some of the cases where decision-making during implementation was not shared, input from private enterprise was purely financial. Monetary contributions and in-kind donations of equipment or supplies had frequently been stipulated earlier in letters of support for the project at the time of grant application. Case study observations and grantee reports indicate that most companies 'made good' on such financial offers.

Problems in Start-up and Implementation

What problems, if any, were encountered by grantees as they moved from grant award to completion of the project? Identified were not only the kinds of problems, but whether the same difficulties cropped up repeatedly.

Blackstone's analysis of implementation problems is applicable only to projects which were well along in the implementation process. In accord with the evaluation contract*, one of the criteria used to draw the sample was the extent to which a project had been fully implemented, as indicated by its billing status in UPARR records. Only the projects which were at least 70 percent complete as billed by the fall of 1982 were selected. Those less than 70 percent complete were assumed unlikely to have many outcomes or impacts to assess, and for this reason were excluded (see also Appendix D., Blackstone Evaluation Design).

Major Problems

Respondents from the sample projects were asked if they had any outstanding or major problems with start-up or implementation. Responses are listed in Table 2.8. Forty-five percent of the respondents reported having no particular problems besides the routinely expected ones. Implementation apparently had gone smoothly in these projects. The remainder reported problems, but most of these respondents indicated that their problems were few in number. Only eight percent claimed to have had "many problems." No significant differences between Innovation and Rehabilitation grants were found with regard to the presence or absence of implementation problems.

*Blackstone contract.

TABLE 2.8

MAJOR PROBLEMS WITH START-UP OR IMPLEMENTATION

<u>Response</u>	<u>All Grants</u>	<u>Rehabilitation</u>	<u>Innovation</u>
None	45%	44%	46%
New problems	47%	44%	50%
Many problems	8%	11%	4%
	100%	100%	100%

<u>Nature of Problem</u>	<u>All Grants</u>
Costs: estimating costs	22%
hidden construction costs	18%
cost overruns	17%
Contractor: relationship with	13%
size and past experience	8%
selection of	7%
Other agencies	7%
Other: inexperienced personnel; equipment problems; couldn't buy land as expected; weather; political scene; lack of citizen participation; our specs were not good; faulty construction; citizen demands; guidelines changed.	33%

The problems that were identified fall into two main categories: costs (57 percent) and contractors (28 percent). A few (seven percent) were attributed to other agencies. A wide assortment of "other" responses collectively amounted to 33 percent.

Estimating costs accurately for projects was more frequently a problem than anything else (22 percent). Unanticipated "hidden" construction costs and cost overruns each had created trouble for nearly as many of our respondents. Some interviewees expressed dissatisfaction with the contingency fee allowance for hidden costs. Given the nature of the renovation work at some very old facilities, grantees felt that the fee permitted by UPARR should be higher or at least include a provision for flexibility. More flexibility was also advocated for cost overruns, particularly when a project involves more than one site or facility and separate budgets are allocated for each.

Problems with contractors were cited often enough to serve as a warning to local agencies that care in their selection is warranted. The complaints cited here are balanced by other very favorable reports of architectural firms, and contractors who offered past experience in recreation projects were sensitive to recreation objectives (minimizing down-time at a facility, responding to user needs), and were willing to go beyond minimum requirements in a spirit of community service.

Problems occurred in situations that appeared to involve poorly drafted agreements and where monitoring or field supervision of contractor work was lax. Where care and attention was paid to contractor selection and project management; such as special oversight and contractual provisions which spelled out the scope of work, contained dispute resolution procedures, and specified sanctions; project implementation was relatively problem free with higher payoffs.

In several case studies, for example, the preconstruction conference (or its equivalent for non-rehabilitation projects) was one item that surfaced as an important step in project start-up that reduced the risk of serious misunderstandings and future problems. Several grantees suggested that such a conference, attended by all parties (and sometimes even recorded), provided a forum for reviewing the task, clarifying expectations, negotiating differences, and, perhaps most importantly, establishing open communication and a sense of mission. In two cases, grantees reported that their contractors were grateful for the opportunity and had found it particularly helpful. These same grantees also reported that the preconstruction conference was a prominent feature of their routine procedures on capital improvement projects. They had elevated its stature and felt it was partly responsible for a smooth running operation.

Most Innovation projects encountered some unusual implementation problems. These may be due to the fact that Innovation projects generally were of greater administrative difficulty than their Rehabilitation counterparts. Because they involved new staffing patterns, unusual services or special arrangements with other agencies or organizations, they tended to compel the grantees to resort to out of ordinary management patterns. Rehabilitation projects, on the other hand, were comparatively routine. Most grantees have the administrative capability required to carry them out.

Summary of Project Start-Up and Implementation

The start-up and implementation of projects was facilitated by the program's emphasis on helping grantees understand UPARR goals and guidelines. Local organizational support also favored early progress; support came from top management and good agency relations. Innovation projects, were more than twice as likely as Rehabilitation projects to report at least moderate citizen input. Participation by the business sector was also not strong, although there was more input at this stage than there had been during project planning.

Problems with start-up and implementation were few in number, but nevertheless reported by 55 percent of the sampled grantees. There is no standard, however, by which one can judge accurately that UPARR projects have fared better or worse on this dimension than other comparable federally funded projects. With two exceptions, the problems which were reported did not appear to have seriously jeopardized the completion of projects. Problems were responsible for interruption and delay, but were resolvable through routine administrative procedures.

CHAPTER III*

THE RECOVERY ACTION PROGRAM (RAP)

One intention of the UPARR Act was for the program to serve as a catalyst for continuing revitalization of local park and recreation systems. UPARR project grants are backed by planning requirements that address the applicant's park and recreation system. These requirements are aimed at increasing local commitment and community support for recreation. The idea was that UPARR would help focus attention on park and recreation problems, help get things started with funds for recreation planning, and thereby mobilize the local community to plan for recovery of its recreational facilities and opportunities. UPARR did not promise to do the whole job, but instead made a start on long term recreation planning and improved conditions whereby systematic recovery could be pursued.

The UPARR program provides matching funds for planning grants to aid communities in planning for systematic improvements in all aspects of their public and private recreation lands, facilities, programs and management. Since 1979, over 360 of these grants totalling about \$8.2 million have been used to develop and update local Recovery Action Programs. The current emphasis of these grants is on planning to improve the efficiency and responsiveness of local recreation programs.

This chapter will review and evaluate the use of UPARR Recovery Action Programs to help cities begin a self-sustained recovery of their recreation systems. Section A. will describe the Recovery Action Program and its purpose; Section B. will evaluate the effects of the program on participants; and Section C. will state the overall conclusions of this chapter.

A. The Recovery Action Program and Its Purposes

The Recovery Action Program (RAP) is the planning and action document which UPARR requires for participation in the grant program. Cities meeting UPARR eligibility criteria, or those applying for discretionary status, were required to demonstrate through the RAP a commitment to a program of overall recovery of their park and recreation system. The RAP is a substantial document necessitating considerable local investment to assess the spectrum of recreational facilities and programs, to identify needs and priorities, and to plan a five year strategy of action.

Most importantly, the RAP establishes a process of continuous planning for recreation programs. This continuing planning process is formalized in annual updates to the RAP and in special planning studies funded through second-generation planning grants. This section will review 1) the specific requirements for the RAP, including a close look at planning for management and service improvements; 2) the Preliminary Action Plan (PAP); and 3) RAP updates and second-generation planning grants.

* Portions of this Chapter are condensed from Blackstone Evaluation, Chapter 9.

1. RAP Requirements

Specifically, the UPARR Regulations (36 CFR 72)* state the following:

"The local government will submit a Recovery Action Program (RAP) which documents the recreation needs of the community together with action plans to meet those identified needs. This RAP indicates how the park and recreation system will be revitalized and maintained. While the emphasis of the RAP is placed on the rehabilitation of deteriorating facilities, it also describes how the rehabilitation effort is linked to the overall goals, priorities and strategies of the park and recreation system. The local government must develop the RAP consistent with and linked to the objectives, needs, plans, and institutional arrangements of the community. The RAP must present evidence of its consistency with the community's long-range goals and plans as expressed in its comprehensive plans and other documents. The RAP consists of two sections which are the Assessment and the Action Plan.

The Assessment describes the existing park and recreation system and the pertinent park and recreation issues and problems confronting the system. It should summarize the entire system including: operation and maintenance; employment and training; programs and services; rehabilitation of existing facilities; and the need for new facilities. The Assessment should also describe how the park and recreation system relates to other public and private services. The Assessment consists of six parts which are: 1) Context, 2) Physical Issues, 3) Rehabilitation Issues, 4) Service Issues, 5) Management Issues, and 6) Conclusions, Implications and Issues.

The purpose of the Assessment is to provide background and justification for an Action Plan. The Action Plan, which is the essential core of the RAP must be a clear statement of the community's specific objectives, priorities and implementation strategies in relation to the intent of the UPARR Program and the local government's overall recreation system goals. The Action Plan should be carefully tailored to the comprehensive community goals and directly responsive to the needs and problems identified in the Assessment. Citizen involvement in the development of the Action Plan is required and may include surveys, hearings, meetings, and/or consultation as appropriate. This involvement is essential in the development of goals, objectives and the setting of project priorities. The major sections of the Action Plan are 1) Goals for the System, 2) Strategies to Address National and Local Concerns, 3) Recommendations, 4) Program Priorities and Implementation Schedule, and 5) Evaluation and Updating of the RAP."

As reflected in these regulations and in the financial and technical assistance given to planning by the NPS, UPARR initiated a systems approach to recreation planning which is responsible for several unique aspects of the local response to its RAP requirements.

* Final UPARR Regulations on the local Recovery Action Program (36 CFR 72) were published in the Federal Register, Vol. 45, No. 48, March 10, 1980.

Unlike some other capital grant programs that have focused exclusively on physical planning directly related to funded improvements, UPARR planning must address larger issues of recreation system stability and the maintenance of recreation opportunities. Thus, RAPs address 'Management' and 'Service' issues in addition to the 'Physical and Rehabilitation' needs of a community recreation system.

'Management' issues encompass all operational and administrative aspects of park and recreation systems -- including financing, staffing, facility maintenance, and equipment replacement -- with the intent of directing local attention to the underlying causes of system decay and failure. Once problems in these areas are identified, Recovery Action Programs are expected to provide a plan for actions that will begin to address these complex problems, although it is recognized that ultimate solutions may require continued attention over many years. For example, UPARR grantees are, by definition, economically-distressed communities. Many of these communities have basically good physical resources for recreation because of earlier investments, but are hard-pressed to maintain adequate operational funding and staffing to ensure long-term protection of these resources. Management planning can help to guarantee continued access to the recreation services and opportunities that facilities provide by maximizing efficiency in the use of fiscal and human resources, as well as use of the physical plant.

'Service' planning also emphasizes non-capital elements of the park and recreation system, but from another perspective. Identifying service needs and problems involves looking at a system in terms of recreation opportunities for community residents and determining if there are better approaches to meeting service goals. For instance, improved cooperation between public and private recreation providers, more responsive scheduling of recreation activities, volunteer involvement in service programs and other alternatives to new facility development have been used by many communities to meet pressing recreation needs without major expenditures for new facilities.

2. Preliminary Action Plan

Given the size and importance of preparing a RAP, UPARR regulations permitted cities to submit a Preliminary Action Plan (PAP) in lieu of the RAP, including a commitment to complete a full RAP by the end of 1980. This option expired on January 1, 1981, and an approved RAP was required to receive further Rehabilitation and Innovation grants. While several jurisdictions concentrated on the full plan and did not submit a PAP, most participants submitted a PAP between August 1979 and April 1980.

The PAP served two purposes. First, it enabled UPARR to quickly launch the grant program following passage of the legislation and budget authorization. Program supporters felt it was important to initiate the specific project funding elements to cities without great delay. The PAP also served the purpose of allowing eligible cities to document their intentions without getting immediately immersed in the more time-consuming and comprehensive RAP. The PAP gave them quick access to the national competition for Innovation and Rehabilitation grants. If successful in one of these early grant rounds, it was assumed that the success might be

used back home as an incentive to elicit local resources (political, public, and private) in preparing the RAP and additional UPARR grant applications. The receipt of a Rehabilitation or Innovation grant also entailed a contractual commitment to complete a full Recovery Action Program.

3. RAP Updates and Second-Generation Planning Grants

As of July 1981, many active UPARR communities had a complete RAP approved by the National Park Service. Many of these localities then began to work on the issues and problems identified in their RAPs, through an annual update process and additional UPARR planning funds, called second-generation planning grants.

Table 3.1 analyzes the current status of the UPARR planning program in terms of approved Recovery Action Programs (RAPs), draft RAPs in progress, RAP development grants, annual updates, and second-generation planning grants. These figures do not reflect, however, the continuing planning processes which many cities have adopted that do not require second-generation planning grants or formal submissions of plan updates to the National Park Service.

TABLE 3.1

UPARR PLANNING PROGRAM STATUS AS OF NOVEMBER 1983

	Number of Grantees	Percentage (N=335)
No. of participants in program *	335	
Approved RAPs as of 11/15/83	310	93%
Draft RAPs in progress	25	8%
Participants receiving planning grants for initial RAP development	232	69%
Updates or 'second-generation' improvements submitted or pending	198	59%

* Cities or counties that have received one or more Rehabilitation, Innovation or Planning grants; excluding amendments, cancellations, withdrawals.

NPS staff indicate that the low level of UPARR funding for Rehabilitation and Innovation grants in recent years has had some negative effects on planning activity. Those grantees who are active, as reflected in Table 3.1, are doing so on their own initiative, for the benefits they know planning brings to their own park and recreation departments. Examples of these benefits can best be seen in the type of projects undertaken by grantees through second-generation planning grants.

The most frequent type of project undertaken by second-generation planning grants are studies to improve management of local parks and recreation departments. These include: 1) the development of Management Information and Maintenance Management Systems, 2) studies of financial alternatives including increased volunteer and private sector involvement, 3) the development of recreation marketing plans, and 4) special studies to improve coordination of recreation services, to reduce vandalism and to increase energy efficiency. Four specific examples of second-generation grants, their results and benefits are as follows:

SAVANNAH, GEORGIA

SCOPE: To develop a mechanism that would provide for cooperation and coordination among all recreation providers in the city.

FUNDING: \$15,000 UPARR / \$30,000 Total

PROJECT PERIOD: 5/20/81 to 3/31/83

BENEFITS: The major practical benefits of the Recreation Coordination Plan are 1) the establishment of a first Building and Maintenance Plan for the city's recreation facilities, 2) the establishment of five new joint-use facility agreements with the Savannah-Chatham Board of Education, the Housing Authority of Savannah, and Armstrong State College; these agreements involve \$410,000 in recreation facility improvements, 3) a new overall maintenance agreement (sharing of expenses) with the Board of Education, Housing Authority and Armstrong College for all joint-use facilities, 4) a joint-use agreement between the city of Savannah and the local YWCA for approximately \$14,000 of services, and 5) increased citizen and non-profit involvement for handicapped recreation opportunities provided through UPARR funded programs.

Many of the planning techniques used in this grant could be of interest to recreation planners in other cities. Of specific interest are the development of the first survey to identify all the known recreation providers in Savannah including handicapped, elderly, church groups, etc.; the city's first comprehensive approach to communications with the public, non-profit, and private recreation providers; and the development of joint-use agreements between government entities. Furthermore this grant was part of a cumulative planning process that heightened the awareness of community residents to the municipality's additional recreation needs. Based on this grant and the Recreation Recovery Plan the city's Mayor and Aldermen have proposed a \$10 million Recreation Bond Referendum for February, 1984.

BRIDGEPORT, CONNECTICUT

SCOPE: To develop a maintenance management system that incorporates the following elements: inventory of facilities; establishment of goals, objectives, and priorities; description of tasks and work standards; quality standards for facilities; a scheduling system; a workload/cost tracking system; and equipment management. A maintenance manual will be produced detailing the process and findings of the study, and this will be incorporated into regular operating procedures for maintenance management.

FUNDING: \$50,000 UPARR / \$100,000 Total

PROJECT PERIOD: 10/20/81 to 12/31/83

BENEFITS: Through the development of a maintenance management system, the Bridgeport Department of Parks has increased productivity by 30-35 percent, significantly reduced the number of public complaints, and documented the need for additional resources to perform park maintenance.

In analyzing work tasks, the Department discovered that their crew sizes could be reduced from three workers to one or two. The Department found this to be more productive in that the smaller crews produced more per worker and there were more crews available to a larger number of sites. In order to accomplish this, their vehicles have to be in operating condition or needless non-productive crew time will result. The Department was able to justify the need for a vehicle mechanic for which the city has created a new position.

A new scheduling system has also produced significant improvements. Workers receive their weekly schedules on the preceding Thursday. They accomplish work as indicated and if they miss a task because of rain, etc., they move on to the next task anyway. This insures accountability because the Department knows where all crews are at specified times. The Department is able to respond to public complaints because they can say what facility maintenance schedules are.

MILWAUKEE COUNTY, WISCONSIN

SCOPE: To develop a manual to facilitate the infusion of private money into the parks system for rehabilitation, development, and services. Specific techniques will be detailed to increase participation by private foundations, corporate and industrial sponsorship, revenue generating facilities, and shared maintenance agreements. Also to develop a Parks System Gifts Catalog.

FUNDING: \$39,153 UPARR / \$78,307 Total

PROJECT PERIOD: 8/81 - 8/83

BENEFITS: Development of "The Park Market" gift catalog, and its subsequent promotion are responsible for increased private donations to the park system. If not for the gift catalog, these donations would not have been made. As of October 31, 1983, \$11,170 worth of cash and in-kind gifts had been collected. Over half of the gifts were for tree plantings. Other gifts included shrubs and flowers, American flags, money for bike trail improvements, and a variety of items donated to recreation centers.

Since the gift catalog solicits gifts from Milwaukee County residents, citizen involvement in and support of parks and recreation issues and activities has increased. The Park People of Milwaukee County, Inc., a non-profit group of park and recreation advocates, administers the gift catalog program and solicits gifts.

"The Alternative Funding Sources Handbook" has provided Milwaukee County Park Department staff and managers with proven methods of soliciting gifts from corporations and businesses; methods they have incorporated into their solicitation of such groups. The handbook also provides a list of Milwaukee area businesses which regularly practice philanthropy, as well as providing a list of local foundations to be solicited. The Park People have used the handbook when soliciting businesses and corporations, as well as when writing foundation grant requests.

The publication of these two books marks a new direction of the Department to actively solicit donations from the private sector for sponsorship of specific activities or programs. Staff are working with firms and individuals to promote park activities or even sponsorship of the expenses for an entire park for a year. This new direction is necessary to address the demand for 40 percent of the park's budget to be supported by revenues and donations.

The results of this grant would be of interest to recreation planners in other cities whose departments are facing funding cutbacks and are looking for private sector assistance. The gift catalog concept has been tried successfully by a number of park and recreation departments. Solicitation of foundations for grants, solicitation of corporations for gifts and services, and shared maintenance agreements have proven to be popular ways to reduce dependence on total tax support for recreation programs.

AUSTIN, TEXAS

SCOPE: To conduct a detailed citizen participation survey to be used to develop a method for distributing specific recreation services in an equitable manner, and to obtain the contractual services of a leisure marketing specialist.

FUNDING: \$74,710 UPARR / \$149,420 Total

PROJECT PERIOD: 4/23/80 to 7/1/83

BENEFITS: The citizen survey allowed the city to customize its recreation services for the new heterogeneity of the population in Austin that includes more young people (married and single), more families with preschool children and an increased multi-racial mix. These new populations differ greatly in needs from the affluent sections of town, populated primarily by senior citizens and families with grown children. The survey has allowed the planning process to be decentralized, and therefore, more responsive to neighborhood needs.

Another benefit was that the survey showed the necessity of a major reorganization of the park and recreation department. Anticipating a need to be decentralized to better serve the citizens, the park and recreation department used the survey as a catalyst to evoke the change. What resulted was a division of the city into five districts, with a park and recreation person in charge of each who remains visible to that particular community. There is more district feedback and operations are much more efficient.

In terms of dollar savings, the survey was quite valuable, because now the city can specifically direct its acquisition efforts. Before, buying neighborhood park land was done haphazardly at \$20,000 or more. Now, because of the data gained through the survey, the city can anticipate new growth direction and buy land in advance of development at a third of post-development cost.

Finally, the citizen's survey work was largely responsible for the passage of a \$30 million park and recreation land issue. Also, a spinoff benefit is the fact that the grant allowed park and recreation to be the first city department to have a master plan. Now, it serves as the model which all other city departments are using.

These are only a few of the 106 second-generation planning grants funded since 1981. Most of these projects are scheduled for completion in 1984. As they are completed, their results will be shared with recreation planners in other cities to be used as examples in resolving common management and service problems. Table 3.2 identifies all the major categories of projects funded by second-generation planning grants and indicates the number of grants addressing each area.

TABLE 3.2

ANALYSIS OF SECOND-GENERATION PLANNING GRANTS

<u>Categories</u>	<u>Number of Projects</u>
RECREATION MANAGEMENT	
Management Information Systems	11
Maintenance Management Systems	33
Financial Alternatives (gifts catalogs, user fee study, volunteer involvement, private sector role)	35
Marketing Plans (marketing recreation resources, consumer feedback/needs study)	12
Management Studies (management, maintenance, financing, energy, vandalism, marketing, accounting, staff training, recreation coordination)	28
RECREATION PLANNING	
Service to Special Populations (elderly, minorities, youth, disadvantaged, handicapped, immigrants, families)	9
Planning for Target Areas (open space, water resources, interpretive recreation, park sites, revenue generating facilities)	8
General RAP Updates	25
TOTAL SECOND-GENERATION PLANNING PROJECTS	161

B. Evaluation of Recovery Action Program Effects on Program Participants

The National Park Service conducted an evaluation of local Recovery Action Program planning efforts in 1981. This review involved: visits to four NPS Regional Offices, evaluation of about 60 completed or draft RAPs, interviews with local officials, and consultation with Regional staff. The Blackstone Evaluation conducted in 1983 also evaluated the impacts and effectiveness of the Recovery Action Program in its review of communities receiving UPARR grants from 1979 through 1981. Further evaluation of UPARR planning progress in 1982 and 1983 has been conducted by the Washington and Regional staff of the National Park Service. The results of these efforts will be discussed in the remainder of this chapter.

Value of RAP to Grantees (1981)

The intrinsic values of Recovery Action Programs to localities, beyond maintaining eligibility for UPARR grants, vary according to local conditions, perceptions and personalities. While some cities with a history of sophisticated planning may feel that UPARR requirements involved simply rewriting what they have already done to meet a new format, most localities perceive distinct benefits in the RAP process. These benefits fall into three categories:

1. **LEARNING THE FACTS.** This involves planning and recreation professionals (as well as all other participants) improving their own understanding of recreation programs, needs, and problems through assessments of the local situation. This is best illustrated by several cases in which planners or managers actually 'discovered' resources or programs within their control that they did not know about before RAP planning began. In Bridgeport, Connecticut a citizen survey showed the city how they could do things to improve services without necessarily costing more money e.g. putting the swings out in April instead of waiting until playgrounds open in June.

2. **CALLING ATTENTION TO THE SERIOUSNESS OF PROBLEMS.** Some recreation officials have used the RAP process to call known recreation needs to the attention of other local officials who make decisions on budgets, organizational structure or program priorities in order to gain support for better management approaches or greater allocations of resources. In Jackson County (Kansas City), Missouri the RAP process has brought the many jurisdictions in the county together to discuss how recreation services can best be provided. The overlap and duplication of effort on the part of the different communities in the county is viewed as wasteful of both human, and physical resources. A county coordinator is working with the various communities to help them plan facilities, programs and activities jointly. This is to benefit all parties and will make possible better use of limited resources.

3. **FINDING AND IMPLEMENTING NEW SOLUTIONS TO PROBLEMS.** This is a long term goal of RAP requirements which entails using the RAP process and UPARR assistance to break new ground by analyzing needs and supplying new

solutions to management or resource problems that have already been identified. In New Haven, Connecticut, as part of the RAP process, the city worked with the Yale School of Forestry and the School of Management to develop models that teach citizens to operate and maintain neighborhood facilities thus relieving maintenance crews of some of their work-load while improving the quality of maintenance.

Grantees Perceptions of the RAP Experience

How did those people responsible for putting the RAP together and meeting its requirements perceive the experience? The most frequent reaction by nearly 75 percent of respondents in the Blackstone Evaluation was that doing the RAP has been a good experience (Table 3.3). The main substantive item about the RAP for many (57 percent) was that it had made local officials recognize possible solutions that they had not thought of before. A few other responses referred to elements of staff participation, uses of the RAP, and the publicity it had brought.

There were also critical comments about the RAP experience from the same people who thought it was a good experience. Fifteen percent said that staff had first reacted with some anxiety and skepticism. Forty-two percent indicated that the RAP had meant more work. It is hard to imagine preparation of the RAP did not involve more work for nearly all communities, especially since very few cities or counties had any up-to-date planning document comparable to the RAP in scope. Memories of the additional work were perhaps tempered or overshadowed by the later favorable evaluation of the whole experience.

TABLE 3.3

PERCEPTIONS OF THE RAP EXPERIENCE

<u>Favorable</u>	<u>Percent</u> (N=60)*
Good experience	72%
Provoked new thinking	57%
Other: e.g., improved communication and staff input, gained publicity, valuable management tool.	15%
 <u>Critical</u>	
Skepticism as to effectiveness	15%
More work	42%
Too specific	17%
Inadequate	5%
Other: e.g., a burden, required more staff. outdated too quickly, redundant and duplicative	15%
No response	22%

* The unit of analysis remains the grant (N=60), as it is throughout the Blackstone Evaluation, even though only 53 individual RAPs are represented since some jurisdictions with more than one grant are in the sample.

Criticism was also received that the RAP had been too specific in nature (17 percent) inadequate on the whole (5 percent), a general burden, required more staff, got quickly outdated, and was both redundant and duplicative. Twenty-two percent felt unable to offer an evaluation of how the staff perceived the RAP experience; they either had not participated in its preparation, it had been prepared by a consultant, or the staff most closely involved had since departed.

There are no statistically significant differences in how the grantee agencies perceived the RAP experience. Although just as favorably disposed towards it, community development agencies more frequently offered criticisms than did park and recreation or planning agencies.

Citizen Involvement in RAP

Another dimension of the RAP's preparation was the extent to which citizens were involved. UPARR guidelines emphasized the value of an active role for citizens in the RAP planning process, not only for their ideas and resources, but especially for their help in identifying recreation needs. Blackstone asked respondents to rate citizen participation in the planning process. Answers are shown in Table 3.4.

Citizen participation received higher ratings for the RAP than it had for project planning. Some 67 percent felt that participation had been high or moderate, indicating that many citizens had been active throughout, or that there had been a good turnout for early meetings and participants had maintained interest all along. Twenty-three percent indicated an adequate level of citizen participation. Only eight percent offered a low rating.

TABLE 3.4

CITIZEN PARTICIPATION IN THE RAP

<u>Rating</u>	<u>Percent</u> (N=60)
High	37%
Moderate	30%
Adequate	23%
Low	8%
No response	2%
	<u>100%</u>

RAP Uses

Has the RAP assumed the role defined for it by UPARR? How is it defined by participants? To what uses is it being put?

As shown in Table 3.5, only a very few of Blackstone's respondents (7 percent) reported no use of the RAP. Most all others described multiple uses which were grouped into six categories.

TABLE 3.5

USES OF THE RAP

<u>Type of Use</u>	<u>Percent</u> (N=60)
Information guide	70%
Measure progress	62%
Decision-making tool	57%
Management tool	53%
Top management only: minimal use	12%
Other: e.g., for grant writing, CIP or master plan, first time planning, orientations, community relations, maintenance targeting.	22%
No use reported	7%

The most frequent use of the RAP was as an information guide (70 percent). The RAP served the purpose of organizing old, new, and disparate pieces of information into one comprehensive document. Other often reported uses of the RAP were as a management tool (budget and personnel issues especially - 53 percent), a means of measuring progress and accomplishments (63 percent), and a decision-making tool for identifying priorities (57 percent). Each of these categories denotes a high-level management function but respondents' accounts suggested that there was a broad base of staff participation. In contrast, 12 percent reported that the RAP received minimal use and by top management only.

Some 22 percent of the respondents cited an assortment of "other" uses of the RAP which are listed in Table 3.5. This pattern of how the RAP was used is consistent for most grantees. However, if the grantee was a community development agency (13 percent of the 60 cases), the top four uses (as listed in Table 3.5) were reported only half as frequently.

A significant association was found between these reported uses of the RAP and the level of citizen participation. Earlier Blackstone had found that citizen participation was higher for the RAP than it had been for project planning. Additional data indicate that the higher the level of citizen participation in the RAP, the greater the reported agency use of the RAP. This applies clearly to each category of use in Table 3.5. For example, grantees reporting high citizen participation in the RAP are also more likely to claim that the RAP is used as an information guide or as a decision-making tool. In the case of minimum use by top management only, reports came almost solely from those reporting only adequate citizen participation. No association was found to exist between RAP use and other study variables such as city or county size, grant round, or type of grant.

External Visibility of RAP

Did the RAP receive any external use in attracting attention to park and recreation issues? UPARR administrative procedures had required sign-offs on the RAP by the city's chief executive as a form of minimum recognition of and formal commitment to what the RAP symbolized. Had the RAP become a visible document outside the sponsoring agency? If it had, one could argue that the park and recreation revitalization goal might garner greater support as a broad community objective. The RAP might help to project recreation as an important, but more recently ignored, public service. Might not the RAP increase the competitive position of recreation vis-a-vis other city services? While answers to some of these questions may be premature and would involve a level of effort beyond the current study, it also is true that, if the RAP has no outside visibility to start with, one could not expect it to have any far-reaching community impact.

Data shown in Table 3.6 indicate that the RAP gained modest visibility outside the agency that issued it. Seventy-eight percent of respondents in the Blackstone Evaluation believe that it had become reasonably visible to others; 22 percent claimed that the RAP was not really visible or recognized at all. The 22 percent reporting no visibility were found to represent those RAPs in which citizen participation was low.

Respondents were also asked to comment specifically on whether or not they thought that certain other parties were aware of the RAP. The findings are middle of the road: 63 percent of city councils are perceived to be aware of the RAP, but in only 38 percent of the cases is the general public (citizens and civic organizations) believed to be aware of the RAP. Around 50 percent of respondents reported strong awareness on the part of the city manager, mayor and other agencies.

A positive association was found between levels of citizen participation and the frequency with which each source of RAP recognition was cited: the more citizen participation, the more frequent the reported recognition of the RAP. Additional data also indicate that visibility of the RAP was reported more frequently when the grantee was a recreation or planning department, in comparison to community development or public works departments.

TABLE 3.6

OUTSIDE VISIBILITY OF THE RAP AND SOURCES OF RECOGNITION

<u>Outside Visibility</u>	<u>Percent</u> (N=60)
RAP not visible	22%
RAP visible	78%
	<u>100%</u>

<u>Sources of Recognition</u>	<u>Percent</u> (N=60)
City manager	48%
City council	63%
Mayor agencies	52%
Public	38%

Use of the RAP by Other Agencies

Gaining recognition for the RAP as an important planning tool is a key step in focusing community efforts on recovery of the park and recreation system. In context, the level of awareness which was found is not insignificant. Recreation is often the weak sister in local competitions with other city services such as fire and police. Also, routine local planning documents abound (for example, CIPs); the fact that the RAP is meant to be something 'different' -- a step in scope and intent--is likely to be overlooked by those not in the recreation field.

The Blackstone Evaluation discovered that initial Recovery Action Programs were not only recognized by other city agencies, but were being put to use by some of them as well. Although not widespread, the cases in which RAPs were being used demonstrate the potentially valuable role of the RAP in coordinating agency forces on the target of recreation system recovery.

Community development agencies (17 percent) and school districts (13 percent) are most likely to employ the RAP in regard to their own activities. This reflects in part historical precedence. School districts and recreation departments in many cities have had facility sharing agreements for years. Community development agencies have often provided recreation facilities as a component of larger neighborhood projects. However, the existence of the RAP provides a new reference document for these interagency relationships, and redirects attention to system-wide objectives and priorities. There is evidence that the RAP has stimulated development of several recreation projects by other local agencies.

Illustrations

One of the effects of the RAP in Oakland, California, was its ability to increase the use of Community Development funds for recreation. In this respect, the Office of Park and Recreation's competitiveness for general funding has been improved. It was discovered that Community Development is now lifting specific projects directly out of the RAP for its own neighborhood projects. One by-product is that Community Development money is now being used to accomplish specific projects of the RAP. Some community development project descriptions, and even the budgeted amounts, are precisely as those found in the RAP. Community Development officials apparently realize that these projects in the RAP reflect the interests of citizens within each district, and that the citizens have had ample roles in the RAP process. In general, it appears that Community Development monies are being used more broadly. Previously, only new projects were being funded. Now there seems to be greater coordination of resources for recreation.

In Columbus, Ohio, there is cooperation on an informal basis between the Recreation and Parks Department and the Department of Development. This cooperation is initiated through personal contact and has been fostered

by the Recreation Director. The Department of Development conducts city-wide planning, which includes comprehensive planning for park and recreation facilities. The cooperation between the two departments, therefore, takes place largely in the context of using Community Development Block Grant funds. In that connection, there is a continuous process of public hearings to determine the best selection of projects. As claimed by one planner, loans and grants for housing tend to be top priority, but parks, trees and the like are also very popular with the public. Before action is taken, the Community Development office insists that an area have an active organization to help plan for the neighborhood. In most cases, people want housing and parks and recreation. Thus, the Development office had worked quite often with the Recreation and Parks Department to develop projects for the community. The RAP is viewed as the vehicle for future cooperative efforts.

Competitive Advantage of the RAP

As a five-year planning document, general visibility of the RAP may produce some useful recognition value for grantees. Blackstone asked respondents directly whether they felt that the RAP had gained any support for park and recreation interests in the community. As reported in Table 3.7, most (75 percent) felt that it had; 20 percent did not think so, and a few thought it was too soon to tell one way or another.

Among the possible reasons for the RAP's support, three were affirmed by about 50 percent of the respondents: 1) the RAP increased community-wide awareness of recreation needs and objectives; 2) the RAP attracted the attention of city officials; and 3) having a 'plan' such as the RAP helps to justify requests for resources.

These findings suggest moderate confirmation of the competitive advantages of the RAP in gaining additional resources for parks and recreation. However, this conclusion must be tempered by a reminder that the data represent perceptions of advantage. The extent of conformity between these perceptions and an improved status for parks and recreation must await observations in coming years.

TABLE 3.7

COMPETITIVE ADVANTAGE OF THE RAP

<u>Response</u>	<u>Percent</u> (N=60)
Advantage	75%
No advantage	20%
Too soon to tell	5%
	<u>100%</u>

<u>Reason Given</u>	<u>Percent</u> (N=60)
Community-wide awareness	52%
Attention of Mayor/city council	50%
Justification value of RAP	48%
Other: e.g., increased communication, gave focus, helped create a P & R Dept.	

Effects of the RAP

Did the RAP have any effects on such things as local philosophy and outlook, planning process, operations, or decision-making? Ninety-five percent of the respondents felt that there had been at least one of these kinds of effects.

As shown in Table 3.8, most respondents observed multiple effects, and these are listed in rank order by frequency of response. The most frequent effect, reported by 82 percent of all respondents, was that the RAP directed attention to program management issues. Attention to maintenance and rehabilitation needs ranked second with 72 percent.

TABLE 3.8

EFFECTS OF THE RAP

<u>Type of Effect</u>	<u>Percent</u>
Attention to management	82%
Attention to rehabilitation	72%
Improved planning capacity	68%
Target resources	64%
Comprehensive inventory	64%
More systematic	58%
Increased political effectiveness	37%
First time planning	22%
Helped Master Plan	17%
Moved us away from crisis reaction	15%
Other: e.g., improved communication, helped leverage local funds, increased understanding of recreation needs, improved coordination between agencies, improved community relations	28%
No effect reported	5%

Mentioned with a high frequency of response were the following: the RAP improved our planning capacity (68 percent); it helped us target our resources (65 percent); it provided us with a comprehensive inventory for the first time (64 percent); and we are more systematic about things now (58 percent). Increased political effectiveness was noted by 37 percent. The remaining effects received less than a 25 percent response; the RAP provided planning for the first time (22 percent), it was a first step in preparing a Master Plan (17 percent), and it moved us away from a crisis reacting mode (15 percent). Overall, no appreciable differences were found in the frequency of these effects as reported by the variety of grantee agencies. As listed at the end of Table 3.8, several other kinds of effects were infrequently cited by respondents.

The Blackstone Evaluation discovered that there is some association between effects attributed to the RAP and a grant round: the more recent

the grant round (four rounds from 1979 to 1981), the more frequently these effects of the RAP are reported: attention to management, improved planning capacity, and being more systematic. This is probably explained by the fact that a plan was more likely to be completed, and in use, in time for later grant rounds. By and large, there is no association between RAP effects and other variables such as grant type (Rehabilitation or Innovation), city or county size, or citizen participation in the RAP. There is one exception. Small cities of less than 100,000 population were far more likely than larger cities to report that the RAP provided them with a comprehensive inventory of recreation resources for the first time.

Pros and Cons of the RAP

Grantees were asked in the Blackstone study to comment on the pros and cons of the RAP planning process. The number of comments received under the pro category far outweighed the cons. Lists of all pros and cons were organized by content into categories and appear in Table 3.9. The findings are reviewed by category along with summations of the comments offered and actual quotes that convey the message of the respondents. Responses favoring the RAP process produced the following five categories:

1. Valuable Experience. Twenty-eight percent of all grantees commented that the exercise of doing the RAP had been a valuable experience. The RAP was perceived as a "good tool" "helpful for review," "self-evaluation," and "getting future resources." It was "simply a good idea" and the "staff input requirement was good."

2. Planning Capability Improved. Nearly one third of the respondents pointed favorably to the value of the RAP in improving internal planning abilities and functions. For several local departments, the RAP brought together all parks and recreation information in one document. It provided: a "better inventory," "a comprehensive look," "good documentation," and "the only real planning document in the department." Others said it was good because it "forced the planning effort" and "we wouldn't have done the planning otherwise." In the last case, the availability of a planning grant to meet 50 percent of planning costs was an important support to the local effort. Finally, others cited the importance of the RAP as related to other planning efforts: It "gave us an update of our Master Plan for the first time in 25 years" and "will help to prepare other planning documents" (Master Plan or Capital Improvement Plans).

3. Coordination/Integration of Planning. The RAP also served to reduce some organizational isolation. For a number of departments (15 percent), the plan "helped integrate the planning function throughout the city." It was seen as "improving coordination and ties with other agencies."

4. Community Relations/Citizen Participation. Several departments found that requirements for citizen participation in the RAP were useful. In general, the effect perceived was improvement in community relations. The RAP provided an opportunity to establish or reestablish contact with neighborhood residents. This was seen as a positive dimension of the plan; it "forced us to go out into the community" and discover "how people felt about things."

5. The RAP: Its Nature and Guidelines. Nineteen percent of the pro comments supporting the RAP had to do with the requirement itself. In some respects, the pros cited above reflect positively on the requirement of having to prepare the RAP. However, other comments singled out the RAP for what it represented and how it was handled. The format was cited as "good and easy to work with" as were the guidelines; it was "very good for confronting management problems" and for "addressing the total subject comprehensively." Finally, several respondents rated the NPS staff's technical assistance in preparing RAPs as good or excellent.

TABLE 3.9

GRANTEE EVALUATION OF RAP PLANNING

<u>Pros</u>	<u>Percent</u> (N=60)
Valuable experience	28%
Planning capability	32%
Coordinated planning	15%
Community relations	9%
The RAP itself	19%
No response	30%
 <u>Cons</u>	
Mechanics	32%
Scope	19%
Too much work	8%
No response	51%

Responses critical (Cons) of the RAP were somewhat more uniform and may be summarized under the basic three categories above:

1. Mechanics. Most complaints (32 percent) about the RAP planning process had to do with its mechanics and administrative features. Responses covered a range of items. Some came close to attacking the core: "planning was a pain;" "format was a waste of time;" "guidelines are too stringent."

Other complaints were less harsh, recommending that the process be less bureaucratic, the language less sophisticated, and more time be allowed for the RAP's preparation, with more money allocated for planning grants. Other specific complaints: "updates are a problem--annually is too often;" "city council's five year commitment is unrealistic;" "following the guidelines strictly was a mistake;" "took a while to get it printed." Several complaints address UPARR administration directly: "too much planning review;" "Washington is too arbitrary in decisions on RAP and project elements;" "the Regional Office's move to Omaha" (disrupted technical assistance).

2. Scope. The second most frequent set of complaints was aimed at the scope of the RAP. Nineteen percent found it to be a problem. It was too specific, too detailed, or too broad in scope, according to several respondents. At the same time, others felt that the RAP was "not comprehensive enough;" "does not address the management system;" or "the information wanted was too rhetorical."

3. Too much work. Only eight percent complained that the RAP was hard and entailed too much work.

Of the total volume of responses received, 60 percent were complimentary of the RAP and 40 percent were critical. More than two-thirds of the respondents voiced one or more pro comments, but only half offered any complaints.

In addition, it is important to emphasize that the pro and con, open-ended question produced not one single outright rejection of the planning process. Most complaints referred to specifics, and seem to have been offered in a spirit of constructive criticism. The concept of the Recovery Action Program and its use as a core UPARR requirement for grant participation was not challenged.

C. Overall Conclusions

Three separate evaluation efforts have confirmed that the UPARR planning process was a significant undertaking for nearly every grant participant. Very few cities had any planning for parks and recreation that was comparable to the systematic intent and purposes of a RAP. Some were more prepared than others for the task; they had capital improvement plans; they already possessed much of the basic information that was needed to prepare a RAP; or they commanded more of the organizational resources needed to do the job. Yet, UPARR was new to all, and required considerable investments, not only in dollars, time, and personnel, but in changing attitudes and organizational structures, to prepare substantial five-year planning documents within a short time frame.

The overall findings suggest that Recovery Action Program planning was at least a well-tolerated, if not universally approved, program requirement. The value of RAPs seem to have been understood and accepted as a core ingredient for UPARR grant participation. Indeed, there is evidence that the concept of systematic planning for recovery of local park and recreation systems has taken hold in practice, as illustrated by continuing planning efforts after NPS approval of the initial RAP. It also appears that planning commitments have produced, in a significant number of cases, measurable improvements in organization, management, service responsiveness and credibility of local park and recreation programs that go beyond improvements in physical facilities.

CHAPTER IV *

MAJOR EFFECTS OF THE UPARR PROGRAM

Thus far, this report has surveyed project inputs, the UPARR planning process, and the kinds and levels of effort that characterized the grant application and implementation processes. This chapter will address questions of project outcome: what happened after the projects got under way, including consequences for the communities in which they were undertaken.

A. Project Outcomes

Full implementation of project objectives can be viewed as the first and minimum expectation, even though other kinds of outcomes may begin to emerge long before the grant arrives at official completion (audit and close out). We begin the analysis, therefore, with a brief look at the completion rate of projects by grant round and by type of grant.

The Blackstone Evaluation sample included only those 60 grants which were at least 70 percent billed to UPARR from among all program grants. Those grants which were less than 70 percent billed to UPARR were excluded because the study had been defined as an impact analysis of the more or less completed projects.**

Most of the projects in the Blackstone study were funded in 1980-81, and data gathered in the winter of 1982 reveal that the vast majority of these projects were nearly complete by the end of the 1982 construction season. This span of time includes drawing up work plans, meeting with citizens, hiring contractors, working with other city agencies, submitting change orders when necessary, writing recreation plans, and a myriad of other activities.***

* Some sections condensed from Blackstone Evaluation, Chapter 7.

** See Appendix D., Blackstone Evaluation Design.

*** Overall Implementation Status of UPARR Grants --

As of December, 1983, a total of 827 Rehabilitation, Innovation and Recovery Action Program (planning) grants have been awarded (excluding 16 grants awarded but later withdrawn with grantee concurrence). Of the 827 total, 605 grants were awarded by the end of fiscal 1982 (9/30/82); 305 (50%) of these earlier 605 grants are completed, including final billing and fiscal closeout. Work on an additional 110 (18%) of the 605 grants is estimated to be complete, based on the the fact that 75% or more of original grant obligations have been reimbursed. There is a lag-time of 60-90 days between on-the-ground project completion and local grantee submissions of final reimbursement requests to the National Park Service. The end-of-fiscal-1984 projected completion rate on all grants awarded to date is 90%.

Overall, this analysis suggests that UPARR projects were successful at least in terms of carrying out what was proposed in a reasonable amount of time. Perhaps most importantly, no evidence was found that a project did not conform essentially to what it had set out to do. There were a few major project modifications; however, these were submitted for approval and negotiated with the National Park Service based on compatibility with the original selection criteria.

Table 4.1 summarizes the data on outcomes. The seven categories into which effects are organized represent unifying elements among all the disparate outcomes as well as an approximation of UPARR objectives. The table shows the percent of respondents who indicated that each specific outcome characterized one of the results of their grant. The difference between the percent shown and 100 percent equals the percent of cases in which that outcome was not observed. The right hand columns in the Table offer a comparison of the percentages for each outcome by grant type: Rehabilitation and Innovation grant. The far right column identifies whether or not the difference in the percentages is statistically significant--the probability that the observed difference could have occurred had the true difference between Rehabilitation and Innovation grants been zero.

In addition, all outcomes reported have been compared against other selected independent variables important to the grant program. This analysis indicates that, by and large, variables such as grant round, grant size (in dollars), and city/county population, do not account for variation in the reported frequencies. Other variables such as the type of agency which submitted the proposal (agency grantee), top management support for the project, and citizen participation in either proposal development or implementation, account for variation in some instances.

TABLE 4.1 *

SUMMARY OF PROJECT OUTCOMES

Outcome Category	Percent Reporting Each Type of Outcome			
	All Grants (N=60)	Rehab (N=36)	Innovation (N=24)	Sign. 1/
<u>Facility Related:</u>				
Return to full use and scheduling	63%	92%	21%	S
Expansion of facility or site	35	47	17	S
More efficient use of space	58	78	32	S
Reduction of maintenance costs	42	43	27	-
<u>Program Related:</u>				
Programming increases	73	92	50	S
New program underway or planned	63	57	75	-
<u>User Benefits:</u>				
Increased number of users	80	91	70	-
New user category	58	66	52	-
Change in user mix	40	43	39	-
<u>Community Relations:</u>				
People feel better about site/environment	77	89	58	S
Improved relations: pride and participation	32	19	50	S
Better match between facility and users	45	53	35	-
Vandalism reduced	52	66	38	-
Criminal activity reduced	30	37	24	-
<u>Resources Leveraged:</u>				
Addition of state funds	30	39	17	-
Donated labor or materials	37	19	62	S
Resources to continue project post-UPARR	47	42	54	-
Additional local resources	43	33	58	-
<u>Agency Benefits:</u>				
Staff Training	45	33	63	S
Awareness of a particular group's needs	48	47	50	-
Improved relations with the planning agency	25	32	18	-
Organizational change	5	17	63	-
Agency burdens (mixed)	20	-	-	-
<u>Demonstration Value:</u>				
Inquiries from others	35	17	63	S
Literature for dissemination	15	0	38	S
Publications	12	3	25	S
Won an award	10	3	21	-
2/Other: role transfer, decline in health hazards, improved safety, historic preservation, job training, employment, tool library established, addressed energy conservation issues, improved health of senior volunteers, increased exposure for parks, helped redefine role of department.	25	-	-	-

1. Chi-square test of significance of the difference between Rehabilitation and Innovation grants at .05 level with one degree of freedom. "S" indicates significance.

2. None of the outcomes was cited by more than 5 percent of the respondents.

*Blackstone Evaluation, Table 7.2.

1. Facility Outcomes

The first category includes outcomes which measure the extent to which the projects had a positive impact on recreational facilities. The impact might have been to restore a deteriorated structure to full use, increase its size, permit more efficient use of space or to reduce maintenance expenses.

Return to Full Use

Inasmuch as UPARR's major emphasis was given to rehabilitation of existing facilities, an outcome of great practical significance is that 63 percent of the grants resulted in the return of a facility to full use and scheduling. This includes facilities which had been closed altogether and those in which activities had been curtailed because equipment was unusable or because facilities were regarded as unsafe and hazardous. The UPARR grant enabled these facilities to be returned to former use capacity and a normal schedule of recreation activity. Fifty-five percent of the facilities returned to full use were recreation centers and 37 percent were sports field and play areas. Less than five percent of grantees reported the rehabilitation work had actually reduced the use of the facility or site.

As shown in the far right columns of Table 4.1, 92 percent of the Rehabilitation projects reported this return to full use outcome; in contrast, only 21 percent reported that Innovation grants had this effect.

Columbus, Ohio - Rehabilitation Grant

In Columbus, Ohio, four heavily used (300 to 400 people per day, excluding in-school programming) indoor recreation centers underwent major overhaul and have been returned to full use and scheduling. Prior to renovation, the centers were suffering the effects of heavy use and old age (one was 56 years old). Two roofs leaked to the extent of curtailing gym use, and three centers needed basic plumbing and heating system replacement. General repairs, repainting, remodeling, and accessibility were also needed. The result of the Rehabilitation grant is that all four centers have been upgraded. Uninterrupted use is a major benefit to participants; roof leaks, lack of heat, and electrical service interruptions no longer suspend center activities. In addition, the repairs were reported to have reduced maintenance and improved energy efficiency. New exterior lighting was also claimed to have improved safety and reduced vandalism at two centers.

Expansion of Facility

Thirty-five percent of the projects were reported to have led to the expansion of a facility or site. In some instances, this outcome was part and parcel of the same effect to return a facility to its former use. These two outcomes are related, therefore, but expansion of a

ballfield or recreation building would presumably lead to improved recreation opportunity on its own, through better quality facilities or through the accommodation of additional use and users.

Expansion of facility or site is associated with grant type: the percentage difference between Rehabilitation (47 percent) and Innovation (17 percent) is statistically significant. Additional data indicate that this outcome's association with other selected variables is similar to that for return to full use. Expansion of site is positively associated with top management support and negatively associated with citizen participation during project implementation. The outcome is not significantly associated with either citizen participation at the proposal stage or with type of agency grantee.

More Efficient Use of Space

More efficient use of park space was an outcome in 58 percent of the cases. Usually this meant redesign of park facilities and the relocation of various activity areas. Making more efficient use of existing park space may accommodate both more users and a greater variety of uses. Redesigns were often instituted in response to user dissatisfaction with the incompatibility of adjacent uses (for example, a tot lot right next to an outdoor basketball court) or with insufficient space for the activity. From another perspective, efficient use of existing space was seen as relieving pressure for acquisition of expensive and hard-to-find additional urban park land. More efficient use of space is more likely to have been an outcome associated with Rehabilitation projects (78 percent) than with Innovation grants (32 percent).

Berkeley, California - Rehabilitation Grant

Grove Park in Berkeley, California has been totally rehabilitated. The park now offers top flight facilities for outdoor basketball, tennis and softball. The entire site has been graded to eliminate what had been a major drainage problem. The new design of the park maximizes the use of space and segregates incompatible activities and user groups. Expansion of the site through purchase of two adjacent private lots has created more suitable space for the tot lot and accommodated a picnic area and expansion of the ball diamond to regulation dimensions. The lighting equipment is expected to mean more extensive use of the park as well as increasing security during evening hours. As reported by local residents, improvements in the parks' overall attractiveness are an asset to the neighborhood.

Reduction of Maintenance Costs

The cost of maintaining extensive park and recreation systems has become a budget burden for many communities. Besides budget concerns in general, maintenance was the single most frequently identified issue facing park and recreation departments. In 42 percent of the cases, UPARR grants

brought about reported reductions in maintenance costs at the designated site or facility. Measures ranged from the simple placement of lexan shields over security lighting (which nearly eliminated the frequent and expensive replacement of bulbs broken by vandals) and "tip proof" trash can holders, to installation of modern electrical, plumbing and heating systems.

2. Programming Increases and New Programs

Program-related outcomes make up the second category. In many instances, these outcomes follow on the heels of facility renovations. Upgrading and redesign not only enabled general non-programmed activities to return to a former level or even increase, but also presumably stimulated new and additional programmed recreation. Some redesigns and expansion of park areas were directly linked to the expansion of existing programs; more of the same activity could be scheduled to engage more participants. Other rehabilitations provided new or reusable meeting and game rooms.

Programming increases occurred in varying degrees, some modest and some more dramatic, but were reported by 73 percent of the grantees. For 63 percent, new programs had already been launched or were in the works for the forthcoming summer season. We included the latter cases since they were indeed apparently planned and scheduled; they represented outcomes in one respect even though the real activity had yet to take place.

A cross check of new programs reveals that they are disproportionately (75 percent) outcomes of Innovation grant projects, although the difference between Innovation and Rehabilitation grants is not statistically significant. Simple programming increases, on the other hand, are strongly associated with Rehabilitation grants (92 percent). Neither of these outcomes is statistically associated with type of grantee or with levels of citizen participation. There is some evidence, however, that new programs are characteristic of projects with higher levels of citizen participation in project planning and implementation.

Examples of new program outcomes are cited below. Illustrations of general programming increases follow the next category since they illustrate user benefit outcomes as well.

Illustrations of Programming Increases

New programs have been a consequence of a wide variety of grants. In Indianapolis, Indiana, extensive rehabilitation of the Municipal Gardens Community Center (linked to the city's White River Recreation Corridor Redevelopment Project) has included a site expansion component. This has made possible a new boating program for the general public. Water and boating safety programs are expected to be included and conducted by civic organizations.

3. Single Most Important Outcomes

In addition to listing outcomes believed to be consequences of the project or program supported by the UPARR grant, the Blackstone Evaluation respondents

were asked to identify the single most important outcome of the grant.

In most instances, one of the formerly listed outcomes was reiterated as being the most important of all. But a significant number of respondents, upon reflection, identified a broader, often more abstract effect that overshadowed specific outcomes of the project. Many of the outcomes were similar to one another and categories easily emerged from all those mentioned. A number of other items were unrelated and are listed separately. Table 4.2 presents a profile of the responses for most important outcome.

TABLE 4.2

MOST IMPORTANT PROJECT OUTCOME
(in percent)

<u>Outcome</u>	<u>All Projects</u>	<u>Rehabilitation</u>	<u>Innovation</u>
Upgraded facilities	46	66	14
Increased use of facility	9	9	10
Increased availability of services	23	11	43
Increased pride of citizens	5	6	4
Other: reduced operating costs, increased safety, community integration, better management, revitalized neighborhoods, civic participation, health education, volunteerism.	<u>16</u> 100%	<u>8</u> 100%	<u>28</u> 100%

Nearly half of the respondents (46 percent) felt that the most important outcome was an immediate and direct one: a facility was upgraded or renovated and could now accommodate full use. Two other types of responses reflect the same direct outcome. Nine percent phrased the most important outcome in terms of increased use of the facility. There were new user categories for some and an increased number of users for others.

Twenty-three percent saw the greater availability of programming and services to the community as the most important outcome. This category includes informational services, greater access to programs, and the like. All three of these outcomes, improved facilities, increased use, and more availability of services, are tied to the very nature of the projects.

There is a significant difference in the most important outcomes identified by Rehabilitation and Innovation grantees. As the percentages in Table 4.2 show, the most important outcome for Rehabilitation projects was upgraded facilities; for Innovation projects, increased availability of services was most frequently cited. Innovation grantees were also more likely to identify as the most important project outcome, something unique, that was distinct from the manifest objectives of the grant proposal.

B. User Benefits

User benefits constitute the most important direct outcome in the sense that without it other consequences lose their meaning. Ultimate benefits to the recreation public should result from all of the facility and program-related effects that we have discussed. Respondents reported on three immediate kinds of user outcomes--increased number of users, new user categories, and changes in the mix of users at the facility.

Kansas City, Missouri - Rehabilitation Grant

A Round 1, FY 1980 UPARR Rehabilitation grant of \$457,380 to Kansas City, Missouri is a good example of what the program was designed to accomplish. This grant involved the rehabilitation of recreation facilities in 13 different parks representing 7 individual and separate neighborhoods in Kansas City. The work included the rehabilitation of a wide range of existing recreation facilities such as playgrounds, picnic areas, restrooms, walks, roads, swimming pools and recreation center buildings. Some of the improvements involved making park facilities and recreation centers more accessible to the handicapped.

The need for the rehabilitation work in this project was expressed in the city's Recovery Action Plan as well as in "area plans" prepared with the active participation of neighborhood citizen planning groups and then officially adopted by the city council. The project fits the UPARR program's competitive criteria well. For example, the minority population of the seven neighborhoods represents 62.5 percent of the total population in those neighborhoods, and over 96 percent of the neighborhood areas served have residents with incomes below the city-wide average.

There was considerable involvement of local groups and organizations. Groups collaborating with the Park and Recreation Department on one or more of the parks in the project include: The Delano School for Handicapped Children; SAC-20, a block activist group stressing community involvement; the Guadalupe Center, a non-profit organization; the Mid-America Regional Council; the State Conservation Commission; the Kansas City School District; and local softball associations.

1. Increased Number of Users

Of all the outcomes examined, the most often reported was the increase in the number of recreation users following completion of the UPARR project. Eighty percent of grantees reported such an outcome. In this respect, these UPARR projects met one of the prime objectives of the program, since the restoration and expansion of recreation opportunities has led to observable increases in participation as estimated by agency personnel.

2. New Users

A new segment of the population participating as users was reported in 58 percent of the cases. In contrast to the indication of increased use,

this outcome refers to people who are not former users or returnees coming back to a renovated facility, but rather to those representing a category of "first-time" users attracted to this particular recreation opportunity. In large measure, this outcome reflects a deliberate effort by recreation leaders to broaden opportunities for those not in the middle "youth" category. The recreation needs of adults, particularly senior citizens, and other special categories such as the handicapped and pre-schoolers are receiving more attention. At the same time, major changes at a site or facility alter established patterns of use in unintended ways. About five percent of the respondents indicated that displacement of former users was associated with their UPARR project.

3. Change in User Mix

A by-product of many projects has been a reported change in the mix of users at a site or facility. That is, the rehabilitation or new programming has had the indirect consequence of altering the usual composition of users.

Forty percent of the Blackstone Evaluation respondents said that they had observed a change in the user mix for the UPARR grant in question. In some cases, the new mix meant more integrated use of a site by various age categories. Needs of the old, the very young, and the in-between may all have been accommodated. A case in point is the renovation of a park which was designed to incorporate newer definitions of leisure and recreation programming. As expected, less emphasis on traditional, organized youth sports brought other users into the park.

Other social variables reflected in the change in user mix were ethnicity, sex, and neighborhood populations. Societal redefinitions of male and female roles and the issue of equal opportunity have left their mark on recreation as well as on other social institutions. Recreation facilities and programming have been reoriented to more equally include females, and some UPARR projects reflect this trend, resulting in a change in the male-female ratio of users.

A few projects appeared to have had a constructive impact on their communities' race relations and existing pattern of residential segregation. This was the case in one city's choice to rehabilitate a swimming pool. Located in a minority neighborhood, the pool site selection reflected the increasing clout of the city's black population. In another case, complete rehabilitation of a neighborhood park produced such first rate facilities that local black residents observed that it was attracting whites from outside the neighborhood who never used to frequent the park. The change was clearly rated as a positive development and a favorable reflection on their community.

Table 4.1 indicates that there are no significant differences between Rehabilitation and Innovation projects for any of three user benefit outcomes. Although more people were benefiting from the recreation opportunities restored through UPARR, it was not always without cost to them. A few grantees (5 percent) reported that a negative outcome of the UPARR project was the introduction of user fees.

Illustrations of User Benefits

The case of the recreation centers in Columbus, Ohio cited under facility outcomes, also illustrates how program and user benefit outcomes derive from rehabilitation. Physical improvements have led to more extensive use of the centers by those traditionally involved in recreation. In addition, use by new groups had increased. Increases in use for private gatherings, wedding receptions, basketball, and general weekend activities were reported by Center Directors. In-school programming held at the centers has increased markedly following the renovations. Enthusiasm and morale has been heightened among staff and users alike.

In Akron, Ohio, rehabilitation at Davenport and Heintz-Hillcrest Parks had attracted more participation and increased programming activity during its first season of 1982. Basic renovation of bleachers, playfields, tennis courts, and tot lots has increased general use and the scheduling of organized league play. The park redesign at Heintz-Hillcrest separated youth and adult activities, encouraging more participation by both. Mothers with young children now have improved facilities. An area is now designated specifically for use by senior citizens. The 'Prime Timers' were strong advocates for this change and for horseshoe and shuffleboard equipment to serve their recreation needs. As part of the neighborhood population, seniors have moved from casual and infrequent users of the park to an identified constituency. The park now has a new user population and a more diversified mix of users is emerging.

Prior to the UPARR grant, the Campbell Street Pool in Daytona Beach, Florida, was a small, overcrowded, deteriorating facility with severe plumbing problems. It was one of only two pools serving a minority neighborhood. The location now boasts a refurbished original pool plus a new olympic size pool. Attendance between 1979 (the old pool) to 1982 (new pool) jumped from 7,000 persons to over 10,500, not including 400 youths participating in a daily morning swim program. This youth program is new, as are evening swim sessions for adults and families. In sum, there are now more pool users, new swim programs, new types of users, and a more representative mix of users overall.

System-wide access renovations in Seattle, Washington, promise to increase participation of the handicapped in the future, but are already bringing about more independent use of Camp Long, the in-town wilderness experience facility. City staff also indicated that the experience with the UPARR project generated a greater awareness of handicapped needs and that this was transferred to other ongoing projects at no cost to the Department.

Recreation center rehabilitations in places such as Columbus, Ohio; St. Petersburg, Florida; and Bellingham, Washington; have attracted new user categories by catering more to adult interests and hobbies. Administrative service increases have also provided necessary support for publicity, scheduling of activities, and hiring of program instructors where needed.

4. Community Relations

A fourth category of project outcomes are labeled 'community relations'. This refers to a project's impact on the relations between the local agency responsible for the grant and the public. Each of the five outcomes in the category is an indicator of how a UPARR project influenced these relations. These outcomes usually begin to emerge during a project's implementation but are most apparent following its actual completion.

People Feel Better about the Site

Besides the direct benefits to recreation users, what consequences did the project have for the neighborhood in which it was located? As Table 4.1. shows, 77 percent of the Blackstone respondents believed that people living near the park or other facility at which the project took place felt better about the site and were more willing to go there now. As could be anticipated, this outcome is significantly associated with Rehabilitation grants.

Improvement in nearby residents' perceptions had important consequences for use of a facility or site. Regardless of how successful a project might be by other criteria, if the people who are expected to use the facility do not feel good about it and want to use it, the project will not have provided them with increased recreational opportunities.

In spite of the high occurrence of people feeling better about facilities, there were also some negative notes. About five percent of our respondents reported having complaints from nearby residents about the projects. An equal number found that users had had higher expectations that remained unsatisfied by the rehabilitation work.

Another illustration of how people responded to site improvements is drawn from Columbus, Ohio. Advisory Council members from four rehabilitated recreation centers noted how gratified people were with the results of the project. Children, adults, and recreation center staffs all reported improved awareness and attitudes toward the renovated centers. The general improvements as well as the outside lighting also made people feel more secure around the centers.

Revere, Massachusetts - Rehabilitation Grant

Oak Island Park is a six acre plot located in a geographically isolated section of Revere. The neighborhood has no public facilities other than the park and its well-known beach. Prior to the rehabilitation, the park was the site of a small school house which had been closed some years earlier, and had become a magnet for vandals. The park itself was a mess.

The Oak Island residents resented the city's decision to place a 266 unit housing project for the elderly in their midst. They did not applaud the city's decision to close down the local school and bus neighborhood children several miles to a new consolidated school. They were skeptical of the city's promise to rehabilitate their park.

Achievements

The old school has been removed, the playing fields have been refurbished and newly equipped, and landscaping has been completed.

Prior to the rehabilitation the park was unused for organized sports. Now there are tennis and basketball clinics and softball and baseball leagues as well as various passive uses.

There apparently has been substantial increase in amount of use, in kinds of use (organized sports evidently were impossible under the deteriorated conditions of the old park) and in types of users (girls now have their own softball league, for example). No users have been displaced.

The project has helped to move recreation up on the city's priority list, as discussed in the Senior Citizen Corps project (Section D., this Chapter).

When the city government promised to replace the old school with a new park the residents expressed considerable skepticism. Their wishes had been ignored before and they expected the same to occur again. The fact that the rehabilitation did take place has encouraged greater trust in the Mayor and the city.

In addition, there is evidence that the new park has given the residents of Oak Island a greater sense of pride, e.g., some of the neighbors are making exterior improvements on their houses.

Better Match Between Facility and Users

Forty-five percent of the respondents reported that their project led to bringing the recreation facilities and programs more into line with the population being served; that is, the facility or program is now more appropriate and better matched to people's needs.

Improved Community Relations

Improved community relations were directly cited as a grant outcome (32 percent). Evidence offered by grantees included observations on the greater community pride of local residents and their increased willingness to participate. This outcome of improved community relations is significantly associated with grant type: it is much more likely to be reported for Innovation projects (50 percent) than for Rehabilitation projects (19 percent).

Vandalism and Criminal Activity Reduced

A reduction in vandalism (reported by 52 percent) and in delinquency and criminal activity (reported by 30 percent) are two other favorable outcomes pertaining to improved site characteristics.

Positive outcomes were reported more frequently by Rehabilitation grantees than by Innovation grantees, although the percentage difference is not significant statistically.

Although vandalism was reduced in over half of the projects, it was by no means eliminated. Some respondents cautiously added the qualifier "so far" to their report of a reduction in vandalism. About five percent believed that there had been actual increases in vandalism at the project site.

Oxnard, California - Innovation Grant

The Oxnard, California, Innovation grant was used to establish a Youth Advisory Council to plan and implement recreational activities at Del Sol Park. The Oxnard Housing Authority served as a pass-through agency sponsor and linked the grant to HUD's Anti-Crime Program. The project stemmed from concerns of the Colonia Village Tenant Association for local youth, neighborhood safety and crime prevention, and the provision of much-needed leisure services. Although currently experiencing a turnover in membership as older youths move on, the Council has already achieved considerable success in changing the image of the park and immediate neighborhood. Local youths have been active participants in improving physical and social conditions of the park. They have assumed responsible roles in raising their own funds, operating recreation activities and organizing recreation field trips, as well as assisting with city-wide events. Their involvement has played a significant role in reducing vandalism and making Del Sol Park a safer and more desirable place for all neighborhood residents.

C. Generating Public/Private Contributions and Other Support

UPARR grantees are encouraged to seek non-Federal commitments and resources to support a grant project. This is to ensure that projects are locally visible and supported. Non-Federal resources make Federal dollars go a bit further; and initiating new sources of local support for recreation objectives helps to generate continuing efforts for revitalizing and maintaining recreation systems after the Federal grant project is completed.

To obtain some measure of what resources were leveraged by the UPARR grant, Blackstone evaluators asked respondents about the following outcomes: addition of State funds, donated labor or materials, additional local resources for recreation, and resources to continue projects post-UPARR.

Addition of State Funds

In 30 percent of the projects, the grantee was able to leverage State funds. This occurred for 39 percent of the Rehabilitation projects and 17 percent of the Innovation projects. Neither city size nor amount of the UPARR grant had any bearing on this outcome.

There had been a strong incentive for jurisdictions to seek State funds, since anything up to a 15 percent State contribution could reduce by an equal amount the 30 percent share required from the applicant. This was intended to lighten the burden on city budgets and to stimulate greater State assumption of responsibility for local recreation projects.

In addition to State funds being leveraged, some grantees report that their States provided additional or other assistance for special programs and projects. On the other side of the coin, some cities tried diligently but without success to leverage State funds. On a national scale, at least 20 of the 50 States provided 'State Incentive' matches for one or more local UPARR projects.

Donated Labor or Materials

Thirty-seven percent of the projects were able to obtain donated labor and/or materials. The value of such contributions ranged from routine and modest support of a few people or businesses, to community-spirited and creative involvement. Such participation was clearly more likely to be an outcome of the Innovation grants (62 percent) than of the Rehabilitation grants (19 percent). There is also some evidence that this outcome is associated with projects characterized by higher levels of citizen participation in both proposal development and implementation.

Bellingham, Washington - Innovation Grant

The Innovation grant to Bellingham, Washington, was for the adaptive reuse of an abandoned sewage treatment plant (adjacent to the central business district) as the administrative center for environmental education and the centerpiece of a larger scale project known as the Bellingham Maritime Heritage Center (BMHC). Site preparation provided clearance of old structures, renovation of one building, city park space with water access, trails, play area, and facilities for salmon rearing as well as associated interpretive programs.

At the outset, the Mayor's Office, serving as grantee, actively sought a State match for the UPARR grant. The city then turned to the use of revenue sharing funds and also sought private funding. Members of the local Iron Workers Union donated weekend labor for both the demolition task and new construction. Several local boating, building, and construction supply firms donated small cash amounts. The Kiwanis Club contributed \$4,000 for the tot lot. The local technical school provided the know-how and manpower for planning and landscaping valued at \$54,000. CETA and the local Youth Conservation Corps Improvement Program also supplied labor.

Additional private resources (not wholly attributed to the UPARR grant phase) included donations from a local bank, 15 large newspaper ads paid for by local businesses and the local paper, and a \$400,000 gift from the Georgia-Pacific Corp. Finally, 'Friends of the BMHC' was founded to serve as an advisory group, as well as to develop a corps of volunteers and financial supporters to continue the project.

The UPARR grant was described as the key ingredient for putting the BMHC on the map. After several years of community discussion and planning, there was finally a visible symbol of the BMHC--a symbol which its supporters believe will serve to bring about continuing community support for completion and operation of the Center and its programs.

Resources to Continue

The Blackstone Evaluation also sought to learn whether the projects had resulted in follow-up resources being budgeted for parks and recreation. As evidence of support for UPARR required commitments, some 47 percent of the respondents indicated that local resources had been allocated to continue a new UPARR project after the grant ran out.

The reported allocation of local resources post-UPARR was closely associated with those projects which had received very strong support from top management. The relationship between such management support and continuing resources was statistically significant.

The remaining 53 percent who did not answer in the affirmative have not necessarily forsaken future support of a project. Blackstone's interview time did not allow detailed probing of responses on the multitude of outcomes reviewed, but a number of respondents commented that allocation of additional funds would not be needed. These were instances in which existing facilities or programs were already supported by current budgets. Other projects have not yet reached the point of considering future commitment. In sum, the reported 47 percent provides stronger evidence for continued commitment to UPARR projects than the figure suggests at face value.

D. Agency Benefits and Program Spin-offs

The process of conceiving and implementating UPARR grant projects often provided local agencies with opportunities to break from normal routines and engage in new activities and relationships. In many respects, the UPARR program had been a major shot-in-the-arm and morale booster for recreation personnel.

An additional 'side benefit' was the new program's ability to generate excitement in local recreation agencies, especially among those closest to its activities. In spite of some trying experiences, local staff were nearly all enthusiastic and eager to talk about their projects. As a result of the program, their ideas and energies had found release in substantial and creative projects.

In addition to observations on these general benefits, four other specific agency-related outcomes were identified by respondents: staff training, awareness of recreation needs, improved relations with planning, and organizational change.

Staff Training

Staff training is one of the benefits which surfaced in 45 percent of the projects. In Seattle, Washington, for example, an estimated 20 percent of the recreation staff received training in and conducted park site accessibility evaluations. However, it is more characteristic of Innovation projects (63 percent) than of Rehabilitation projects (33 percent).

Awareness of a Group's Needs

A double benefit may stem from increased staff awareness of the recreation needs of a particular group (48 percent), such as a neighborhood's elderly or disabled population. Such an outcome may improve an agency's ability to service the particular group's needs. At the same time, success in doing so improves the agency's reputation for responsiveness--a very important item in good community relations. In turn, the user group directly benefits insofar as the improved staff awareness actually gets translated to better service. There is no difference between Rehabilitation and Innovation projects on reports of this awareness outcome.

Awareness of Needs Illustrations

The Revere, Massachusetts' Senior Citizen Park Maintenance Corps project illustrates a situation with multiple beneficiaries. Twenty-five senior citizens, selected by lot and paid by the city, work half-time for 25 weeks during the season to maintain selected city parks. The parks maintained by the senior citizens outshine all others; the community enjoys the results in increased park use; the seniors found productive jobs; and sponsoring agencies and the general public (as a result of extensive publicity) have been sensitized to the heretofore wasted potential of its elderly citizens and its open spaces. The costs originally funded by an Innovation grant have now been fully assumed by the city.

In Akron, Ohio, the planned rehabilitation of a neighborhood park brought forth protests and demands from a local organization of senior citizens--The Prime Timers. A redesign of the park was negotiated to accommodate their recreation needs. Planners are now more aware of elderly needs and how they might be better served.

Greater awareness of community recreation needs and improved services are outcomes in both New York City and Hartford, Connecticut, as a result of Innovation projects. The New York Urban Rangers, an environmental extension corps, have been very well received in three city boroughs where they were assigned. Originated to perform a security role, the Ranger program exposed a previously unsuspected public desire for environmental information and helped to sensitize the Recreation Department to the environmental concerns of citizens. As a result of UPARR, the Ranger program has been expanded and a new Environmental Management Division has been added. The program has gotten the uniformed Rangers out into the neighborhood parks, made parks safer, and gone beyond the original goals to provide people with a new referral service. People now call the Rangers for help--either direct, or for referral sources of information concerning environmental and 'greening' projects.

The Department of Parks and Recreation in Hartford, Connecticut responded to limited resources and a history of community requests by founding a "Recreation Bank" from which recreation equipment could be borrowed. Following the first full year of operation, the Department has a better awareness of community needs (basic items such as chairs and tables for meetings and organizational events are in big demand), and individuals, families, neighborhood groups, and organizations are enjoying a new service.

Improved Relations with the Planning Agency

UPARR guidelines encouraged closer ties between the grantee and other local agencies or divisions, particularly those in planning. An improved relationship with the planning agency/division was reported in 25 percent of the cases. Although seemingly a low percentage, it must be interpreted in the context of each grant applicant and the local division of labor. In many cases, we learned that the planning function was carried out in-house or that the relationship was already good and thus "improved" relations were neither expected nor reported. It was also discovered that grantees reported improved relations with local planners.

Organizational Change

Although project impacts are noteworthy in themselves, they often appear small when interpreted in the context of a large city and the scale of its park and recreation system. Yet, there are four instances where UPARR has had a dramatic effect on a city's organizational set up.

In Dension, Texas; Muncie, Indiana; Pascagoula, Mississippi; and Buffalo, New York; respondents claimed that their UPARR grants brought about a major organizational change resulting in the new formation (major reorganization in one case) of a park and recreation department.

In one respect, these newly formed departments more appropriately represent the cumulative impact of UPARR and its planning requirement rather than a direct project outcome. Nonetheless, respondents seemed to link implementation of a specific project with formation of a new department.

Agency Burdens

According to most grantees, agency benefits far outweighed the burdens associated with the UPARR projects. Yet, 20 percent of the projects were left with consequences that imposed an additional burden on the sponsoring agency. About eight percent reported that the UPARR project had meant extra personnel costs and an equal percent said that it had imposed greater demands on the agency's existing staff.

Spin-off Effects of UPARR

As a final measure of program effect, respondents were asked if there had been any spin-off effects of the UPARR experience in general, that is, effects besides the project outcomes and those associated with the RAP. Such spin-off effects would likely be cumulative in nature, deriving as much, if not more so, from the experience of implementing projects, preparing a RAP, and simply having worked with the UPARR program than from any particular item. We include the findings on spin-offs in this chapter since they have more to do with the future and may affect decisions on plans and commitments. Table 4.3 displays the variety of spin-offs and their percent of frequency.

TABLE 4.3

SPIN-OFF EFFECTS OF THE UPARR EXPERIENCE

<u>Type of Effect</u>	<u>Percent</u>
Improved communication and coordination	65%
New help in recreation	43%
Improved staff morale	40%
Improvements transferred to other projects	40%
New program plans	32%
Improved maintenance capability	27%
More rehabilitation resources	27%
Other: e.g., a lot more community participation, creation of new rehabilitation program, identified need for professionalism, working with more minorities, good data base for mid-management	32%
Negative Effect: a distraction; reinforced negative view of government regulations	5%

These findings suggest that UPARR has generated some important spin-offs. They are not dramatic by themselves. However, given the history of UPARR implementation as reviewed in Chapter I, the spin-offs reported by Blackstone's interviewees and observed during site visits were quite significant, and have continually been reported through 1983.

ACHIEVEMENTS, IMPACTS AND IMPLICATIONS OF INNOVATION GRANTS

A. Purpose and Focus of Innovation Grants

As a result of preparing a Recovery Action Program (RAP), most participating jurisdictions have become aware that many of their major problems stem from uncertainty about future operating costs and revenues. In RAP Assessments, cities have identified management and programming problems, solutions to which would not be eligible for a UPARR Rehabilitation grant. However, Innovation grants can be used to implement techniques, services or other actions to solve some of the operational problems identified. The overall goal of Innovation grants is to maintain or improve the level of recreation services, either through direct provision of new opportunities, or through savings which can be used to create new opportunities.

Innovation projects are designed to enhance the overall recovery effort through the reclamation and conversion of existing space, land, and facilities; or imaginative coordination, management, citizen involvement, and programming techniques. Proposals must also be designed to provide recreation services for residents within the applicant's service area.

Innovation grant criteria were included in the enabling legislation to provide flexibility in funding projects that offered new opportunities, new programs and new services to people at the neighborhood level. Funds are awarded to test new ideas, concepts, and approaches to improve facility design, operations, or programming in the delivery of recreation services. Innovation grants are also intended to be models for further action in the larger community as well as in individual neighborhoods. They frequently contribute to a systems approach to recreation by linking recreation services with other urban systems (e.g. housing, education) in a partnership approach to common problems.

The successful competitive Innovation proposals have gone beyond a single concept of physical reuse or involvement of citizens, to address all grant selection criteria as they relate to the actual provision of close-to-home neighborhood recreation opportunities. Each Innovation proposal has identified and addressed the special circumstances surrounding the new project, as well as the elements and approaches which make the project unique for the community.

What has made an Innovation proposal successful is not just the idea, concept or approach, but what value that concept has in relation to a particular recreation system. Each project must have demonstration value for providing services to that particular community, as well as have use potential for other communities with similar problems.

Part of the uniqueness of a good Innovation proposal is evidence of the interplay of institutional and other forces at the local level, and how those forces have been harnessed to address a key problem in the recreation system. It is this combination of institutional elements and the resulting recreation services which has made the Innovation proposals work. The objectives of Innovation grants have not simply been to readapt buildings, or to utilize computers, but rather to use those buildings or technologies to provide recreation opportunities, and improve local capacities to maintain those opportunities.

Innovation grants are distinguished by their focus on unique and previously untested strategies for improving recreation systems, design and management, and for encouraging partnerships with local agencies. In contrast, Rehabilitation grants are aimed at renovating and expanding existing facilities, and Recovery Action Program grants are designed primarily to assist communities in making a commitment to continuous planning and implementation processes to achieve recreation system improvements.

Many Innovation projects funded have incorporated unique concepts for improving recreation services.*

- . Program Management, Maintenance Management, Community Involvement, Coordination, Partnerships, Management Data Systems, Role Transfer; e.g. Los Angeles Co., CA; New Haven, CT; Revere, MA; Somerville, MA; El Paso, TX; Baltimore, MD; Brockton, MA; Charleston, WV; Perth Amboy, NJ.
- . Revenue Generation and Private Sector Involvement; e.g. Baltimore, MD; Lompoc, CA; Portland, OR.
- . Unique Program Development; e.g. Washington, DC; San Francisco, CA; Wilmington, NC
- . Access, Communication, Education and Public Awareness; e.g. Bernalillo Co., NM; Miami, FL; New York, NY.
- . Adaptation or Reuse of Facilities; e.g. Bernalillo Co., NM; Elizabeth, NJ; St. Paul, MN; San Francisco, CA.

FY 79, 80, 81 and 82 Grant Rounds

UPARR grants for Rehabilitation and Innovation proposals are awarded during specific, pre-announced competitive grant rounds each year. Grants for the 50% matched Recovery Action Program plans have been awarded to communities at various times each year as they are approved in NPS Regional Offices.

1. FY 79 Grant Round

A \$20 million supplemental appropriation for FY 79 allowed the first grant round of the program to take place in September, 1979. Grant offers on 44 Rehabilitation and Innovation proposals totalling \$17.1 million were announced on October 4, 1979. Innovation grants under this FY 79 appropriation were awarded to six (6) communities, totalling \$763,775.

2. FY 80 - Round One

On December 21, 1979, another \$35.6 million in UPARR grants was awarded to 117 cities and counties. This was the first grant round for 1980, in which 21 Innovation grants were awarded totalling \$4,519,063.

* See Appendix B., Table II - Innovation Grants by Most Exemplary Demonstration Technique

3. FY 80 - Round Two

On July 17, 1980, the second grant round for FY 80 included 23 Innovation grants awarded totalling \$6,679,166. One grant offer for \$28,000 was subsequently not accepted by the community.

4. FY 81 Grant Round

On December 30, 1980, Innovation grants during this fourth round totalling \$1,825,882 were made to 20 communities. However, since the end of fiscal 1981, three (3) Innovation grants were cancelled, totalling \$72,000. This resulted in a revised total of 66 Innovation grants awarded during the first four UPARR grant rounds.

5. FY 82 - Round One and Round Two

On July 30, 1982, the first grant round for FY 82 was announced. Thirty-two (32) Innovation grants were offered totalling \$5,546,840. These were for 'supplemental' grants to existing Innovation grants, as stipulated by Congress for the entire FY 1982 UPARR appropriation.

On December 3, 1982, the second grant round for FY 82 offered 12 'supplemental' Innovation grants for a total of \$1,649,114. The remainder of FY 1982 funds, totalling \$484,046 was distributed to 16 cities to cover cost overruns on previous Innovation Grants.

Under the fiscal year 1982 appropriation, the UPARR Program offered 'supplemental' Innovation grants. Congress stipulated that 1982 funds were to be used 'for supplemental grants to existing innovation grants'. These grants were aimed at the same innovative improvements in ways to provide recreation services. However, because of fiscal and personnel cutbacks at all levels of government, the primary focus of these 'supplemental' Innovation grants was on management techniques. These management techniques include methods to improve efficiency of facility operations, development of alternative funding sources, the use of citizen volunteers to expand public staff capabilities, or coordination of public and private resources at the local level. The 'supplemental' grants are also closely tied to priorities and strategies identified in local Recovery Action Programs, and are logically linked to an earlier Innovation grant.

In the FY 1983 budget, no funds were appropriated for UPARR Innovation grants. Fiscal year 1982 was, therefore, the last year of Innovation grant awards to date.

This chapter discusses the progress and more notable achievements of the Innovation projects that have been completed or are underway in 1983.

With the addition of 44 'supplemental' grant offers in FY 1982, a total of 110 Innovation grants have been initiated, totalling \$20.8 million. The status of each of these grants is summarized in Appendix B., Table I.

Of the 110 Innovation projects, 76 (69%) have been substantially completed in 1983. Seven (7) projects are in the final stages of implementing their programs, and 27 projects are still less than one half completed or under negotiations for construction contracts or program scheduling. Thirty six (36) of the completed 76 projects are now engaged in continued operations and programming beyond Federal funding.

During this fifth year of the program, with the majority of Innovation projects fully underway, a number of notable successes in delivering public recreation services have been achieved. These achievements are discussed below by Innovation grant subject category. Statements and findings regarding achievements of Innovation grants have also been incorporated into this Chapter from the Blackstone Evaluation.

B. Management Impacts

UPARR Innovation grants encourage cities and counties to try new, unique, and more effective means of delivering recreation services. Competitive UPARR grant criteria also included a number of management techniques which should be addressed by Innovation grants. These techniques include the need for cooperative implementation of recreation services by public agencies, possible transfer of roles from public to quasi-public and private agencies, the need for cost-efficient strategies, citizen and private sector participation in planning implementation, and coordination with existing community development programs and activities. UPARR guidelines encourage the use of resource management techniques such as joint use of public and private facilities.

All of these management techniques have various types of impacts on local recreation systems. This year, we are able to discuss these impacts in detail, and provide specific examples of successful recreation management achievements, and how these achievements affected the applicant jurisdictions. Also, according to the Blackstone Evaluation, there were some statistically significant differences in management impacts which showed higher ratings for Innovation grants than for Rehabilitation grants.

"One fourth of our sample reported that citizen participation was at least moderate or even high. In these projects, some citizens expressed interest in or were active throughout their project's history. The data indicate that this is much more likely in Innovation grants. 54 percent of such projects rated citizen participation high or moderate. In contrast, only 19 percent of Rehabilitation projects rated citizen participation high or moderate. In 20 percent of the entire sample, the citizen role was judged to be adequate. However, in 28 percent of all projects, citizen participation was rated as low. The two types of projects varied considerably on this assessment. A low rating was reported in 39 percent of Rehabilitation projects as compared with only 13 percent of the Innovation projects."

"Improved community relations were directly cited as another grant outcome (32 percent). Evidence offered by grantees included observations on the greater community pride of local residents and their increased willingness to participate. This outcome of improved community relations is significantly associated with grant type: it is much more likely to be reported for Innovation projects (50 percent) than for Rehabilitation projects (19 percent)."

* Blackstone Evaluation, Chapters 6 & 7.

The projects discussed below illustrate a few completed Innovation grants which have demonstrated successful techniques for responsive recreation management. These projects involve the use of citizen participation, community involvement, advanced technology, and the realignment of responsibilities to encourage better management and operation of recreation services. The techniques have proven to be cost-effective, and have made good use of local resources to accommodate local needs.

Innovation Grants Illustrating Successful Management Impacts

REVERE, MA

Revere, Massachusetts, established a Senior Citizen Park Maintenance Corps as a cooperative effort between the city of Revere's Office of Planning and Community Development, the Park and Recreation Department and the Revere Council on Elder Affairs. The proposal implemented a new concept in park maintenance, and provided employment opportunities for senior citizens. Twenty-five seniors were chosen by lottery and paid \$6/hour for 20-25 hour work weeks to maintain five parks. (This salary schedule did not adversely affect anyone's Social Security benefits.) In the Fall, 1981, the Revere City Council approved a \$92,000 budget item which would keep the Corps working in 1982. The project will be continued without federal funds and it will be financed using local and private dollars. As part of the grant project, an evaluation study was also prepared for the city which analyzed the health and well-being of the seniors who worked on the parks, and the quality of the work they achieved. A manual on park maintenance techniques for volunteers was also published.

The goals of the Revere project were to employ seniors and to improve park maintenance and beautification at designated sites. The Revere evaluation study found clear evidence that these goals had been attained. The study reported that 91 percent of the senior participants would otherwise not have found part-time jobs apart from the program. The study also found improved overall conditions and better litter control at the park sites. Some important unintended outcomes were also realized. Participating seniors, when compared to control subjects, were found to have a high satisfaction with life, and the outdoor labor sustained good to excellent health. (Blackstone report)

Revere has received two national awards and a State award for their work on this project. In addition to the cost savings generated to the department, vandalism has been reduced dramatically and a new sense of community pride has been instilled in the neighborhoods. Local businesses have supported this program by donating 1,000 gallons of gasoline, uniforms and hand tools worth approximately \$3,000.

REVERE Supplemental Grant

A similar, expanded management technique is now being implemented by Revere under a supplemental Innovation grant offered in July, 1982. The basic idea for this grant involves forming five Neighborhood Parks Coalitions (NPC) composed of leaders from several of the most active neighborhood, private, community groups. As part of the NPC's functions, neighborhood youth will be hired

to work on five work crews. The NPC's would become subcontractors to the city for seasonal maintenance of active and passive parks, playground and recreation facilities in their immediate neighborhoods. An NPC will be designed to: act as volunteer administrative steering group for neighborhood park priorities; provide teens and young adults employment opportunities and vocational training in park maintenance; and initiate maintenance procedures which will be effective. The City will also utilize five members of the Senior Citizen Park Maintenance Corps (SCPMC) to supervise the teens for this project.

The significance of these two projects is large for the Revere parks and recreation department, which has been forced by Proposition 2 1/2 to cutback on virtually every aspect of its operation and maintenance. This unique relationship between a public agency and neighborhood residents has fostered a partnership which has long term benefits for both parties.

LOS ANGELES COUNTY, CA

In Los Angeles County, California, fiscal cutbacks and the fragmented nature of parcels of park land under county maintenance control, led to a maintenance management project to enlist the aid of volunteers and a skilled construction coordinator, to set up a tool library and assistance program, to help fulfill requests for recreation equipment and services in geographically scattered neighborhoods.

The program became fully operational on May 1, 1982, with the hiring of a Park Construction Coordinator, and as of September 30, 1982, the total number of volunteer hours on park construction projects totalled 8,487. Volunteers are now donating over 1,000 hours of work per month, using central locations for assembly jobs, and an equipment van to reach the scattered park sites.

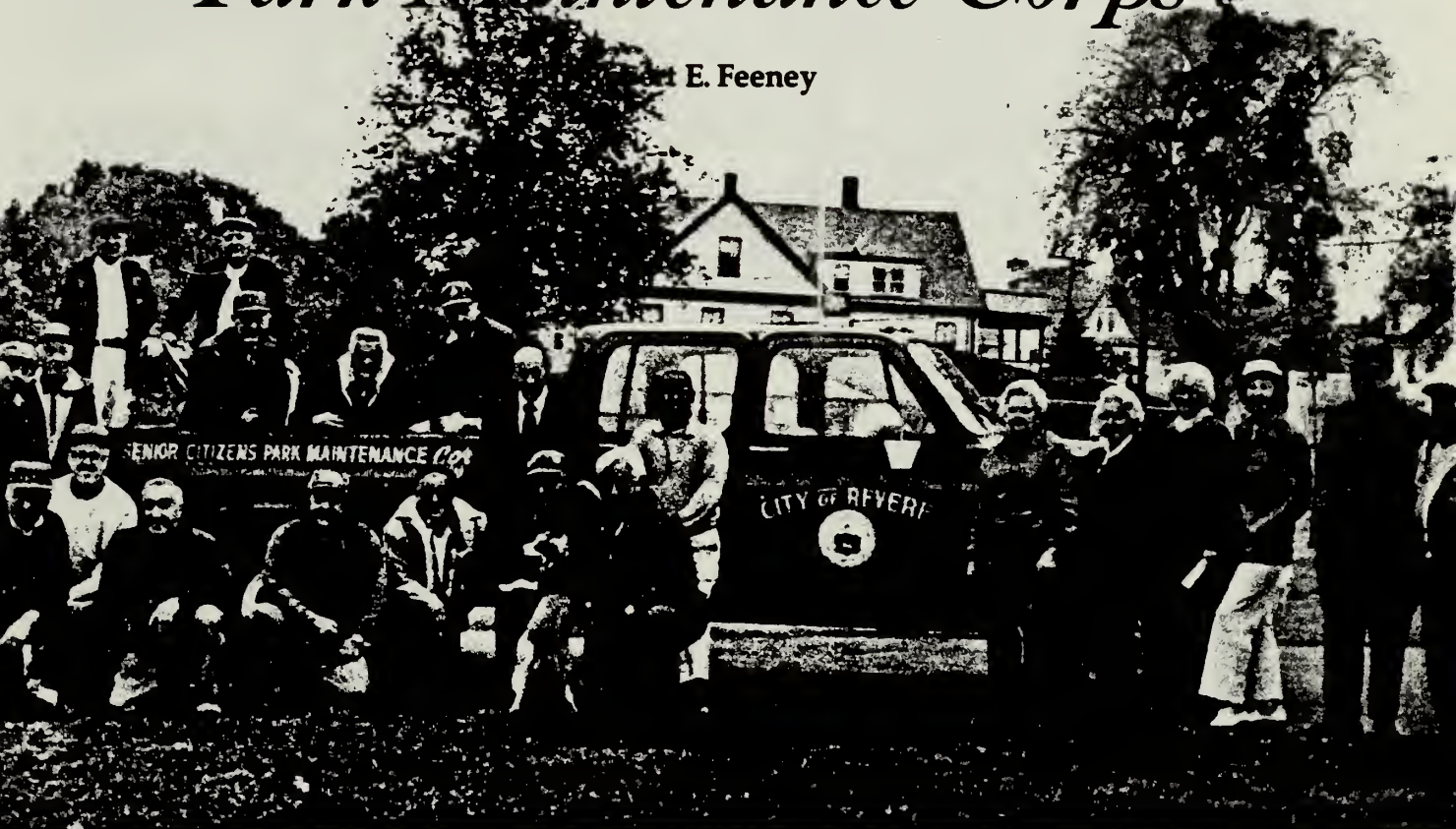
The organization of the Volunteer Park Construction Program has allowed neighborhood groups and volunteers full involvement in various phases of construction, planning, contracting, obtaining materials and supplies, and in some cases, raising funds. Donations for projects have been received in the form of funds or supplies from 81 recorded sources. Some of these include Wells Fargo, IBM, United Bank, Coca-Cola, RC Cola, Burger King, McDonalds, and local Chambers of Commerce.

A tremendous cost-benefit ratio is being realized by the implementation of this innovative program. Community involvement has increased, and recreational facilities have been created and restored. As of September, 1982, the Park Project Coordinator's rate of return of volunteer labor for his coordination time has been 10 to 1. For example, the total cost of one project, if performed by the County and/or through private contracts would have been \$68,970. The actual cost, through this innovative approach was only \$18,825. The park was constructed at 73% less cost to the county.

As the result of a supplemental grant offered to Los Angeles County in July, 1982, an expanded program is to combine the skill of retired craftsmen with the enthusiasm of community volunteers, to work on recreation improvement projects and programs previously too inaccessible for the county to complete in a cost-effective manner.

Revere's Senior Citizen Park Maintenance Corps

by E. Feeney



IS IT POSSIBLE FOR A BAND of retired senior citizens to maintain a small urban park system properly? If you live in the City of Revere, MA the answer is, "Yes!"

Eight of this city's 14 largest parks were not just maintained; they were cared for with pride and enthusiasm so refreshing and energetic that being a part of this national demonstration project became a memorable experience. Within a few short weeks after beginning to spruce up the city's parks the Senior Citizen Park Maintenance Corps (SCPMC) had become synonymous with pride and dedication.

The 1981 SCPMC allowed 25 Revere senior citizens to work as part-time landscapers and maintenance personnel on the city's outdoor recreational areas. These 21 men and four women worked a total of four hours per week-day for 25 weeks. Work started on April 27, 1981, and finished on October 16, 1981. Participants were paid \$6 per hour.

The idea of hiring Revere senior citizens to care for the city's parks originated with Revere's Mayor, George V. Colella. In the summer of 1980 while searching for a way to enhance the maintenance of Revere's parks and playgrounds, Mayor Colella recalled the efforts of an elderly gentleman who had volunteered his caretaking services to the Revere Little League Field. This field was always in the finest playing condition, a reflection of the skill and pride of this man's work. He believed that when something had to be done it should be done well. This philosophy motivates many of Revere's senior citizens and is the basic principle of SCPMC.

The City of Revere, population 42,256, is an oceanfront community bordering on Boston to the south. Its 5.95 square miles (15.45 square kilometers) include varied topography. Because of Revere's three-mile (4.8 kilometers) stretch of natural crescent-shaped beach, the location was, at one time, a prominent recreation spot for hundreds of thousands of vacationers each season.

From the turn of the century until the early 1970s Revere Beach (formerly Crescent Beach) was synonymous with recreation and entertainment. Amusement rides, hotels, bandstands, dance halls, and restaurants equal to those in any recreation area on the East coast bordered the beach. The relatively short summer season in the Northeast, however, contributed to the decline of many of these areas due to financial difficulties.

During the 1960s and early 1970s Revere Beach experienced a period of general decay and deterioration. The amusements, which had lured thousands of fun-seeking vacationers, began to attract many undesirables. Today the beach attracts thousands of people in the region on summer days, but the stretch of amusements has been torn down and a highly attractive 1.5-mile (2.4 kilometers) linear passive park borders the beach.

Revere has more to offer than its beach. The park system contains over 20 parks and playgrounds. The problem for an urban city like Revere is maintaining these areas properly to provide adequate conditions in all parks at all times. The parks and recreation department with limited resources and manpower in recent years had not been able to provide full maintenance of these areas. As a result, some of the open spaces had become run down and were no longer conducive to general use. Establishment of the Senior Citizens Park Maintenance Corps was viewed as a potential stimulus to bring about a new era and new approach to park maintenance.

To organize and plan the SCPMC project, Mayor Colella consulted with the directors of the departments of parks and recreation, elderly affairs, and planning and community development. These three departments were to work collectively in researching the means to implement this pilot program.

The department of planning and community development became the lead agency for project planning. City funds were limited for parks and recreation, as is usually the case in many communities; therefore, the department took the lead in searching for outside funding.

The City of Revere is an eligible city under the U.S. Department of Interior's Urban Parks and Recreation Recovery Program (UPARR). The organization of a senior citizens work force to maintain certain parks seemed to conform perfectly to UPARR's innovative grant program criteria. Planning and community development staff developed its application and submitted it to the U.S. Department of the Interior's Heritage Conservation and Recreation Service (HCRS) Northeast Regional Office in Philadelphia. (HCRS was phased out several years ago.) The project was eventually approved and funded.

A special thanks is in order for Congressman Ed Markey, Revere's Representative in the 7th (MA) Congressional District, for his keen interest and diligent work during the project's planning and funding stages. Without Congressman Markey's assistance in explaining the innovative aspects of this project to UPARR officials and his confidence in Revere to make this national dem-

onstration project work, it may never have received funding needed to achieve success.

The UPARR innovative grant was a matching grant (70 percent federal and 30 percent local). The terms allowed for SCPMC participants' salaries, landscaping equipment, and funds for a private consultant firm to evaluate feasibility and benefits for park maintenance and the senior citizen participants' and individual health and welfare.

The innovative SCPMC provides a dual purpose. First, the corps increases employment opportunities for Revere's elderly population. Second, it provides the city's parks and playgrounds with a refreshing type of cost-effective maintenance by involving senior workers who take great pride in their job.

In keeping with the unique aspect of the program and because of the large amount of interest generated by the public relations effort, the City determined that the participants would be chosen by lottery. Employment applications were placed throughout the community's senior centers and businesses. Three requirements were necessary to qualify for the lottery: (1) Applicants had to be Revere residents; (2) they had to be at least 60 years of age; and (3) they had to be in good health and be able to perform general outdoor landscaping tasks.

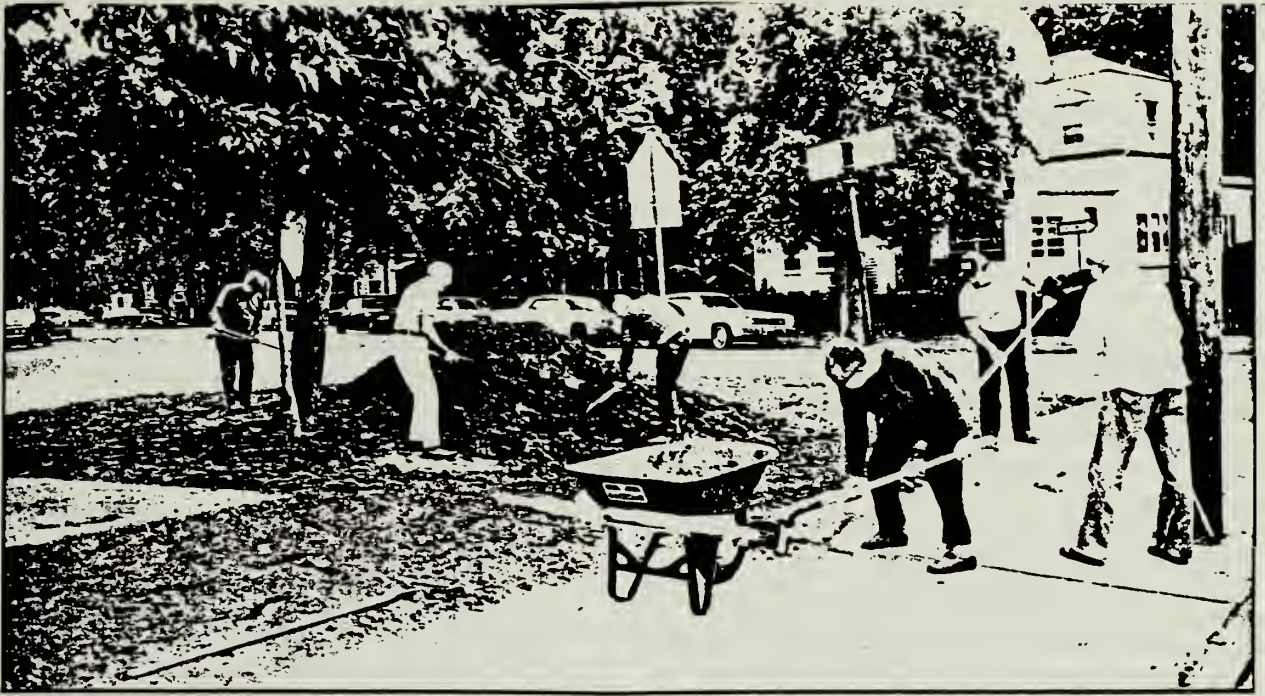
Press releases in the three local newspapers and the *Senior Citizen Newsletter* informed the seniors of the program and where to obtain applications. The applicants were required to return the applications in person to the elderly affairs office or the department of planning and community development and prove residence and age. Those applying were required only to state health status but were informed that if selected they would be required to undergo a city-sponsored physical examination.

Nearly 150 eligible applications were received during the four-week applications period. The forms were screened for the minimum requirements and placed into the lottery drum by members of the council on elderly affairs.

On March 12, 1981, the City of Revere sponsored the first SCPMC lottery. Held in the City Council chambers, the drawing was attended by 250 interested senior citizens, other community residents, city officials, and reporters. Robert McIntosh, northeast regional director from the U.S. Department of the Interior, drew the names and handed them one at a time to Mayor Colella and Congressman Ed Markey, who then read them aloud. Every name read was followed by applause and roars of approval from the audience.

The first 25 men and women selected formed the 1981 Senior Citizen Park Maintenance Corps. Ten alternatives were also selected. Before the actual work date arrived two members did withdraw, and the first two alternates replaced them. This was the only time that the alternate list was needed.

A City of Revere Community Health Education Center physician performed the physical examinations. The examination centered on blood pressure, weight, respiratory system, heart rate, internal problems, and overall



stamina. Except for a few cases of unmedicated high blood pressure there were few problems. All of the participants passed the examination. Those with elevated blood pressure were examined by their own physicians, received medication, and were allowed to continue in the program. A healthy force of 21 men and four women was ready to begin.

The actual park maintenance work began on April 27, 1981. Eight city parks were chosen as representative of each neighborhood. Program and non-program park maintenance comparisons were possible therefore during the project.

Most of the SCPMC participants had never met before this project. The corps was intended to produce cleaner and safer parks and foster a team-like atmosphere and compatible work relationships.

For the first three weeks of the program the participants became acquainted and familiarized themselves with landscape equipment and techniques. They cleaned four parks completely during these initial weeks and established sound working relationships. The test period was planned for observing which workers would be best suited to be teamed together later when the group would be split into teams for each park.

SCPMC participants did not go unsupervised. The city's landscaper/gardener Joe Cardarelli volunteered to serve as the SCPMC working foreman. Cardarelli is a dedicated man who gives 100 percent in all of his duties, and was thrilled with the prospect of working with corps members.

The program was supplied with a new long-bodied pick-up truck, properly identified "Senior Citizen Park Maintenance Corps," with the official city seal, for transporting equipment and crews to and from work sites.

The seniors' first large undertaking was to clean and relandscape Rumney Marsh Burial Ground. Listed on the National Register of Historic Places, this cemetery dates

back to 1693 and serves as the focal point of Revere's annual Memorial Day parade. It was in this passive park that the work of the SCPMC first became noticeable to the public.

Their task had been to restore the area and ready it for the parade and festivities. The land was cleared of litter and debris, trees were trimmed and flowers planted, and walkways were swept and repaired with great enthusiasm and pride. The cemetery suddenly had a fantastic new image. City officials, residents, and the press on hand that Memorial Day morning were astounded, for Ye Olde Rumney Marsh Cemetery had never looked so impressive.

When people began to learn that the SCPMC was responsible for the landscaping, the program began to soar. Donations increased from a trickle to a steady flow. The response from the private business sector with additional funding for equipment and expendable materials was extremely gratifying. The program was definitely providing the participants with a good part-time job in the out-of-doors and the city with an innovative approach to keeping public lands clean and attractive. Financial assistance, from an interested private sector was, without question, an important element in funding the effort as a whole.

After working together the first few weeks, SCPMC members were split into nine teams, consisting of from two to five persons, stationed in each of the eight program parks. Each of these areas was visited at least twice a week by the supervisor and his crew of five senior citizens. This crew assisted with the larger park maintenance jobs. They worked in the eight program parks and also cleaned and landscaped many of the city's memorials.

The memorials, small triangular patches of grass ranging in size from 3,000 to 10,000 square feet (279-930 square meters), are formed by intersecting streets in many areas of the city. At times the SCPMC would work

in conjunction with the department of public works, which would also assist the corps by repairing broken equipment and donating equipment (such as an equipment trailer and equipment garage) to the park clean-up cause. This mutually beneficial interagency relationship between the two maintenance groups and the parks and recreation department was continued during the 1982 season; the highly successful program was refunded through city appropriations.

The park-stationed senior participants did a commendable job in the eyes of neighborhood residents and park users. The attendance rate was high, and the workers looked forward to being outdoors each day and relished doing meaningful work for the community. Daily tasks usually consisted of litter pick-up, weeding, planting, mowing the grass, and other general maintenance work.

Workers developed their own system in many areas of maintenance and planting. They performed their work in their own way, the way they thought it should be done for the benefit of "their" park. This pride and personal identification with a specific site may be secrets to the ultimate success of this program.

As the project progressed, Revere's citizens became well aware of the excellent job being performed. The parks never looked better. The following letter published in the *Revere Journal* (July 8, 1981) exemplifies local public opinion of the SCPMC.

A word of praise for the senior citizens who are maintaining our parks. Their hard work has not gone unnoticed nor unappreciated. It gives one a good feeling to observe these folks going about their jobs each morning. These people are products of the Old School, where people take pride in what they do.

The parks look wonderful. The Senior Citizens are a credit to their community.

Keep up the good work.

SCPMMC benefits accrued not only to park users and the city, but also, of course, to the participants, who were the first to admit that they benefited the most from this unique program. Every one of these 25 men and women repeatedly noted how the program had done wonders for them. People who were overweight lost weight. Those that were on the thin side gained a little weight and strength. Muscles unused for years were toned, especially stomach muscles from the stooping, bending, and walking. More than one SCPMMC participant has said that, "This program is keeping me young and alive." If it works for these men and women it can work for any senior citizen who commands the same sense of pride and energy and wants to "do something constructive."

As a national demonstration project, SCPMMC sparked a great deal of interest in many cities and towns across the country. Grant funds had been set aside for an outside study to evaluate the success or failure and the potential for replacing the concept in other communities.

Two men from Harvard Medical School's division on aging were selected from among those submitting proposals to perform a controlled evaluation of this pilot program. They conducted personal interviews using

structured questionnaires to assess life satisfaction, perceived health status, employment, and level of physical and social activities of the elderly workers. Additionally, seven program parks and five non-program parks were observed during the six-month project in order to compare and track their maintenance.

The study, released in January 1982, documented seven major findings. The findings of Steve Soumerai, M.S.P.H. and Jerry Avorn, M.D. are summarized here. They identified four aspects related to the impact of the program on participants:

1. SCPMC significantly increased the overall life satisfaction of participants.

2. The impact of SCPMC on the perceived health of participants was favorable and highly significant.

3. An estimated 91 percent of SCPMA participants would not have found part-time jobs during the six-month period had the program never been initiated.

4. The overall satisfaction of participants with the program was high.

As to the impact of park beautification, the investigators found that:

1. SCPMC workers significantly improved the overall condition of the program parks when compared to the condition of the non-program parks.

2. The most substantial measured effects of SCPMC were in broken glass and litter control.

3. There is some evidence that the presence of the elderly workers reduced the incidence of major acts of vandalism and destruction.

Soumerai and Avorn's findings "provide continuing evidence that this program caused meaningful and positive changes in the life satisfaction, health and economic status of its participants. Furthermore, the quality of work and park maintenance were considered to be at a higher level than that experienced with other seasonal park employees." The evaluation study establishes for other municipalities that this type of project can work. There is no need to prove the worth of SCPMC to its members, city officials, and city residents.

By the program's end, 25 senior citizens had made staunch believers of the skeptics and had more than adequately demonstrated their ability to maintain parks and perform any reasonable type of task.

Several ingredients prompted the success of SCPMC in Revere. One, the program received unqualified support from city residents and officials; two, SCPMC was supervised by a dedicated, knowledgeable man who gives 100 percent effort to all his work; and three, the senior participants performed their work with dedication, enthusiasm, and pride.

To these people this was not just a way to supplement their incomes. They cared about a job well done. Many of the workers discussed with park users and park abutters the vandalism and litter problems of the parks. (These discussions worked especially well with teenagers who seemed to respect the elders' efforts.) The Senior Citizen Park Maintenance Corps has made the program a justifiable and worthwhile venture and a creative new approach to park maintenance. □

WEBSTER, MA

This project renovated a former school playground into a recreation area for an adjacent senior citizen and health center, with emphasis on facilities to serve the elderly. Part of the park contains a special vegetable and flower garden, with raised beds to allow the handicapped and elderly to tend the garden without bending. The food grown is preserved for use in a meals-for-the-elderly program.

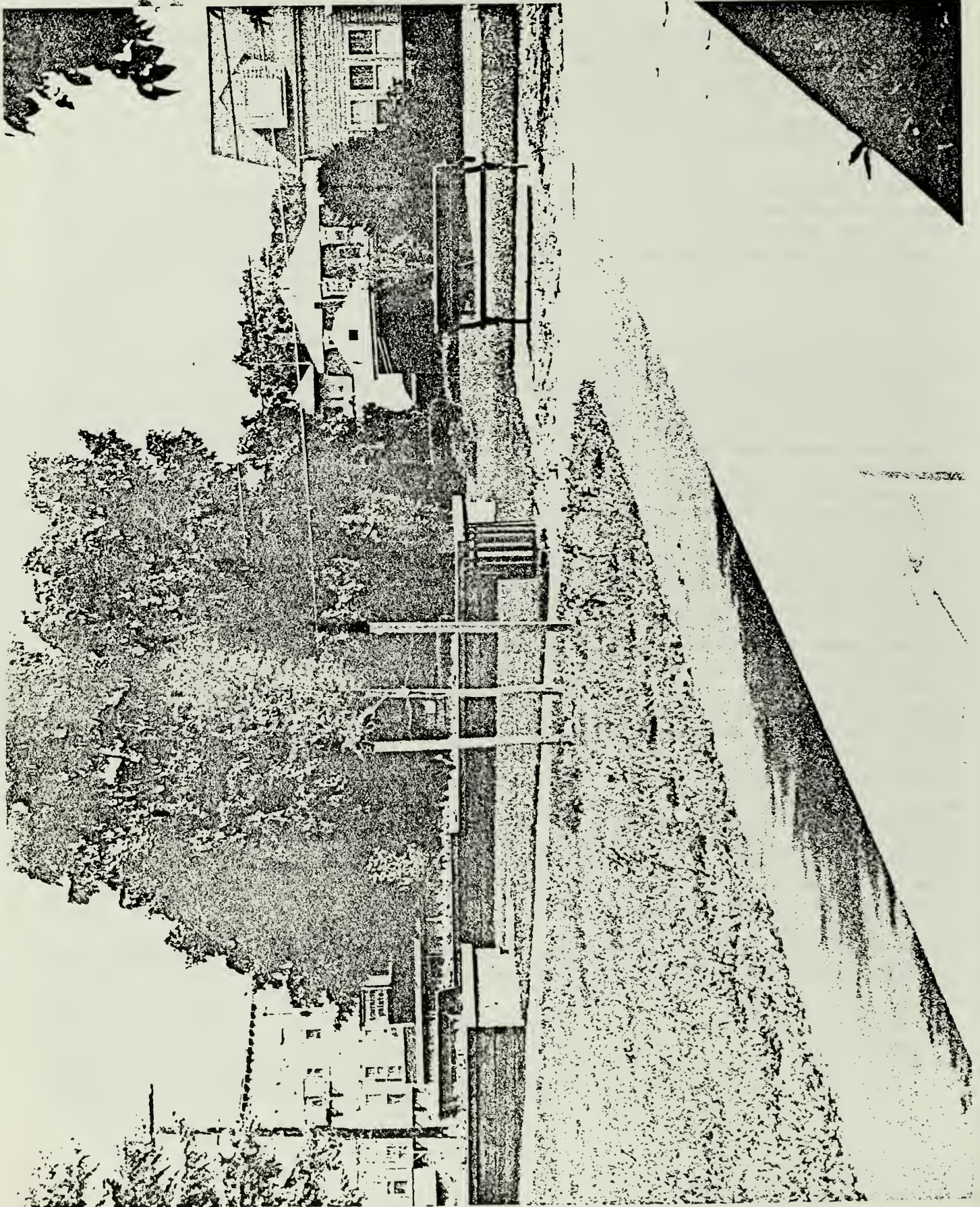
The park has been in use since late Summer 1980. The raised garden beds were finished during the Spring 1981, with full planting and all recreation activities programmed. This successful project illustrates how well public and private sector cooperation can provide a facility, and manage a program, which expands recreation and other community services for a targeted neighborhood.

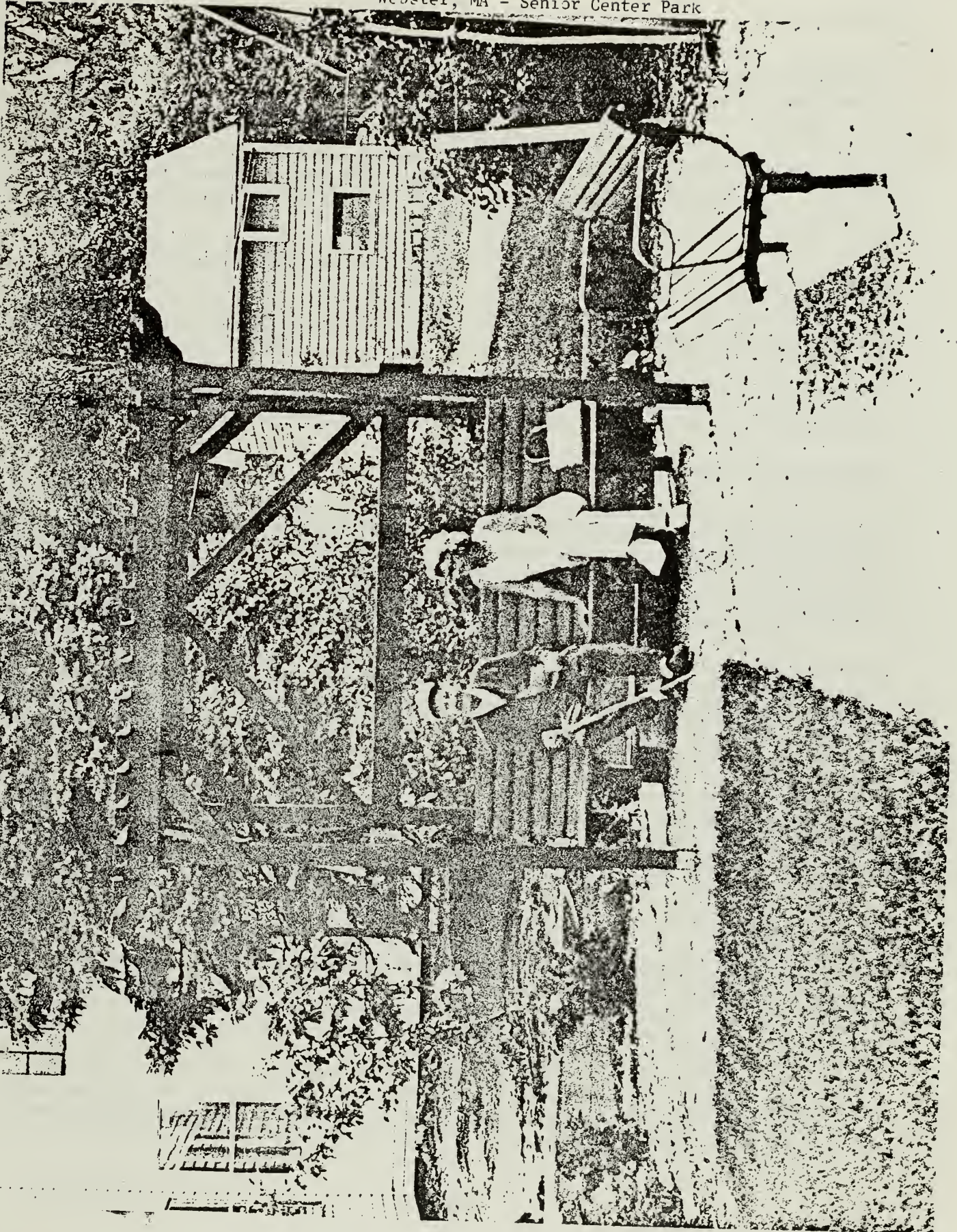
Major features of the park include a shuffleboard court, horseshoes, sitting area and garden. Equipment for the games and gardening tools are kept at the Center. Officials report community support for these projects has been outstanding. Many civic groups have given generously to help purchase furnishings for the Center. Students from Bay Path Vocational Technical School constructed some of the park furniture, boys from two local Boy Scout troops stained and finished the furniture, and many very active senior citizens volunteered their time by working in both the Center and the park.

Timing and proper contracting for this project was a key to its success. After the grant was offered in December 1979, the final agreement was completed in March 1980. Choosing the right contractor for developing the parcel proved to be a boon for the project. In order to take advantage of the first Summer growing season, the contractor turned over the soil for the garden area before the rest of the park was completed. As a result, the seniors were able to plant their first crop of vegetables while the rest of construction was being completed. This unique combination of recreation and nutrition activities, along with self-maintenance by members of the Center, proved to be a success. Techniques used for gardening and operating the totally unsubsidized food program will be disseminated for use by other communities.

Success was facilitated by the fact that Webster was already involved in many community development projects. Public and social service agencies have also been using the Center facilities for branch offices, such as the Social Security Administration, Legal Services, Food Stamp Program, and the Visiting Nurses Association.

There have been indirect benefits from this project in the form of vandalism prevention and the rehabilitation of homes near the Center.





SOMERVILLE, MA

This management coordination proposal involves the adaptive reuse of an old firehouse to provide recreation, as well as social and educational resources, to the surrounding inner city community. The location of the modified firehouse allows effective delivery of recreation services to disadvantaged neighborhood youth through a concentrated outreach program. Implementation of this proposal has leveraged substantial in-kind contributions of services through the combined efforts of the City's Youth Program and the Peabody House, a private, non-profit social service organization. The firehouse was completely renovated and a formal dedication was held on October 27, 1982.

Programming for two of the most successful city recreation services is now headquartered at the firehouse location; 'Project Away' provides a retreat/seminar situation for inner city youth; and the 'Wilderness Program' provides out-of-city natural recreation experiences for youth. An alternative school program, the Full Circle School, which had been operating on the second floor of the firehouse, has continued in the building, with the School Department and Department of Public Works sharing responsibility for maintenance of the entire center. Many of the school participants also take advantage of the 'downstairs' recreation facilities.

SOMERVILLE Supplemental Grant

As the result of a supplemental grant offered in July, 1982, Somerville, has initiated another 'partnerships' joint management venture between a public agency, private non-profit agency, and a school district agency for the purpose of providing more efficient, effective and comprehensive recreation programs for the elderly and the handicapped. This is a joint venture between the City Parks and Recreation Commission, the Somerville Boys' and Girls' Club and the Community Schools Program.

The intent of the supplemental Innovation project is to maximize recreation resources available for the elderly and handicapped by using four schools for outreach programming; decrease and/or eliminate duplication of services; improve the overall delivery of recreation services to underserved populations; and explore the load-shedding concept of sharing program responsibilities with other recreation providers.

These two Somerville projects will enable recreation providers in the city to coordinate their program responsibilities, thus minimizing duplication, and maximizing recreation services for special populations, youth, and the elderly.

EL PASO, TX

This proposal involves implementing a computerized management system for the Park and Recreation Department. The system is to provide improved accountability and up-to-date information, to assure better management decisions on monetary expenditures, budget projections, funding sources, park maintenance records, and departmental accounting records. Savings in staff time and money will be channeled to those functions which require individual attention to provide higher quality recreation services and experiences. In 1982, this recreation data and management system became fully operational. Programs now managed with the system include:

Capital Items Inventory Data Base.

P 2000 Program - data used in forecasting needs and updating projections for the El Paso Parks and Recreation Plan 1978-2000.

General Ledger System.

Irrigation System - maintains a weather data base and produces irrigation and fertilization schedules for parks and open space green areas.

Mailing Labels Program - Senior Citizens Newsletter entries with 3,000 names was completed in October 1982.

Payroll System - This system will also be used to develop other systems such as labor distribution cost, and work order analysis, for city park maintenance.

The systems have already saved the city considerable park operation and maintenance costs through more efficient scheduling and maintenance-monitoring.

BALTIMORE, MD

In Baltimore, Maryland, an Innovation grant was received for site redesigns and the implementation of new management strategies for neighborhood parks in Harlem Park (the city's first residential renewal area). Urban renewal of the area in the 1960s had rehabilitated housing, and created 29 inner-block parks. These parks, because of their interior location, lack of supervision, and the changing demographics of the area, had become dangerous, underused and a problem for open-space management. The UPARR project intended to change this situation through the transfer of selected controls over public open space from the city to an organization of local residents, eventually named The Harlem Park Land Trust. A transfer of management functions, self-determination, and volunteerism constitute the core of the project.

The management phase in Baltimore was implemented during the summer of 1983. This consisted of organizing groups of local residents to become responsible participants in the management of their own blocks. The rehabilitation phase, now nearly complete, was reported as a success largely because of local leveraging. Although \$180,000 had been budgeted for redesigns of the parks, final estimates for the work totalled \$250,000. However, the city managed to accomplish the construction work for the original amount by using its 'Contracting-In' program.* This strategy enabled park rehabilitation to be conducted as planned, saved the project the extra \$70,000, and, additionally, provided job training in construction and landscaping for 18 to 25 unemployed adults. The trade-off was that the trainees took longer to do the job.**

*Developed by Baltimore in response to CETA cutbacks, Contracting-In draws on local public and government resources to combine the accomplishment of small, labor intensive projects with job training for unskilled, unemployed adults.

** Blackstone Evaluation.

BROCKTON, MA

In Brockton, Massachusetts, a management partnership was formed between the public housing authority, neighborhood resident groups, a church, and the local YMCA. This grant was awarded to build a recreation center for the neighborhood and to provide outreach programs in coordination with the Y. Usually, construction comes first, programs later. In this case, ground-breaking for the center took place in the Fall of 1982, but the recreation programs had started one year earlier. The YMCA bussed children to its facility outside the neighborhood, and helped set up interim programs in the basement of a local church. Because of the success of the initial programming, the community is now confident it can sustain a good level of on-site management after the new center is completed, and the YMCA is committed to help coordinate the programs.

PERTH AMBOY, NJ

This proposal is for the adaptive reuse of the first floor of the Gelber public housing apartments for the operation of recreation programs in coordination with the Raritan Bay Area YMCA and Catholic Welfare Bureau. Funds saved by the Housing Authority through reduced vandalism and maintenance near the apartments are to be rechanneled into recreation supplies and equipment.

Meetings and discussions were held between the Raritan Bay Area YMCA, the Catholic Welfare Bureau, Gelber tenants and the City Office of Community Development for planning the programs, and delegating responsibilities between the two non-profit groups. By December 1981, programming began at the Gelber Program Center.

Due to the success of the 1980 project, and a good proposal to expand programming, Perth Amboy was awarded a supplemental Innovation grant in July, 1982. This second proposal has expanded coordinated programming to a Hispanic community. The Y has offered needed programs for the underserved and rapidly growing Hispanic population in Perth Amboy. At the same time, the city has assisted the Y in developing a fundraising campaign through promoting public awareness of their facilities. Transportation access with vans has also proven very successful in increasing participation in the recreation programs.

The first Perth Amboy Innovation project was also the result of a special demonstration of the Recreation Resources Assistance Division, National Park Service, to develop methods for training a local housing authority to involve the private sector in recreation management, and to develop good cooperative agreements. Private sector involvement techniques were researched, and information on cooperative ventures were given to the Perth Amboy Y and the Housing Authority.

C. Fiscal Impacts and Private Sector Initiatives

There are three primary types of fiscal impacts which result from UPARR Innovation grant projects. First, cooperative management and service delivery

innovations result in greater cost effectiveness, and increase the likelihood of public support for continued local funding. Second, increasing private sector involvement in planning and implementation of recreation services is likely to result in increased corporate contributions to local recreation programs. Third, transferring roles traditionally performed by public agencies to quasi-public or private interests can result in cost savings for local governments, as evidenced in Somerville and Perth Amboy. For example, private and quasi-public agencies use volunteers to a greater extent than public agencies. Use of volunteers can substantially reduce personnel costs, and result in greater community involvement, volunteer management of programs, and indirect reductions in vandalism and maintenance costs because of increased neighborhood pride in volunteer-oriented developments. The transfer of management roles can also allow public agencies to expand recreation programming without the work overloads and inefficiencies which occur when the public demands program increases, while the number of public agency staff remains fixed.

As a result of the increase in completed projects, UPARR's fiscal impact has been quite substantial during the past year. Many of the projects are implementing a variety of cost-efficient strategies, and are actively pursuing continued financial support through local publicity campaigns and the use of more community resources.

According to the Blackstone report and Table 4.1, the statistics indicated that more local resources were leveraged for Innovation grants than for Rehabilitation grants.

Examples of some of the more notable projects which illustrate fiscal impacts and leveraged local resources are discussed below.

BALTIMORE, MD

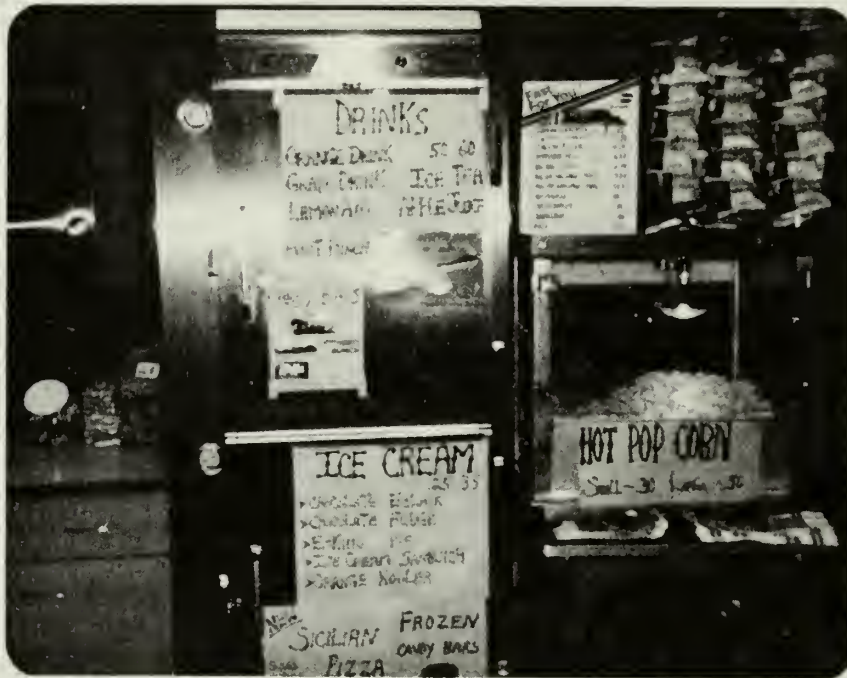
Baltimore City has initiated a fundraising program to assist the Department of Recreation and Parks in coping with decreasing public revenues. This grant was offered in the first Innovation supplemental grant round, July, 1982.

Baltimore's RAP recommends that the city pursue a private sector involvement program aimed at enlisting the aid of small businesses as well as large corporations in contributing to the park and recreation system. To implement this recommendation, Baltimore has formed partnerships with neighborhood groups, to design and direct a fundraising campaign aimed at neighborhood level small businesses. Target neighborhoods have been chosen as pilot projects for the new program.

There are two ways in which business can "chip-in" to the local recreation system: 1) direct donations of cash or equipment to support specific neighborhood recreation programs/services/facilities, or 2) donations of cash, technical assistance or goods to support concession operations set up in neighborhood recreation centers. The concessions will be operated by a manager and two neighborhood youth. It is expected that this involvement of youth will address the city's vandalism problem by giving neighborhood youngsters a stake in supporting the recreation system.

At the conclusion of the project, a "how to" handbook will be produced for distribution to other neighborhoods and other cities.

As of October, 1983, concession operations have opened at four recreation centers in Baltimore. Neighborhood involvement has been particularly good in these instances, because residents know that proceeds are recycled back into their own local centers.



Concession Stand - Paterson Park, Baltimore, MD

LOMPOC, CA

Lompoc, California is operating recreation programs in an office building, formerly the old city hall. The Park and Recreation Department, along with other social and recreation service providers, such as the Campfire Council, occupy this same renovated building. They share joint office space, and can easily coordinate programs. Revenues generated by the City from space rental to the agencies is put back into the park and recreation budget to deliver public recreation programs on the main floor of the building.

Small user fees are also being charged for the exercise room, and a snack bar concession is in operation. When the kitchen is completed, rental will also be charged for banquet use. The City has managed to continue the recreation programs through 1982 and into 1983 by keeping the center self-sufficient and fiscally solvent.

PORTLAND, OR

In Portland, Oregon an abandoned firehouse has been renovated into a community cultural/recreation center, where ethnically-oriented program services will be run by a quasi-public organization without public subsidy.

The firehouse facility is being managed by a professional director, and tenants will contract for time and space in the center. A system of 'free-market programming' will be put into effect, such that only the most viable programs will survive. Recreation programs will be subject to the same scrutiny as any other service or product in the marketplace. Those programs which cannot support themselves will not survive at the expense of the Interstate Firehouse Cultural Center and the community as a whole. Only those programs which show high usership and high economic support (user fees, donations, grants) will be allowed to continue to use the center. Programming will start on a graduated basis, beginning with rental of space to community groups. Fundraising for equipping and operating the center has already begun, and initial requests for donations have been made to several area firms.

HARTFORD, CT

This grant established a Recreation Bank for citizens to borrow recreation equipment and supplies in order to conduct their own neighborhood leisure activities. Both private citizens and non-profit organizations are able to borrow equipment from the main bank, and two branch banks. The banks are located in park buildings within CDBG Neighborhood Strategy Areas. The proposal draws heavily upon community involvement in the way of volunteers and donations of equipment and supplies. The Hartford Chamber of Commerce has been involved in the development of the proposals, in the donation of equipment and supplies and in committing to sustain the banks after Federal funding is expended.

The project solicited serviceable or repairable used equipment from over 80 regional companies, with the coordination of the Chamber, and a publicity campaign theme "Be a good sport -- so that someone else can." Donated items kept arriving all summer 1981, and demand for the equipment was requested even before the first bank was officially opened.

During 1982, more equipment and supplies were purchased, and donations were received after a second community/corporate campaign was held. Physical facilities at the bank were improved, and community outreach was expanded. A slide presentation was also prepared in 1982 to publicize the program throughout the community.

Need to Borrow a Tent? See Hartford P&R

Want to borrow camping equipment, field line markers, portable scoreboards or fishing equipment? Try the Hartford, Conn. Department of Parks and Recreation.

More interested in cameras, telescopes, movie projectors and videotape equipment? See the Hartford Department of Parks and Recreation.

Having a community festival and need public speaking lecterns, trash barrels, and tables and chairs? Ask the Hartford Department of Parks and Recreation.

Started July 1, 1981, with an \$80,000 innovation grant from the U.S. Department of the Interior under the Urban Park and Recreation Recovery (UPARR) program, Hartford's Recreation Bank has become a virtual lending library of recreation equipment for city residents.

"We believe that people will recreate for themselves if given the opportunity," said Hartford's Recreation Director Victor Jarm. "Our philosophy on recreation is slightly different. We believe our job is to energize and stimulate people into recreation rather than simply providing direct services."

The Recreation Bank fits snugly into that philosophy. Hartford citizens, with their RIC's (Recreation Identification Cards), can borrow almost any piece of recreation or maintenance equipment for a five-day period. Only very technical equipment—like the videotape machines—must be operated by department personnel.

The \$80,000 federal grant provided seed money for purchase of some equipment, but much of the inventory has come from business and citizen contributions. The department began seeking contributions by working with the local Chamber of Commerce. Now cameras, hardly-worn bowling shoes, tables and chairs, binoculars and other equipment comes from a variety of sources.

The department has logged more than 300 transactions during the first year, most by community groups planning their own events. But the Recreation Bank is open to individuals as well.

Jarm pointed out that portable scoreboards and field line markers are used by the city's 60 softball leagues, for example, to supervise their own games, easing the demand on recreation personnel.

In fact, the Recreation Bank lends shovels, trash barrels and other equipment to groups which want to improve their parks.

"We supply equipment which people



need to fulfill their recreation goals but may not be able to afford," Jarm noted. "The idea for the Recreation Bank was based on the number of calls we received from the community, asking where equipment could be borrowed."

Jarm is obviously anxious to get the

Recreation Bank's equipment to Hartford citizens. So he puts it on wheels periodically as he transforms a van into a Mobile Recreation Bank.

The first-year analysis has pointed up some problems. The Recreation Bank has sustained a one percent loss, with three cases now pending for return of delinquent equipment.

All rental transactions have been tracked manually thus far—a system that may prove cumbersome as more transactions are made. And without new UPARR monies, Hartford must rely on private donations to replace aging equipment.

But Jarm considers the program a success and plans to continue his rental policy.

"We are trying to put the resources into the community and energize use of those resources. That's not to say that we don't have supervised recreation where there is a need," Jarm noted. "We have playgrounds and supervised parks like every other community. But that's only part of the ballgame."

D. Program Development

For the past several years the paramount issue for many local recreation departments has been how to maintain or expand the quantity and quality of recreation programs within the constraints of reduced revenues and increased construction and operational costs. UPARR's focus on service delivery and management innovations, as well as on the transfer of some roles from the public sector to quasi-public or private agencies, is intended to improve the management of recreation programs, and allow public agencies to redirect a portion of their resources to functions where their role is more critical (e.g. complex maintenance and support services).

Another target of the program is to increase recreation programs for disadvantaged and underserved populations. Innovation grants have encouraged local recreation agencies to design programs that reach these populations, through increased coordination with neighborhood development activities and social service programs.

To date, localities have had substantial successes with activity-oriented innovative programs to increase recreation services for underserved or disadvantaged populations. These UPARR grants were designed to respond to a lack of:

- (a) recreation services in a target area;
- (b) a particular type of recreation service in a neighborhood; or, a lack of
- (c) services for a particular subpopulation (e.g. the elderly or handicapped).

According to the Blackstone report:

Programming increases occurred in varying degrees, some modest and some more dramatic, but were reported by 73 percent of the grantees. For 63 percent, new programs had already been launched or were in the works for the forthcoming summer season. A cross check of new programs reveals that they are disproportionately (75 percent) outcomes of Innovation grant projects, although the difference between Innovation and Rehabilitation grants is not statistically significant. Simple programming increases, on the other hand, are strongly associated with Rehabilitation grants (92 percent).

Seventy percent of the sampled Innovation grants reported an increase in the number of recreation users, 52 percent reported new user categories such as the handicapped, and 39 percent reported a change in user mix (refer back to Table 4.1 in Chapter IV for these statistics).

A few of the more exceptional Innovation programs which increased both the quality and quantity of neighborhood recreation opportunities are discussed below.

OAKLAND, CA

The Open Boating program in Oakland, California, has made it possible for moderately to highly disabled people to become able boaters, and to introduce a new category of users to the facilities at Lake Merritt. A film on how the project was accomplished, and a handbook produced for nationwide distribution are being sold to gain support and financial assistance to sustain the program. Community participation was instrumental in the success of this project. Mental attitudes as well as physical access have been improved to allow disabled persons to engage in active sports opportunities seldom considered in the past.

WILMINGTON, NC

In Wilmington, North Carolina, two Innovation grants have been very successful in providing quality recreation programs. The first grant for the conversion of a former post office into a community center, has been well managed by the Wilmington Girls' Club, providing public recreation programs for both sexes. Neighborhood participation and appreciation has been exceptional on this project. The center also provides some social services (e.g. day care) which needed a base of operation in the neighborhood.

The second grant for an Outdoor Recreation Experience (ORE) program was successful during 1981 and 1982, and by popular demand, has expanded activities in 1983 to operate in an inner city park. This 'outward bound' type program has given disadvantaged and problem youth access to challenging recreation activities. It builds recreation skills and self-confidence with an approach seldom attempted in public recreation programs.

BELLINGHAM, WA

In Bellingham, Washington, new programs are underway and several others are being planned as a consequence of the UPARR Innovation grant to help establish the Bellingham Maritime Heritage Conservation Center. Renovations have provided facilities for marine technology classes at the site as well as an interpretive program on the salmon life cycle. The interpretive program has also been developed for field trips in conjunction with the elementary school curriculum. Participation in sport fishing has been fostered through the Center in conjunction with private local organizations. New programs proposed for the coming seasons include a 'Wind and Water Festival', seasonal wind/water power exhibits and demonstrations, and a variety of interpretive-educational programs which would focus on local history and culture, co-developed with the Whatcom County Museum of History and Art.*

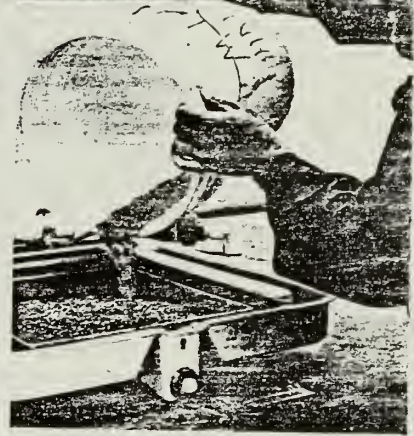
ST. LOUIS, MO

New programs for senior citizens are underway at St. Louis', Tower Grove Park, Stupp Memorial Garden. Renovations at the park have reduced fears and apprehensions about going into the park area. As a result, the elderly have been reestablished as clientele. Organizations offering programs for seniors have now extended them to the Tower Grove location. Intergenerational programs have been developed, and include the 'buddy' and 'foster grand-parenting' programs. Matching and continued maintenance funds for this project were provided by a private bequest.

* Blackstone Evaluation.



Hook-nosed male salmon draws mixed reaction from class tour last November. In hatchery spawning, eggs and milt are taken from fish, mixed for fertilization, and stored in incubation trays (right)



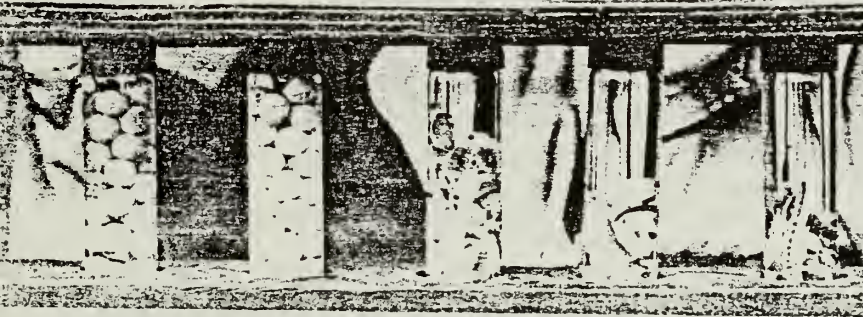
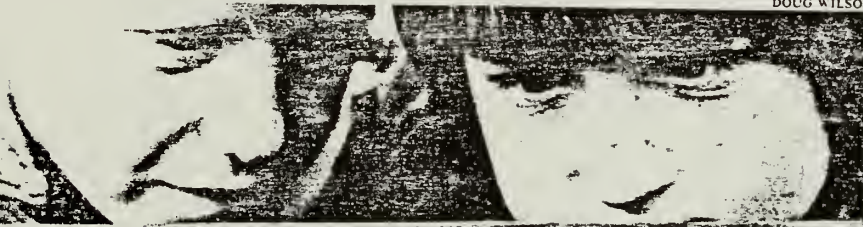
Getting very close to steelhead in Bellingham

The only salmon hatchery in an urban park in the Northwest adds a unique dimension to the Maritime Heritage Center, a handsome 12-acre park in Bel-

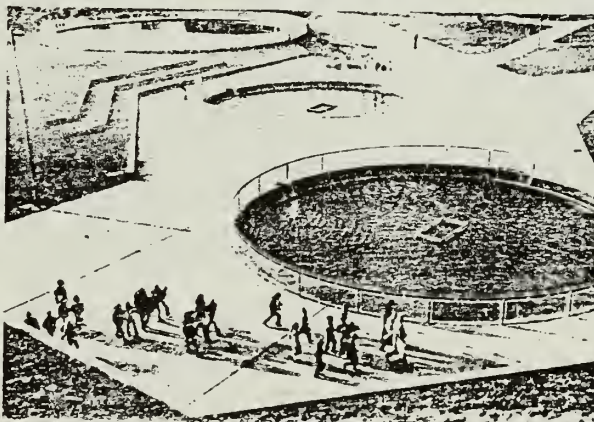
lingham, Washington. The recently completed hatchery offers free demonstrations of salmon and steelhead spawning. This time of year, of course, salmon aren't

running. But winter steelhead are, with some of them migrating from Puget Sound up Whatcom Creek, which runs through the park grounds. When the hatchery manager and his staff feel that a sufficient number of mature steelhead have arrived, you can watch as they net fish from the spawning channel, take eggs from females and milt (seminal fluid) from males, mix them together, and store the fertilized eggs in incubation trays.

DOUG WILSON



Display shows transformation from eggs to fry (above). When large enough, fingerlings are transferred to rearing ponds (right) where they spend up to 1½ years before being released into Whatcom Creek



Unlike salmon, steelhead usually do not die after spawning, returning instead to salt water. Thus, delicate procedures are followed at the hatchery to spawn these fish so they can be returned to water alive.

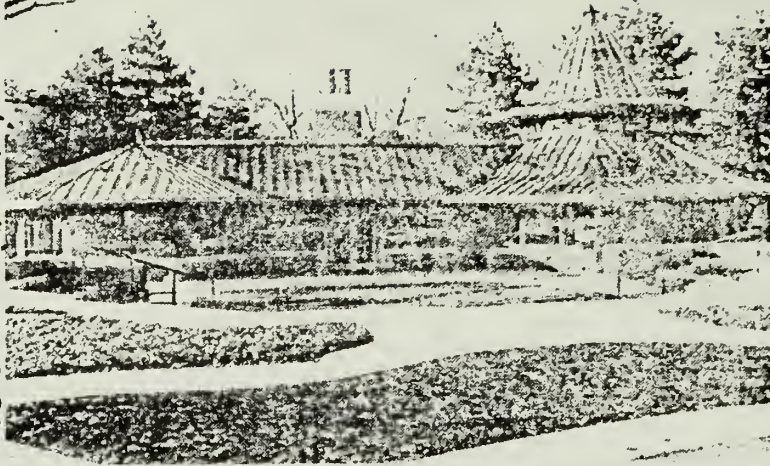
Steelhead typically run from December into March. Chinook salmon migrate from September into November, coho from October to mid-December, and chum salmon from mid-November into early January. Because fish arrive unpredictably, there's no regular schedule for demonstrations; to find out when the next ones will be held, call the center at (206) 676-6806. The park is open daily, dawn to dusk; a hatchery interpreter is on hand Monday through Friday from 8 to 5, and Sunday from noon to 5.

Besides watching fish, you can walk ½ mile of trails along Whatcom Creek. By the hatchery, the lower creek is placid and easygoing; farther upstream it's woody and wild. You can also see displays on the salmon's life cycle and maritime history in the hatchery building.

From Seattle, take Interstate Highway 5 about 90 miles north to the Lakeway Drive exit (#253). Drive west a few blocks on Lakeway to Holly Street. Angle right and follow Holly 1 mile to C Street; go right one block to the Center.

St. Louis, MO

12/8/82
GLOBE-DEMOCRAT



Globe-Democrat Photo by John Bloomquist

The new \$600,000 Stupp Memorial Garden Complex, which will be a meeting place for senior citizens in the Tower Grove Park area, will be dedicated Thursday, Dec. 16.

Recreation center to open Jan. 3 in Tower Grove Park

Senior citizens who live near Tower Grove Park on the city's South Side will have a new recreation center Jan. 3.

The Stupp Memorial Garden complex, located in the park near Grand Boulevard and Arsenal Street, will be dedicated during a ribbon-cutting ceremony at 4 p.m. Thursday, Dec. 16. The ceremony featuring city and park officials is private, but the public is invited to an open house at the center from 1 to 6 p.m. Friday, Dec. 17.

Local organizations and older-adult groups endorsed the project enthusiastically, officials said. Statistics gathered by a doctoral candidate in gerontology from Washington University showed that about 20 percent of the population within walking distance of the park is retired.

THE CENTER FEATURES a 3,800-square-foot building and will include trees, shrubs and a 13-foot column of pink granite that will support a bronze-cast, life-size sculpture of a bald eagle. Surrounding the sculpture will be a reflecting pool with water flowing from birdbaths at the base of the column.

Construction of the \$600,000 building started last December. It was financed by a \$420,000 federal Urban Park and Recreation Recovery Program grant and \$180,000 from the bequest of Louise M. Stupp. Twenty-five percent of her bequest will be used to help maintain the center.

The architect is HOK Inc., and the general contractor is Michael Construction Inc.

The building will be heated primarily by a wood-burning furnace, said Clint T. Harding, the park's recreation superintendent.

TWO RENTAL HALLS are available. One seats 120 people, the other 30.

No fee will be charged to senior citizen groups using the rooms during the day, but a \$20 to \$40 fee will be assessed such groups during the evenings.

Priority will be given to older-adult groups, but others may use the rooms for fees ranging from \$30 to \$125.

Room reservations will be taken beginning in January.

Residents also are invited to check out cards, games and, when weather permits, horseshoe, shuffleboard and badminton equipment for use at the site.

A "tot lot" outside the center features playground equipment.

Park security personnel will be on duty, Harding said.

PROGRAMMING FOR Stupp Memorial Garden will be coordinated by a full-time supervisor, assisted by volunteers. The garden is accepting volunteer applications, Harding said.

The park will sponsor a number of programs, and groups are encouraged to plan activities on their own or in cooperation with the park staff.

A nature resource library and other activities may be added in conjunction with the Missouri Department of Conservation, park officials said.

Before the ribbon-cutting ceremony, the center will be decorated for the holidays in natural greens and holly, courtesy of the Five Church Association, Tower Grove Manor and the Grand-Oak Hill Community Corp.

The park also has arranged for local senior citizen groups to attend a three-day series of Christmas programs.

For more information, call 771-2550.

E. Access, Education, Communication and Public Awareness

In the business and commercial trades, a product or service is usually unknown until it is advertised. The same principal holds true for many public recreation services which are either seasonal in nature, or are conducted in community centers, and therefore not always a year-round, visible part of community life. To make a more effective statement about the availability of public recreation programs, many jurisdictions have used small amounts of UPARR seed money to announce their services, provide better access to them, and educate people about the benefits of leisure activities and physical fitness. UPARR projects in this category have utilized tools such as films, puppet shows, park rangers and volunteer instructors, to increase the awareness of community recreation services. Through these public awareness and educational efforts, local jurisdictions have advertised their services, which in turn has generated private sector revenue, attracted volunteers, reduced vandalism, reduced maintenance costs, and preserved neighborhood stability.

For statistical evidence, again in the Blackstone report, Innovation grants reported 31 percent over Rehabilitation grants that 'Improved Community Relations' had increased. The 'outcome' category of 'Demonstration Value' also clearly shows that Innovation grants were made more visible for public awareness purposes. In addition, the Blackstone report shows that Innovation grantees reported Increased availability of services (access) as the highest percent (43) on the question of Most Important Outcome. This can only mean that the access, communication, and public awareness components of Innovation projects were clearly producing results.

Examples of successful 'Access and Public Awareness' projects are discussed below.

BERNALILLO COUNTY, NM

With only \$7,000 of federal funds, Bernalillo County, New Mexico generated enough donations and professional services to produce five 30-minute films on various types of recreation activities available to county residents. These films are regularly shown on Albuquerque's educational and cable TV channels. Response to the films was monitored, and significant increases in recreation participation were noted. The films continue to generate citizen support for recreation and community service programs. A side benefit of this film program has been increased coordination of information among various recreation providers in the Albuquerque metropolitan area, including city and county park departments, the U.S. Forest Service, and the school systems.

MIAMI, FL

Miami's 'Opening Doors to Leisure' project has involved many public and social service agencies in developing park and recreation awareness strategies. Special population groups needing assistance have been informed of recreation programs, and were included in planning for transportation access. This UPARR project has supported the publishing of newsletters to inform the public of programs a telephone hot-line information system, van access for the handicapped and elderly to activities, and a film to promote wider use of all of Miami's public recreation facilities.

WILKES-BARRE, PA

Wilkes-Barre, Pennsylvania successfully served the recreation and access needs of young people for the past three years by passing through funds to a non-profit recreation provider to extend recreation programs into afternoon and evening hours, and to provide safe transportation to and from a recreation center. This coordinated extension of facilities and services gave many youngsters free recreation opportunities previously unavailable in their neighborhoods. It also gave a private non-profit recreation center a chance to reach out to the community.

A supplemental grant offer in 1982 to Wilkes-Barre will expand the outreach and access of the existing program, to include recreation programs for senior citizens and the handicapped who live in high density housing areas near the recreation center.

NEW HAVEN, CT

As part of New Haven, Connecticut's innovative urban waterfront project, the city hired a ranger to develop volunteerism and private fundraising for an interpretive program. The park ranger and assistants are promoting historic and natural resource appreciation of waterfront parks through school programs and slide shows.

New Haven, in cooperation with the Yale School of Forestry also developed a prototype citizens maintenance guide for neighborhood parks. Using this tool, the city will be able to have citizens groups maintain facilities instead of using city crews to do the work.

PORTSMOUTH, VA

Portsmouth, Virginia used a UPARR innovation grant to develop training materials for their Neighborhood Recreation Forums which have been instrumental in providing the parks and recreation department with volunteers for multiple use; generated \$240,000 in additional revenues for the parks and recreation department; enabled citizens to participate in the planning process for improvements to park and recreation facilities in their neighborhoods; and has developed a strong constituency for park and recreation services.

Portsmouth has been very successful in the UPARR Program. The city has received seven UPARR grants which have had a significant impact upon the quality of recreation facilities and delivery of recreation services through access and communication. The Parks and Recreation Department organized a workshop on computerizing information systems as a result of their participation in the Fairmont Park Maintenance Conference sponsored by the National Park Service, Mid-Atlantic Regional Office. Portsmouth invited five cities from the immediate area to participate in this workshop. The workshop proved to be very informative and provided the cities with some good ideas for review of their own needs.

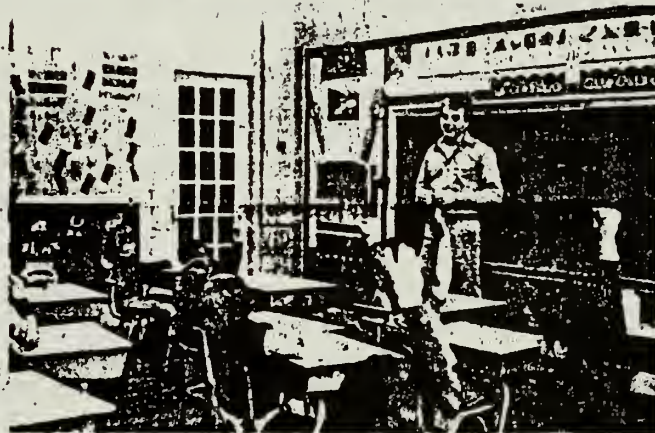
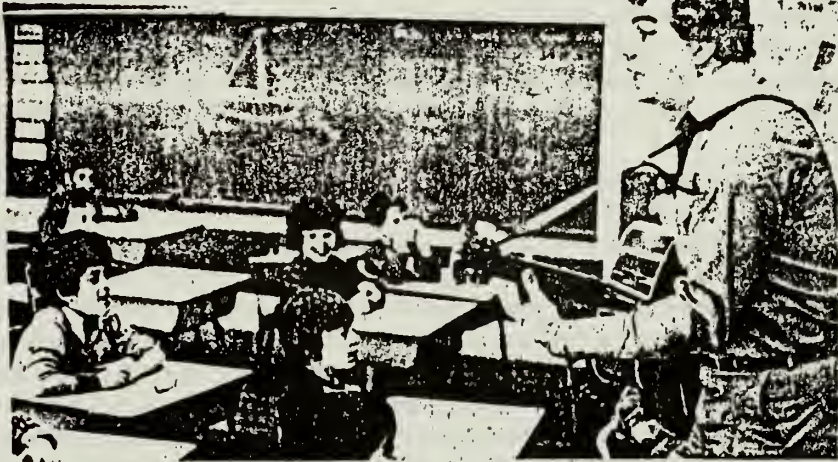
This music man sings to instill a love of parks in school kids.

By RICHARD E. BASTIAN
Staff Reporter

*"Blow the man down bullies, blow the man down.
Way, hey, blow the man down.
Blow the man down bullies,
Blow him away,
Give me some time, to blow the man down."*

The first graders at the Strong School, along with Miss Vanapore, their teacher, loved the music as Phil Vallie strummed on his guitar and encouraged them to join along in the rest of the sea chantey.

*"As I was a walking down old Chapel Street,
Way hey, blow the man down.
A New Haven Policeman I chanced for to meet.
Give me some time to blow the man down.
You're a New Haven sailor by the cut of your hair.
Way hey, blow the man down.
You're a New Haven sailor, by the clothes that you wear.
Give me some time to blow the man down."*



Phil Vallie, through slide shows and 10 chanteys, tries to make school children appreciate the parks he patrols when he's not sailing in classroom. Strong School 1 graders respond to questions posed by Vallie during a cent. visit.

CHRIS BASTIAN

Vallie is the newest ranger in town.

A professional musician who tired of the out-of-town, one-night stands in nightclubs and taverns, Vallie now is playing his guitar and singing sea chanteys in the classroom for hundreds of New Haven School students when not patrolling his park beat along the east shore of the city.

Hired in mid-November by the city Parks and Recreation Department, the 39-year-old native of West Haven is working to stimulate interest in the three east shore parks bordering the harbor.

While history is a vital part of that educational exposure, Vallie also is attempting to promote an appreciation of the natural beauty, with a more subtle objective of cutting down on the vandalism that plagues all three facilities — Lighthouse Point Park, East Shore Park and Black Rock Fort/Fort Nathan Hale.

The problem never will be eliminated, he acknowledged, gazing at the graffiti scrawled on the bathhouse wall at Lighthouse Point, or the shards of broken glass scattered in the parking area of East Shore Park, off Woodward Avenue. But it can be curbed, he said.

And that is his mission — to educate both students and adults alike — through nature trail and intertidal walks, about the seashore ecology, history of the city landmarks at both Lighthouse Point and Black Rock Fort, while promoting an appreciation of the waterfront facilities.

Vallie is bringing the parks into the classroom during the winter months, through lecture-slide show presentations and music.

Designed to reach all learning levels, from first to sixth grades, Vallie brings samples of some of the objects found along the shore or in the water nearby, including oyster shells and the model he made of a tugboard, for younger students.

Paper cut-outs of sails are used to educate the youngsters in the working parts of a sailboat and, because the paper comes in various colors, they also become part of a game, "Captain Says" (similar to Simon Says). It's a change-of-pace in the learning process, he indicated, and fun.

The first graders at the Strong School leaned forward in their chairs as Vallie described and showed color slides along with drawings of various boats that appear in New Haven harbor all year long, the large fuel barges being pushed up the Quinnipiac River by tugs, the fishing boats with their nets or lobster pots on the stern, and the sailing vessels that tack across the water in the warmer summer months.

"Who would you call if you're in trouble?" he asked as a photograph appeared on the screen of two fishermen plying across the harbor in a small outboard.

"A friendly shark," was the quick response from a 5-year-old in the center of the room.

"No, the Coast Guard," Vallie responded as another photograph of red-striped cutters tied up at a dock on the east shore flashed onto the screen. A former Coast Guardsman, Vallie took a few moments to describe the role of the service organization and its responsibility in the community.

With Vallie during the visit to the Strong School and accompanying him on the guitar, was Jerry Axelrod, naturalist at the West Rock Nature Center, and educational coordinator for the city school system.

Vallie spent several moments before their joint performance and sing-along with the youngsters to describe some of the history of chantey singing.

There were no modern-day games like Pac Man, (spontaneous laughter) he noted, to entertain the ship crews on long ocean passages, and singing was one form

of activity devised to break the monotony. It was used, he said, to provide a sense of rhythm while hauling the anchor or sails.

Vallie had a short stint at teaching — and its rewards — while attending Southern Connecticut State College. He graduated in 1980 with a bachelor's degree in recreation. One of his field assignments was the management of a small sailing school in Milford Harbor.

"One of the fathers came up to me afterward and told me how amazed he was at the progress of his daughter. She didn't know the difference between high tide and low tide beforehand, he told me, explaining she always was in a pool."

Vallie plans to spend some time this spring, along with students from the Sound School Schooner Inc., in developing a nature trail and intercoastal walk at Lighthouse Point Park. Also in planning stage is an increase in guided tours at Black Rock Fort/Fort Nathan Hale, using high school "interpreters" from the Sound School.

One of the more ambitious projects, however, is reserved for the rundown maintenance building at Lighthouse Point Park, which Vallie would like to convert to a museum for artifacts of New Haven Harbor, once the oyster capital of the eastern seaboard and a national center. He plans to use part of the building for administrative offices.

Vallie acknowledges the interior of the nearby bathhouse and views from the balcony on the top of the landmark are not accessible to the general public but has some positive ideas about that as well.

He wants to videotape the interior scene and panorama of the harbor and city skyline from the light balcony and feature them in future classroom presentations.

F. Facility Development and Adaptive Reuse

As stated in the beginning of this chapter, many Innovation projects have gone beyond the physical adaptation of buildings or use of new technologies. Well designed buildings and modern technology applied to specific needs and circumstances in various communities, have provided a host of new recreation opportunities, and improved maintenance operations. Some of the best examples of completed projects using adaptive reuse techniques, energy technology and designs for increasing recreation opportunities are discussed below.

BERNALILLO COUNTY, NM

The new recreation center at Los Padillos incorporates several innovative design techniques to conserve energy and reduce vandalism. The design of the community center has involved a great deal of citizen participation from the Los Padillas -Pajarito Community Association, South Valley Economic Opportunity Board, and local senior citizens groups. The architects for the project have involved the community in a 'site planning game', in which blocks were physically placed on a floor and moved around to best suit the perceived needs and desires of neighborhood residents. With the center's innovative design completed, Los Padillos has experienced limited vandalism, and utility bills have been less than for similar facilities in Bernalillo County.

In 1982, the County was also awarded a supplemental grant to increase community participation, volunteerism and outreach for the Los Padillos recreation center programs.

ELIZABETH, NJ

This grant developed an outdoor plaza and programs linking a public housing project with two multipurpose recreation facilities. The Arabella Miller Plaza design demonstrates the principle of "defensible space" in order to protect recreation center users and public housing residents from crime in the area, and to reduce vandalism near the recreation centers. This design results in increased visible activity, and thereby increases "pedestrian observation opportunities" which deter potential criminals and vandals.



Arabella Miller Plaza - Elizabeth, NJ

There were many neighborhood groups and tenant associations heavily involved with this project. They held meetings with the housing authority, the city recreation department, and the police department to assure that the plaza design and facilities would meet their needs as well as provide the "defensible space".

PASCAGOULA, MS

A unique 'Adventure Playground' was constructed which is designed for neighborhood resident use, and is also a demonstration for mainstreaming handicapped children, through special programming.

Pascagoula intended to construct a playground for retarded youngsters as a core component of its new 62-acre Community Park. In examining similar facilities, the Pascagoula Recreation Commission noted that of the few existing recreation areas for the handicapped, none were located in public parks; all were isolated, generally within special education centers. The Recreation Commission then instructed its design team to develop a plan for a playground that could be shared by both handicapped and non-handicapped children. What emerged is a playground without fences or other types of barricades to keep people in or out, a non-dictatorial play environment which encourages exploration and stimulates imagination; a victory of design over disability.

The playground is more than a recreational mecca for children; it is also an outdoor classroom, an extension to the traditional learning environment of mentally and physically retarded children. One of the principal benefits of the proposed facility is as a teaching tool: there are obstacles and challenges at every turn in the playground, and there are an equally large number of rewards inherent in the design elements. It is the teacher's responsibility to guide the child along a development path aligned with his particular needs, and to utilize the playground components as a launching point for creative instruction. To act as an aide in this endeavor, Pascagoula has completed the preparation of appropriate lesson plans which maximize usage of individual playground components for gross motor skill development in retarded youngsters.

ST. PAUL, MN

This proposal was for construction and programming of an energy efficient, earth-sheltered recreation center. The new facility, Margaret Recreation Center, is vandal proof, extremely energy efficient, and a prototype design which could be adopted throughout the country. It was built in a hilly neighborhood area, on a site near existing outdoor recreation facilities.

This design provides an innovative and energy conservative recreational facility of approximately 11,000 sq. ft. Integrated into a steep neighborhood embankment, the building utilizes land typically unsuitable for traditional outdoor activities.

By earth sheltering, the building provides a transition vertically within a 26 foot grade change from the lower play fields to parking, small play areas and tennis courts above. The building exterior is poured concrete, corrugated metal walls, with metal pipes to accent the recreational atmosphere.

Concrete retaining walls and heavy landscaping and planting further reinforce the earth sheltered and passive solar concepts. Although extensively contained by earth, the facility allows natural light and views into all activity spaces through the solar wall and skylights. The reduction in energy demand is expected to be over 50 percent.

SAN FRANCISCO, CA

This proposal involves the conversion of a vacant warehouse into a "family oriented" recreation center for the Mission District of San Francisco. This is a section of the city which has a very large Latino population whose culture is characterized by closely knit, extended families. The internal design of the structure is innovative, as it will allow entire families, with their variety of recreational needs, to use the center together. An adjacent lot will also be converted into an enclosed park to provide a safe, all weather, supervised play area for smaller children.

KINGSTON, PA

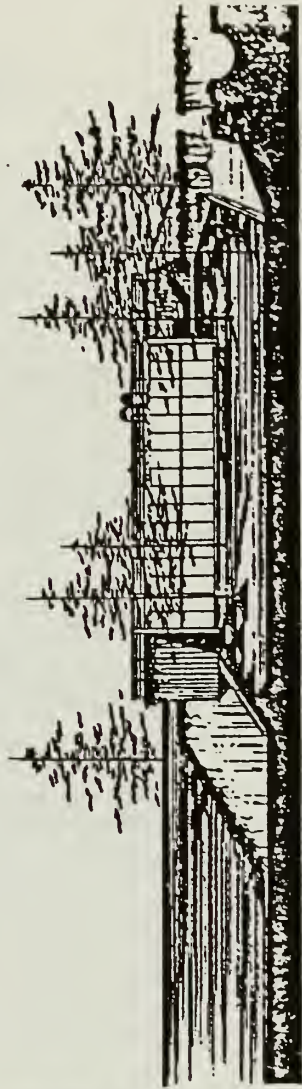
This proposal involved construction and programming of a multi-purpose indoor recreation center which is heated and air conditioned by geothermal energy (abandoned mine water). The project provides much needed year-round recreation for Kingston, and represents a new approach to reducing energy consumption. The geothermal system offers a practical way to help stabilize and reduce recreation program and building maintenance costs. The system can be used in other municipal buildings such as fire houses, police stations and warehouses. Geothermal is not new and has been used in the warmer climates of the South and Southwest. But perhaps it offers the greatest potential for the high energy cost areas of the Northeast and Midwest.



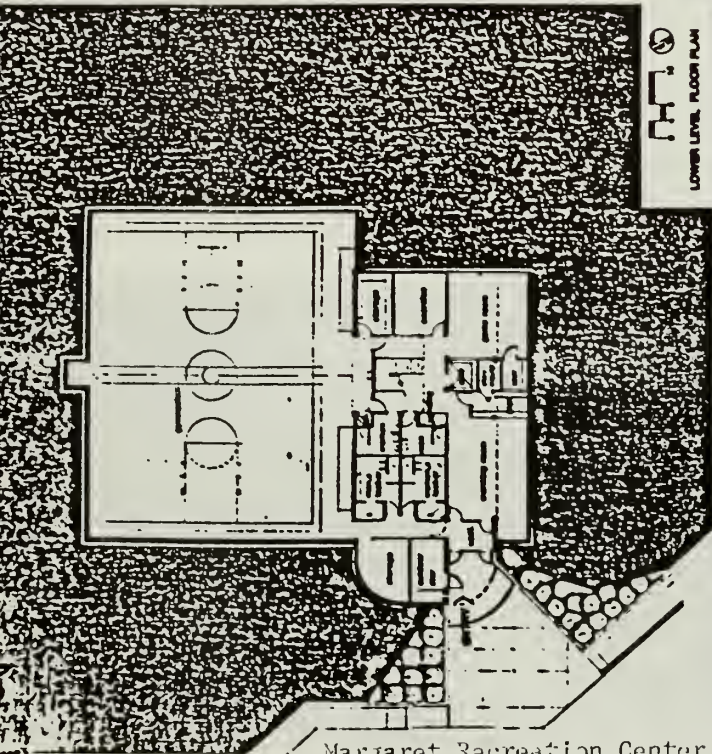
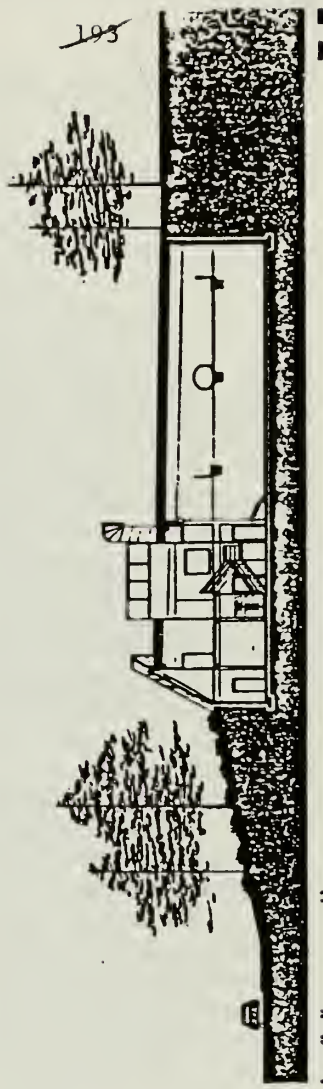
west elevation



east elevation

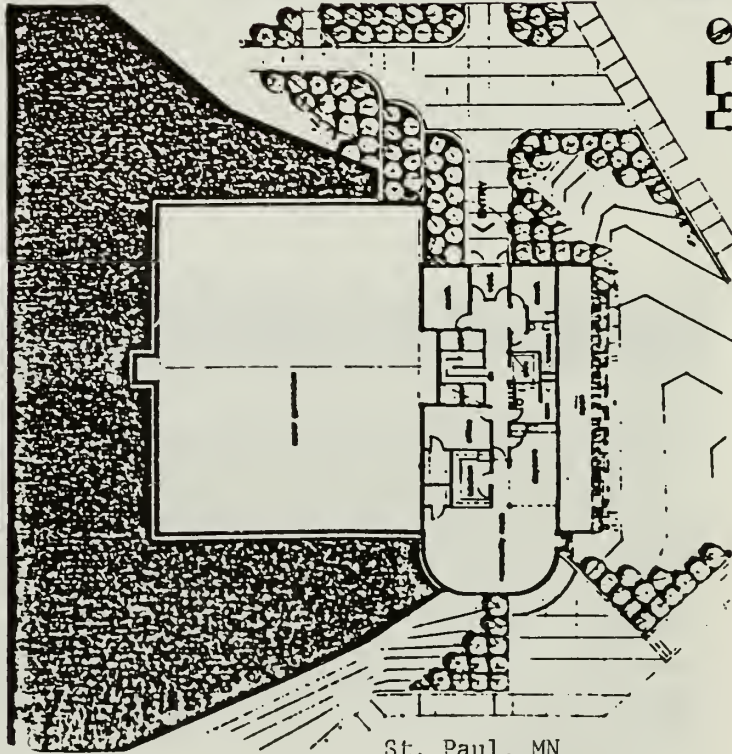


south elevation



LOWER LEVEL FLOOR PLAN

Margaret Recreation Center



St. Paul, MN

Rediscovering Geothermal Energy

by Ray Lowery, Jr.

(formerly Municipal Administrator, Kingston, PA)

Energy conservation are two words that have increasingly crept into the vocabulary of municipal officials, their residents, and private industry. Many systems, some very exotic, have been analyzed, discussed, and tried. One town, Kingston, Pennsylvania, a residential community of 18,000 people in northeastern Pennsylvania, has rediscovered an energy source it considers more dependable than solar or wind power, and more universally applicable. The source is geothermal energy.

Kingston has constructed a \$1.1 million, 17,500 square foot (1575 m²) indoor recreation center that uses geothermal energy to heat the entire facility and provide hot water for the showers. The new facility, which opened in May 1981 contains a large gym, which can be separated in half by a mechanical partition; three

racquetball courts; an exercise area; an activities area; a TV lounge; a meeting room with kitchenette; an equipment room; and locker and shower facilities. In addition, the recreation director and his secretary have offices.

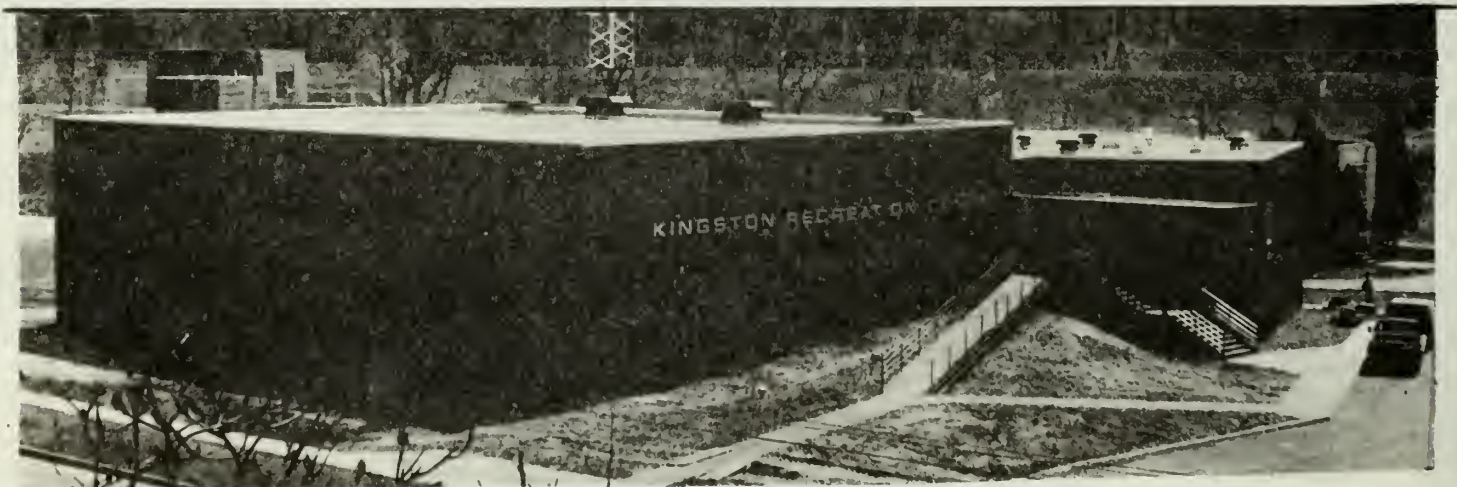
The center's geothermal system is relatively simple and inexpensive (see Table). Two wells, one supply and one return, were drilled to approximately 190 feet (57.92 m) below the surface into an underground water pool. This water, at a constant 52° to 54°F, (12° to 15°C) is pumped into a closed loop heat exchanger, then discharged into the ground. The raw ground water is rather acidic and corrosive, and therefore is not fit for circulation through the entire system.

Clean, non-acid water is heated by the heat exchanger and pumped into a conventional chiller unit. The water

enters at approximately 50° F (10° C) and leaves it at 120° F (49° C). The chiller unit is, in reality, a heat pump, which, through compression with gaseous material, drives the water temperature up to 120° F (49° C). The heat is then transferred throughout the building just as with any other conventional HWAC system.

The geothermal system's initial cost is \$20,000 higher than a conventional system because of the two wells and the heat exchangers. The long term energy cost savings from the geothermal system compared with the traditional costs for providing heat and hot water for this 17,500 square foot (1575m²) building look like this:

		Savings Using Geothermal
Electricity (\$0.05/Kw Hr)	\$16,417 per year	\$10,942
Oil (\$1.00 per gal)	13,360 per year	7,885
Gas (\$0.375/CCF)	7,003 per year	1,528
Geothermal	5,475 per year	



G. Summary of Innovation Grant Achievements

In 1983, local models that demonstrate public and private commitments to providing close-to-home recreation opportunities and improving the efficiency of recreation management became increasingly valuable. Because of reductions in Federal domestic grants, as well as State and local resources, new approaches to improvement and maintenance of responsive recreation programs are a critical need. Successful Urban Park and Recreation Recovery program Innovation grants have contributed significantly to the establishment of such approaches.

The completion of almost all of the early Innovation grants, accompanied by local commitments to continue the successful aspects of the programs initiated with Federal Funds, has given continuing emphasis to the resourcefulness of citizens and local recreation departments. Supplemental Innovation grants awarded in 1982 are heavily oriented toward more self-sufficient recreation management, involving a variety of creative approaches for greater involvement of citizens in park operation and maintenance, tapping of private sector funding and management resources, and systematic improvements in the delivery of recreation services.

UPARR assistance efforts in 1984 will be heavily oriented to providing exchanges of technical information to all interested localities on the methods and results of successful Innovation and planning approaches.

CHAPTER VI

CONCLUSIONS

A. Major Impacts and Program Effects

About 500 cities and urban counties have participated in the Urban Park and Recreation Recovery (UPARR) Program since its administrative inception in July 1979. To date, 350 local jurisdictions in 43 States, the District of Columbia and Puerto Rico have received over 800 UPARR grants and remain active in the program. More than 300 of these jurisdictions have completed UPARR Recovery Action Plans that have been approved by the National Park Service. At least 200 of the communities with approved plans are engaged in continuing recovery planning which emphasizes improved efficiency in operation and management of recreation programs and increased responsiveness of public recreation services to changing needs of local areas.

Although it is still too early to project the ultimate impacts of the program on urban recreation systems, direct and indirect effects of the program to date can be measured in several areas.

1. Direct Impacts on Community and Neighborhood Recreation Opportunities

As of November 1983, 376 Rehabilitation and 110 Innovation grants had been awarded. These grants supported renovation, redesign or other improvements for over 85 individual types of programs, ranging from swimming pools, to community parks and playfields; and from special service programs for youth, the handicapped and the elderly to improvements in park maintenance and operations. Appendix B., Table III contains a State-by-State summary of grants awarded under the program.

These projects provide immediate recreation benefits to the recipient communities by restoration of closed or badly deteriorated facilities, redesign or expansion of outdated parks, and increases in access to park and recreation opportunities. Appendix B., Table IV (100 Top SMSAs) also shows that a majority of the most populous urban areas, as intended by the program, have received UPARR grants.

Project outcomes were largely positive and support the general goals and objectives of the UPARR legislation. Frequently reported positive outcomes were facilities returned to full use; more efficient use of space; new programs and programming increases; increased numbers and variety of people using facilities; better feelings about recreation sites; reductions in vandalism; resources to continue projects post-UPARR; and greater awareness of local recreation needs. Few negative outcomes were found.*

Program priorities were positively associated with project outcomes. Based on a rank order of program priorities, about half of all the projects attained a level of success equal to at least 50 percent of the level attainable if a project exhibited all possible outcomes.*

* Blackstone Evaluation.

2. Systematic Planning

In 1978 many park master plans (capital investment) for large, medium and small cities were badly out-of date. Also, at that time, very few urban areas were doing any planning for systematic management and operation of their recreation systems. The UPARR planning requirements were designed to address these deficiencies. The Recovery Action Plans required by the program have now been completed by over 300 localities, including most of the nation's central cities and many smaller communities.

Because recreation management and service planning was more of an innovation for most communities, planning impacts in these areas are less widespread. Program managers estimate that at least one-half of all participating cities have made significant changes in financing, interagency coordination, personnel management, daily work organization (e.g., maintenance programs) or cooperation with private non-profit service providers as a result of their UPARR planning. Since 1981, the UPARR program has continued to award small second generation planning grants to upgrade initial plans, with emphasis on these management and service aspects.

Other approaches implemented in cities across the country include public-private partnership arrangements to share the workload of recreation operations with volunteer and non-profit user groups; improved coordination of planning information among various public and private recreation agencies; studies leading to institution of more equitable fees to recover from users a larger share of the cost of more expensive recreation services; various surveys and analyses to improve programs for specific user groups, reduce vandalism and crime in parks or otherwise increase citizen involvement in design and management of local recreation systems.

3. Demonstration of New Approaches

More than 100 Innovation grants have provided national, regional and community-wide models of programs for special population groups such as the elderly and handicapped; adaptive conversion to recreation use of non-recreation facilities such as firehouses, schools, and commercial buildings; more cost-effective program management through improved coordination; contracts with non-profit groups or use of volunteers; and improving the responsiveness and safety of parks through voluntary neighborhood involvement in facility design, development and operation.

Outstanding examples of such demonstrations include: Oakland, California's Open Boating program which introduces seriously-handicapped residents to sailboating and other challenging water sports; Revere, Massachusetts' Senior Citizens Maintenance Corps which recruited, and now supports at local expense, retired residents as maintainers and guardians of small neighborhood parks; and Baltimore's Inner-Block program which is one of several national examples of successful small park management by neighborhood-based non-profit groups.

4. Community Support for Recreation

In many communities participating in the UPARR program, systematic planning efforts, development and implementation of grant projects, and demonstrations of public responsiveness to previously unmet recreation needs have resulted in substantial, if not always measurable, increases in community recognition of and support for recreation programs. The efforts of such increased community support include: passage of new parks bond issues in Austin, Texas; St. Joseph, Missouri and other communities; increased coordination among public and private agencies in cities like Albuquerque, Chicago, New Orleans and Portsmouth, Virginia; or major private sector support for specific recreation programs in Hartford, Connecticut; Washington, D.C.; Wilmington, North Carolina; Portland, Oregon; and Los Angeles County, California.

5. Financial Leveraging

To date, UPARR grants have directly stimulated over \$7 million in State matching investments and at least as much in private donations of money, labor, facility access and supplies for specific projects. Indirect leveraging of donations (e.g. from continuing community "adopt-a-park" efforts and future donations to revitalized systems) will be considerably greater in the long-term but cannot be quantified at this time. For Innovation grants alone, approximately \$1,122,000 is known to have been donated by private foundations, corporations, individuals, and non-profit agencies.

B. Prospects for Future Uses of the Recovery Action Program

Stimulating local commitment to systemic, on-going improvement in parks and recreation has remained UPARR's major goal. The organizing element in this process has been the Recovery Action Program (RAP).

In most communities, UPARR can take credit for initiating this process, and for upgrading its quality and impact in cities where the process had already been adopted.

As evidenced by the high percentage of approved RAPs and the favorable comments about its benefits, the RAP has served its immediate purposes. A majority of jurisdictions had no such action program or plan prior to UPARR, and have reported multiple uses of the RAP, particularly as a management tool. Although preparing a RAP involved considerable time and effort for many jurisdictions, it did not deter communities from participating in the program.

The benefits of the RAP are best described in terms of its quality of fact finding. Following a sometimes begrudging acceptance of the RAP, many grantees were surprised to learn of its unexpected usefulness. Among the chief uses of a RAP are the generation and dissemination of information, a baseline against which to measure progress, enhancement of decision-making, and other management functions. The RAP is also perceived

to have heightened local visibility of parks and recreation, improved contact between agencies, and gained political advantage for park and recreation interests. Its benefits are multiple and diffuse, affecting agency outlook and management in general.

Yet, it remains to be seen in the next few years whether or not the RAPs will have a continuing influence on the ability of communities to or expand park and recreation opportunities. Not all of these communities have recognized the potential uses of the RAP; moreover, many have demonstrated an inability to perceive the RAP as anything more than a capital improvement plan, and fail to recognize it as a tool which can help them cope more effectively with existing constraints. Many other communities need continued support to develop greater use of the RAP.

In the UPARR legislation, the RAP is presented as the central tool for achieving the primary goal of recreation system recovery. Program managers view this link as vital but recommend that the process be reexamined and its directions be refocused.

Retention of the RAP concept is important as the framework for systemic improvement of local recreation opportunities. Whatever weaknesses may be inherent in individual RAPs, the plan serves as a rallying point for those communities previously without a master plan, and provides a useful instrument for self-examination and priority action. The RAP represents an important start toward recovery for many communities, and those collective gains on the national scene ought not be lost. Moreover, the RAP exists as a national uniform model for discussion and shared experience in dealing with similar problems.

The RAP, however, is not an end in itself. It is useful for its original intent only insofar as it directs attention and resources toward system change. Planning, as represented by the RAP, is only a means to the goal of change. One problem is that RAPs are now viewed by some communities as completed 'documents'-- static entities, now approved, which may be shelved and referenced on occasion. The National Park Service has continued to emphasize the use of the RAP as an instrument of change. The goal of recovery, including continued operation of UPARR projects and a heightened level of self-sufficiency, can sometimes be achieved only through a reformed or redirected local process. However helpful the Federal funding of specific projects may be to local jurisdictions in the short-run, the level of Federal assistance can never be sufficient to perform all that is needed.

To reassert the link between the RAP and system recovery, UPARR has insisted that RAPs and RAP updates sufficiently address network building, and management issues. It has also encouraged each individual project to reflect, in microcosm, the processes of systematic analysis and response embodied in the RAP.

C. Self-Sufficiency and Private Sector Involvement

With limited resources and the large tasks confronting them, most urban recreation agencies are in a poor position to achieve self-sufficiency under current fiscal conditions. They need all the help that they can garner.

Most agencies have not sufficiently expanded their constituency and the base of community support which has proven so beneficial in the most successful systems. In competition for scarce resources and public attention, recreation has frequently been the weak sister among community services. If this is to change (and it must if the goals of system recovery and self-sufficiency are to be reached), recreation agencies cannot continue to stand alone. The furtherance of recreation goals depends on an aggressive voice for recreation, and it must be heard at all levels. This will not be accomplished unless networks are consciously sought to mobilize resources. Network building must develop both horizontally and vertically to include local, State, regional, and national dimensions.

Suggestions for network building at the local level, the level most pertinent to this report, would be outgrowths of a refocused RAP. First, as the instrument for system change, the RAP should delineate how the locality will bring about a broader recreation constituency, either through expansion of existing ties, or additional new categories. Such proposals should include statements on how recreation can better engage the political process, as well as cooperation of the private sector.

Secondly, additional projects launched from the priority agenda of a RAP should be accompanied by specific provisions for how that project itself will build its own constituency and thus contribute toward the larger goal. The potential building blocks of community-wide constituencies can emerge from the nature of specific projects in improving close-to-home recreation opportunities. For example, even the more or less routine renovation of a neighborhood playground could include as one of its objectives, the greater participation of local residents and users in supporting community recreation in local politics. To renovate the physical aspects of the playground without using the opportunity to change the social and political context within which such action (and more of it) takes place is recreation's loss.

Such constituency building with individual projects has implications for how projects would receive grant assistance. Not only should funding of rehabilitation projects be contingent on constituency building for the project, but reference in how to build a constituency should be developed through Rehabilitation project grants.

Furthermore, innovative techniques and strategies for constituency building in themselves should be the object of funding at not only the local level, but at State, regional, and national levels as well. In this respect, local recreation providers should look, not just to the Federal government, but to all public and private funding sources at the local, State, and regional levels. In addition, communities must actively encourage

participation of community, non-profit organizations which offer special expertise in constituency building, as well as private groups which provide direct recreation opportunities through non-profit facilities and service programs.

The Role of Private Enterprise

Private enterprise must have a broader involvement in public recreation if systemic change and recovery are to be attained. Commercial recreation alone is an enormous industry, attracting millions of citizens. Its leadership has been aggressive and imaginative. UPARR should address issues of how both commercial recreation and other business enterprises can become active participants in achieving various goals unidentified by local RAPS. This means that needs and functions would be identified, accompanied by the definition of appropriate roles for private interests.

Among the areas in which the resources of private enterprise should be recruited are policy planning (both project specific and system wide), outright financial donations and grants, in-kind resources, service coordination, and political clout. The first and last of these elements, policy planning and political clout, have been largely ignored and untapped.

To move in the direction of an expanded role for private enterprise may require some adjustments in existing relationships, mutual perceptions, and attitudes regarding attainment of the goals. Most important to these is a commitment to reduce the relative insularity in which public recreation and UPARR now generally operate. Providers of public recreation must recognize that an expanded role for private enterprise can ease present burdens and open up new options for expanding public recreational opportunities and achieving greater system self-sufficiency. Recreation professionals should exploit the expertise offered by private enterprise for developing self-sufficiency.

In turn, private enterprise must recognize that they can do well by doing good. New definitions of work and leisure, together with structural changes in other social institutions, have propelled recreation into a prominent position in American society. The pursuit of recreation and physical fitness interests has generated billions of dollars for business, affecting nearly every segment of private enterprise. Involvement in public recreation, particularly the local system, is a good investment for business. Increasingly so, public recreation is an important community amenity and an indicator of the quality of life in a community.

D. The UPARR Program in Retrospect

It is impossible to measure accurately where localities would be now if funding for the UPARR program had continued at or near originally proposed levels (refer back to Chapter I, Table 1.3). Cutbacks in other Federal programs and the effects of the economic recession on State and local programs complicate the picture. However, it is possible to interpret some events in the cyclical history of UPARR funding.

Fiscal 1980 was the first full year of participation for localities under the UPARR Program. Most communities were well along in their initial planning efforts, many had received one or more grants, but few had actually begun to implement their new commitments to revitalized park and recreation programs. The prospect of curtailed funding from 1981 on, was probably a major factor in loss of interest by at least 50 communities who were in the early stages of planning but had not yet received a project grant.

It is significant that more than three-fourths of the original participants continued with their planning and implementation efforts despite funding reductions in 1981 and 1982, but there is solid evidence that expected accomplishments were delayed in many of these communities as a result of Federal, State and local program cutbacks. In addition, some 15-20 communities committed themselves to UPARR planning efforts for the first time during this same period, in apparent recognition of the appropriateness of such management-oriented planning in a period of reduced fiscal resources. However, by 1983, a majority of cities in the top 100 SMSAs (Appendix B., Table IV) have completed RAP plans and received at least one UPARR grant.

During 1984, the UPARR Program will continue to administer and close-out over 800 grants awarded since 1979, and a fiscal year 1984 appropriation of \$6.7 million will be obligated, as stipulated by Congress -- "for the priority list of projects identified from the response to the Jobs Bill" (1983, P.L. 98-8). The projected end-of-fiscal-1984 completion rate on all UPARR grants awarded to date is 75%.

APPENDICES

- A. Rehabilitation and Innovation Selection Criteria
- B. Table I - Status of Innovation Proposals
 - Table II - Innovation Grants by Most Exemplary Demonstration Technique
 - Table III - Number of UPARR Grants by State
 - Table IV - UPARR Program Funding within the Top 100 SMSAs of 1980
- C. Pie Charts - UPARR Grants - Funding by Grant Type; Number of Grants by Type
- D. Blackstone Evaluation Design - Summary
- E. UPARR Rehabilitation Grants - State, Dollar Amount, Year Funded
- F. UPARR Act of 1978

Rehabilitation and Innovation Selection Criteria

Each of the following criteria should be addressed separately and numbered in the same order in a preapplication as they appear below. Statements should be succinct but specifically documented to give reviewers all the information necessary to score the proposal. Each criterion must be addressed and each statement must relate specifically to the proposal being submitted.

No proposal is expected to do well on every criterion, but each must be addressed. The following sections outline selection criteria for both rehabilitation and innovation grants, and identify those elements necessary to receive full scores. Sufficient documentation must be provided to substantiate claims made in the narrative. Too much documentation is better than too little.

Rehabilitation Grant Selection Criteria. Rehabilitation grant requests must address the following criteria. If the proposal submitted is a multiple site/facility rehabilitation proposal, project by project or site by site responses must be made for criteria 2, 3, 4, 5, 6, 7, and 9. The remaining selection criteria 1, 8, and 10, need be addressed only once but must cover the entire proposal.

- 1) UPARR investment per capita. Higher priority will be given to proposals with lower costs per capita. Population figures for this per capita cost should be those given in 1976 Bureau of the Census estimates for the applicant jurisdiction. The dollar figure should be 70 per cent of the total proposal cost plus the total UPARR rehabilitation or innovation grant funds awarded to the jurisdiction during the fiscal year in which the proposal is submitted. (The 70 per cent figure should be used even if the federal UPARR match is higher than 70 per cent due to a state incentive. A federal fiscal year runs from October 1 to September 30. Example:

Round 1 - Center City, 1976 Census population estimate 53,162, receives a rehabilitation grant offer of . . . \$100,000

70 percent UPARR match equals 70,000

cost/capita = $\frac{\$70,000}{53,162}$ or \$1.32

Round 2 - Center City receives rehabilitation grant offer of \$230,000

70 percent UPARR match equals 161,000

cost/capita = $\frac{\$70,000 + \$161,000}{53,162}$ or \$4.35

* Reproduced from Urban Park and Recreation Recovery Program Innovation and Rehabilitation Grants Preapplication Handbook. U.S. Department of the Interior, National Park Service, Revised, November 1980. The criteria listed were subject to different and varying weighted values for scoring purposes from grant round to grant round between 1979 and 1983. Changes made in weighted values reflected the maturity of the program and strategies in response to the variance in annual appropriations and administration policy directions.

2) Provision of neighborhood recreation needs. Higher priority will be given to proposals serving neighborhood needs, lower priority to those serving area or jurisdiction-wide needs. A proposal will be considered:

- a) neighborhood oriented, if it is within walking distance of the majority of the population served;
- b) neighborhood/community oriented, if it is within walking or biking distance, or is readily accessible by public transit;
- c) jurisdictionally oriented, if it is intended to serve the entire community;
- d) regionally oriented, if it draws people from outside the community.

NOTE: County projects must be justified in terms of direct service to identifiable urban neighborhoods, and there must be evidence of cooperation between a county and its major city. County proposals that do not serve close-to-home recreation needs of urban neighborhoods will not be competitive.

3) Condition of existing recreation properties to be rehabilitated. Higher priority will be given to proposals in which sites or facilities:

- a) are closed or in danger of being closed due to age of facility, safety, health, code violation, overuse, etc.;
- b) are essential to maintenance of existing high priority recreation services;
- c) provide outstanding demonstration of resource, service and effectiveness, including energy conservation.

4) Improvement in the quality and quantity of recreation services as a result of rehabilitation. Higher priority will be given to proposals which:

- a) significantly increase the type, variety or quality of recreation opportunities provided by the system;
- b) will positively affect other recreation areas, facilities or services provided throughout the system, both public and private;
- c) significantly increase the number of people served by the system (10 percent or more increase).

5) Improvement of recreation service to minority and low to moderate income residents, special populations and distressed neighborhoods. Higher priority will be given to proposals that improve service to:

- a) significant minority populations;
- b) low and moderate income residents;
- c) neighborhood strategy areas;
- d) special populations, such as handicapped, elderly, youth.

NOTE: If neither the proposal nor the Recovery Action Program provide for minority populations the proposal will not be in compliance with Title VI regulations and cannot be certified.

6) Proposal's consistency with local government objectives and priorities for overall community revitalization. Higher priority will be given to proposals which:

- a) will implement an identified portion of overall community and neighborhood revitalization plans (such as housing, transportation, employment), coordination within and between jurisdictional and/or regional and state agencies is encouraged;
- b) are identified and supported by local citizens, public officials, or community agencies or groups;
- c) address and seek to implement specific high-priority needs identified in the Recovery Action Program and other official local recreation or community service plans.

7) Neighborhood employment opportunities created. Higher priority will be given to proposals which:

- a) assure that a high number and/or percent of new job opportunities created through the proposal will go to neighborhood unemployed or underemployed youth, minorities, or low income residents;
- b) provide evidence of statutes or policies of affirmative action hiring which will be followed in any employment generated by the UPARR grant.

8) State participation in the proposal, includes financial and technical assistance. Higher priority will be given to proposals from jurisdictions in states which:

- a) have a signed agreement with NPS regarding UPARR participation;

- b. provide a full 15 percent match for grant;
 - c. provide technical assistance to local governments in UPARR recreation planning, proposal design, implementation, or operation and maintenance of rehabilitated site/facilities;
 - d. are responsive to urban needs in other State recreation programs (such as regular apportionment of LWCF to urban areas).
9. Private sector participation in the proposal, including contributions of financial assistance. (Private sector includes both for-profit and nonprofit agencies and organizations.) Higher priority will be given to proposals in which the private sector provides:
- a. all required local matching funds (cash or in-kind contributions);
 - b. project planning assistance;
 - c. all operation and maintenance for sites/facilities improved through the proposal (through volunteer or other donated services or funding);
 - d. "sweat equity" in rehabilitation efforts.
10. Jurisdiction's commitment to implementing its overall Recovery Action Program. Higher priority will be given to proposals in which:
- a. the jurisdiction has made significant progress in pursuing the implementation strategies in its Recovery Action Program;
 - b. citizen participation and overall community support for recreation is expressed and reflected in the Recovery Action Program and in implementation actions;
 - c. planning is a cooperative community agency effort, with adequate funding available.

Innovation Grant Selection Criteria

If the proposal is an innovation grant request, the selection criteria for innovation grants must be addressed. Ranking of innovation proposals for the adaptive reuse of non-recreation areas or structures, through rehabilitation for recreation must also address rehabilitation selection criteria, particularly the criteria covering federal investment per person served and the degree to which the proposal would serve close to home recreation needs. The following criteria will be used to evaluate and rank innovation proposals:

- 1) The degree to which the proposal provides a new, unique or more effective means of delivering a recreation service that can serve as a model for other communities. Higher priority will be given to proposals which:
 - a) outline new ideas with national implications;
 - b) have demonstration value and can be applied to improve the delivery of recreation service.

- 2) The degree of citizen involvement in proposal conceptualization and implementation. Higher priority will be given to proposals in which:
 - a) the idea came from the neighborhood, community, or from private agencies and organizations that have an established knowledge of the area and its people (such as ethnic, cultural, historic, block, social service groups);
 - b) the private sector (individual citizens, community groups, local business enterprises) has participated in proposal development and made commitments to aid implementation.

- 3) The degree to which the proposal may lead to a positive, systematic change in how park and recreation services are provided. Extent to which the proposal creates opportunities for new partnerships between the people affected, private interests within the community, and public agencies. Higher priority will be given to proposals which:
 - a) lead to a major positive change in the provision of recreation services;
 - b) create new partnerships between citizens, public agencies, and private interests, such as mayor's office, recreation department, board of education, planning department, social services agencies, neighborhood development councils.

- 4) Degree of commitment of community and proposal participants to continue long term program objectives, including commitments to continue funding after the requested federal grant money is no longer available. Extent of private resources committed to providing funds or in-kind services for continuing operation and maintenance of projects. Higher priority will be given to proposals in which:
- a) community and proposal participants have made a formal commitment to continue full funding;
 - b) the private sector (business and industry) is committed to continue funding of operation and maintenance.
- 5) The degree to which proposal managers use the federal funds to leverage greater public or private investments (in the form of services and materials, as well as dollars). Higher priority will be given to proposals in which the leveraging of public and private investments is guaranteed and such guarantees are documented. Lower priority will be given to proposals in which the leveraging aspects are in the planning stages.
- 6) Degree to which the proposal provides potential coordination with other community, state and federal programs of community development and those providing recreation to the target population (such as public and private nonprofit programs, education programs, CETA for employment, HUD programs). Higher priority will be given to proposals in which a definite plan for coordination with two or more other programs are outlined and guaranteed.
- 7) The degree to which the proposal improves the quality and quantity of recreation services as a result of the innovation project. This criterion relates to the effect the proposal will have on the entire jurisdiction, not just the neighborhood served. Higher priority will be given to proposals which:
- a) significantly increase the number of people served by the project;
 - b) significantly increase the type, variety, or quality of recreation opportunity provided by the project;
 - c) comply with an ongoing plan for the project neighborhood.

- 8) The degree to which the proposal ties in with goals, priorities and implementation strategies expressed in the local park and recreation Recovery Action Program. Higher priority will be given to the jurisdictions which have:
- a) completed a Recovery Action Program;
 - b) made significant progress in implementing the Recovery Action Program;
 - c) demonstrated in the Recovery Action Program that there is citizen and community support for recreation;
 - d) demonstrated that planning is well-funded and well integrated.
- 9) The degree to which the proposal leads to a transfer of a recreation role traditionally performed by a public entity, to quasi-public or private nonprofit interests. Higher priority will be given to proposals which will result in a complete transfer of a recreation role from a public entity to a quasi-public or private nonprofit entity. This means the degree to which the private sector can take full responsibility, supplement, or fill the gaps in public recreation services, management or operation, either through transfers of techniques or methods that may prove to be more effective under the private sector. Such transfers should in no way alter the ability of public agencies to continue to provide and/or monitor good quality recreation facilities and services.
- 10) The degree to which a proposal benefits disadvantaged community populations and/or those areas within a distressed community which have the greatest recreation deficiencies. Higher priority will be given to proposals that improve service to:
- a) significant minority populations;
 - b) low and moderate income residents;
 - c) neighborhood strategy areas;
 - d) special populations, such as handicapped, elderly, youth.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval		Project Substantially Completed	Program/Facilities Underway
			Grant	Completed		
Allegheny Co., PA	104,300	Adaptive reuse in the Talbot Towers public housing complex for a community recreation center.	2/18/81		C	Construction completed Summer '83. Programs being coordinated w/ Boys Club. Residents very pleased with results.
Allegheny Co., PA	227,500	Community & private sector development of programs at riverfront park.	4/22/83			Nonprofit corporation established & coordinator hired. Citizens identified for advisory committee.
Baltimore, MD	359,346	Harlem Park inner-block management and design.	11/6/80		C	Management groups set up, trust established, park self-maintenance underway.
Baltimore, MD	122,119	Private sector involvement fundraising, Chip-In Program.	12/3/82		C	Four concession operations underway at recreation centers generating revenue.
Bellingham, WA	599,200	Conversion of former sewage treatment plant into an environmental education center.	3/28/80		C	Fish ladder, spawning tanks, landscaping complete. Programs are in progress.
Bellingham, WA	124,168	Self-sustaining programs for Maritime Heritage Center.	10/29/82			Organization & training package for volunteers completed. Fundraising delays due to competing programs, but limited campaign has begun.
Berkeley, CA	43,650	In-service training of recreation personnel for mainstreaming the disabled.	7/7/81		C	Successful workshops & Training Manual complete. Video tape of training program presented around CA. San Francisco foundation will help funding continue.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Berkeley, CA	170,000	Handicapped programs & energy saving fiscal technique at school pools.	11/3/82		Activity program for handicapped pool use being developed. Bids in progress. Pool rehab to be completed in 1984.
Bernalillo Co., NM	7,000	Develop and broadcast recreation/educational	3/5/80	C	Five video films completed. Being telecast & monitored. Increase in recreation awareness and activities very apparent.
Bernalillo Co., NM	189,000	School conversion to community center.	2/6/81	C	New center completed. Programs underway and very successful.
Bernalillo Co., NM	29,728	Volunteerism, community involvement, program management at Los Padillos center.	3/22/83		Hired a coordinator & begun volunteer program. Meeting with sub-groups & agencies.
Boston, MA	17,500	Mozart Playground neighborhood-based management process.	4/3/80	C	Fully operational three summers. Playground activities and park maintenance highly successful.
Boston, MA	536,147	Community management of parks. Boston Partners.	11/30/82		Program plans in progress.
Brockton, MA	288,356	Community recreation center for the Roosevelt Heights Public Housing Development.	7/8/81	C	Y programs underway. Center construction completed. Outreach very successful.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Brockton, MA	68,855	Coordinated programs for Walnut Turner neighborhood.	11/24/82	C	Youth programs started Spring 1983. Residents renovated Off-Street Park Summer 1983. Teen/parent councils estab.
Cambridge, MA	71,400	Recreation Environmental Precinct - street design to minimize traffic and allow play activities.	4/3/80	C	Project completed at Rindge Field-Pemberton St. site. Dedicated Summer 1983.
*Charleston, WV	134,095	Charleston Public Housing Authority Anti-crime program recreation activities for Orchard Manor.	10/29/80	C	Very successful programming during Summer 1981-82-83. Vans used, teams organized, excellent community support and activity awareness.
Chicago, IL	975,300	Broadway Armory adaptive reuse Phase I, and Jackson Park recreation programming.	8/19/80	C	Jackson Park programming complete & very successful. Armory Phase I renovation complete.
Chicago, IL	850,000	Broadway Armory adaptive reuse Phase II.	11/13/80		Contract awarded on interior work & proceeding. Neighborhood groups monitoring progress.
Chicago, IL	448,000	Community involvement in Broadway Armory programs.	1/11/83		Meetings & discussions on implementation proceeding on schedule. Training for recreation academy started.

*Discretionary jurisdictions

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of		Program/ Facilities Underway
			Grant Approval	Project Substantially Completed	
El Paso, TX	94,080	Computerized management system for Park and Recreation Department.	5/8/80	C	Computer equipment installed & operating management programs for rec. dept.
Elizabeth, NJ	102,850	Arabella-Miller Plaza design for defensible space.	10/31/80	C	Construction complete. Activities held during 1982-83.
Elizabeth, NJ	97,055	Elderly programs at housing sites & access to centers.	3/25/83		Program planning in progress.
Evansville, IN	264,004	Park Alert safety and anti-vandalism program.	11/17/80	C	Park patrols & neighborhood watch groups operational. Jr. Ranger program instituted in schools. Much vandalism prevented at parks and events.
Evansville, IN	124,670	Community maintenance & management of parks.	3/31/83		Neighborhood groups organized & maintenance equipment purchased. Nine groups involved.
Gulfport, MS	126,216	Adaptive reuse of former Handsboro school site for a neighborhood center.	7/9/81		Construction completed. Director hired. Programs being scheduled.
Gulfport, MS	63,000	Sweat-equity community involvement and private sector challenge.	11/1/82		Citizens being encouraged to participate. Day camp established; painting done by volunteers, baseball field improved.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/ Facilities Underway
Hartford, CT	54,324	Recreation bank to borrow equipment and supplies for neighborhood activities.	11/17/80	C	3 Bank branches in operation & very successful. Project completed & continuing with private sector support.
Hartford, CT	234,658	Leisure Match system for coordinated program development.	11/30/82		City & Univ. of MA entered into contract to design system.
Holyoke, MA	42,805	Citizen participation & recreation programs through community organizations.	7/8/81	C	Programs fully underway. Volunteer efforts very successful.
Indianapolis, IN	73,500	Computerized management system for park and recreation functions, and handbook.	4/11/80	C	Workbook on management software and system handbook completed. System being tested.
Jackson, MI	75,600	Programming and scheduled access to existing park. City and county coordination.	2/17/81	C	Clean-up and construction completed. Full programming scheduled for 1983.
Jackson, MI	128,877	Cooperative programming at Ella Sharp Park.	3/30/83		Program startup w/ museum underway. Consultant selected for construction.
Jersey City, NJ	277,500	Reuse of abandoned coal bunker for new Boys' Club and community center.	3/25/80		Construction started. Proceeding on schedule.
Jersey City, NJ	104,031	Youth circus and coordinated programs.	12/9/82		Program initiated in refinished section of coal bunker.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
*Kingston, PA	647,500	Geothermal energy use for indoor recreation center.	3/24/80	C	Center completed in 1981. Full programs continuing. Cost efficiencies starting to occur.
*Lincoln Heights, OH	185,500	Reuse of abandoned school and rehabilitation of community center for new recreation complex.	7/31/80	C	Renovation completed. Full program scheduled for 1983.
Lompoc, CA	115,500	Reuse of old City Hall for community recreation center and social services offices.	4/18/80	C	Renovation completed. Center in full operation. Coordination and self-sufficient programs successful.
Lompoc, CA	53,886	Teen self-sufficient recreation program.	3/23/83	C	Equipment purchased. 100 teens involved in productions. Cable TV group providing assistance.
Los Angeles Co., CA	138,404	Tool library and park construction coordination for neighborhood self-help improvements for parks.	11/13/80	C	Successful park maintenance and volunteer projects saving County thousands \$.
Los Angeles Co., CA	220,500	Volunteer Maintenance Corps expansion into County.	11/3/82	C	Numerous projects completed. Students & 3 coordinators implementing program. Good community involvement.
*Discretionary jurisdictions					

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/ Facilities Underway
Louisville, KY	7,000	Seed money to establish Friends of Our Park Foundation.	4/19/80	C	Project changed to cable TV broadcasts for park promotion through foundation. Broadcast started during 1982 & programs successful.
Louisville, KY	10,000	Muppet shows and public relations campaign for park and recreation awareness program.	10/23/80	C	Very successful public awareness presentation during 1981 & 82. Good response from residents
Louisville, KY	17,500	A theater arts program involving neighborhood workshops, auditions and apprenticeships.	2/18/81	C	Community auditions & workshops successful. Productions went on schedule. Funds raised and donations are continuing the program.
Louisville, KY	93,273	Olmsted Park awareness and Boone Park community management.	9/21/82	C	Olmsted awareness phase complete. Boone Park 60% complete.
Manchester, NH	163,333	Adapt a donated vacant lot for neighborhood park.	7/8/81	C	Youth crews very successful in completing park construction programs and events started.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Miami, FL	158,250	Access, activities, and public awareness for recreation services.	4/18/80	C	Program in full operation w/ 2 vans. Newsletters published. Film & presentations completed. Served many seniors & handicapped.
Miami, FL	88,334	Adapted outdoor recreation experiences for the handicapped and elderly.	11/3/82	C	Sailing & boating programs completed. Joint training program started w/NPS. Over 200 participants served.
Mohawk, NY	321,379	Reuse of abandoned National Guard Armory for indoor community recreation center.	3/2/80	C	Completed renovation. Programming started in October 1981 and very successful through 1982-83.
Mohawk, NY	196,936	Elderly/handicapped programs at armory center.	3/11/83		User study completed & programs started.
New Brunswick, NJ	170,000	Comprehensive park facilities for handicapped and senior citizens in existing city park.	3/27/80	C	Construction complete. Full programming started Fall 1982.
New Haven, CT	95,740	Horticultural recreation program with a do-it-yourself plant-a-block component.	10/6/81	C	Full operation self-supporting. Program to be continued by city.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of		Project Substantially Completed	Program/Facilities Underway
			Grant Approval	Completed		
New Haven, CT	206,875	Urban waterfront and community access programs.	12/1/82	C	Extensive programming & public involvement underway. Neighborhood is funding ranger salary.	
New Rochelle, NY	76,806	City-fit program geared to senior citizen health maintenance.	1/29/81	C	Program fully operational. Reached many seniors in 1982.	
New Rochelle, NY	192,076	REACH for Fitness program and educational awareness.	10/20/82		Program planning in progress.	
New York, NY	669,800	Upgrading and replacement of mobile recreation fleet with new units and programs for neighborhood recreation access.	3/26/80	C	Fleet completed and heavily used during 1981 and 82. New units and equipment very popular.	
New York, NY	675,265	Environmental extension Corps for community and neighborhood park services.	11/4/80	C	40 Rangers led programs in 1981, reaching many neighborhoods & special populations.	
New York, NY	550,000	Crotona Park Urban Ranger outreach.	9/30/82	C	Program very successful. Concept to be expanded to other parks.	
Oakland, CA	346,288	Boating and water safety for handicapped and elderly. Film for national demonstration.	11/17/80	C	Successful classes held 3 Summers. Film & handbook completed & generating income for more programs.	

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Oakland, CA	19,600	Computerized leisure referral system.	7/7/81	C	System in full operation and agency programs coordinated. Publicity good. Program to continue beyond UPARR funding.
Oakland, CA	220,510	Lake Merritt Program expansion for special populations.	11/3/82		Coordinator hired. Plans for info center & fishing facilities complete.
Oxnard, CA	30,309	Pass-through to PHA for HUD Anti-crime recreation programs, Del Sol Park.	7/1/81	C	Youth Council and programs very successful.
Oxnard, CA	158,517	Youth Advisory Council program expansion idea to other city locations.	2/24/83		In initial stages of program development.
*Pascagoula, MS	74,000	Playground in new park as a demonstration to mainstream handicapped children.	2/25/80	C	Playground completed in May 1981. Full handicapped programming very successful during 1982. Promotional brochure completed.
*Pascagoula, MS	98,000	Urban Footpath program for elderly and handicapped.	11/1/82		Design for footpath completed.
*Discretionary jurisdictions					

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Paterson, NJ	11,000	Carroll Street Tire playground and community participation.	11/13/80	C	Playground completed with resident participation Oct. 1982. In full use.
Paterson, NJ	178,825	Neighborhood recreation council park management.	11/30/82		Program plans in progress.
Perth Amboy, NJ	168,000	Community center and activities for public housing authority reuse of Gelber Apartments.	10/29/80	C	Center completed and program coordination and outreach successful.
Perth Amboy, NJ	176,255	Program outreach and access for special populations at Raritan Bay YMCA.	11/10/82		Increased programming offered. Participation increasing. Heavy use of vans for access.
Portland, OR	630,000	School reuse for community center with neighborhood participation.	12/30/80	C	Renovation completed. Programming and leasing of center very successful.
Portland, OR	450,000	Reuse of historic fire-house with new recreation program leasing technique.	2/17/81	C	Renovation completed. Programs & rental of space started. Center is successfully marketing classes. Staff has produced video tape about facility to use in soliciting funding & to promote programs.

*Discretionary jurisdictions

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Portland, OR	220,500	Public/private partnerships for park management; Delta Park & Leach Gardens.	12/10/82		Leach Gardens completed, fundraising started & attracting large donations. Delta Park planning started.
Portsmouth, VA	37,800	Education and training program for citizens involved with recreation volunteer assistance.	4/2/80	C	Guides and training materials complete. Training sessions scheduled during 1982 very successful.
Portsmouth, VA	142,375	Initiatives to develop self-sustaining programs.	12/21/82		Program initiatives in progress.
Revere, MA	87,385	Senior citizen maintenance corps for parks.	10/31/80	C	Fully operational & very successful. Cost & senior health benefits apparent.
Revere, MA	125,950	Neighborhood park coalitions and youth maintenance crews.	11/19/82		Coalitions formed & project is in progress.
St. Louis, MO	420,000	Senior citizen and youth activity center for Tower Grove Park.	11/10/80	C	Center dedicated Fall 1982. Programs started & very successful.
St. Louis, MO	211,503	Elderly/handicapped programs & access at recreation centers.	3/21/83		In initial stages of program planning.
St. Paul, MN	618,884	Earth-sheltered energy-efficient community recreation center.	11/17/80	C	Building completed Fall 1982. Programs started. Evaluation of energy efficiency during 1983.

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APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
St. Paul, MN	42,000	Handicapped programming and staff training on disability awareness. Lewis Park Apts.	7/10/81	C	Programs and workshops fully underway. Arts and Recreation Committee formed.
St. Paul, MN	122,125	Training & management to develop volunteer programs.	3/30/83		In initial stages of program development.
San Francisco, CA	68,464	Recreation and social service outreach program for Tenderloin District.	4/15/80	C	Very successful adult & youth programs underway. Program being continued by city.
San Francisco, CA	1,100,000	Warehouse converted into Mission district recreation center.	11/24/80	C	Construction complete. Dedication held Oct. 1983. Programs underway.
San Francisco, CA	201,567	South of Market & Tenderloin area program expansion.	4/11/83		In initial stages of program planning.
Savannah, GA	13,475	Staff to negotiate joint use of city, school and private indoor recreation facilities.	2/12/80	C	Feasibility plan completed & sites targeted. Implementation of joint use lead to coordinated programs for handicapped.
Savannah, GA	97,127	Coordinated handicapped access programs.	11/1/82	C	Fully operating therapeutic activities for handicapped. Vans in use. Conceptual plans developed.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Somerville, MA	93,541	Reuse of old firehouse for community recreation center.	7/8/81	C	Construction and progress fully underway. Agency coordination successful.
Somerville, MA	148,482	Partnerships for elderly and handicapped programs using schools for outreach.	11/19/82		Plans completed & construction to start Winter 83-84.
Taunton, MA	72,023	Housing authority and Boys' Club coordination for recreation programming using schools for outreach.	7/8/81	C	Construction complete. Programs in progress.
Taunton, MA	80,615	Volunteer Bureau and coordinated programming.	10/14/82	C	Bureau in operation & very successful.
Utica, NY**	232,622	Outdoor recreation area for Chancellor Park. Programming and designs by Central New York Association for the Blind.	3/27/80	C	Construction complete. Very successful during 1982 with blind and neighborhood residents.
Utica, NY	114,750	Corn Hill Leisure Time Activity Center will include play areas and outdoor facilities.	11/21/80	C	Construction completed. Programming scheduled for 83-84. Outdoor areas used in 1983.
Utica, NY	144,500	Handicapped program coordination for Corn Hill and Chancellor Park.	10/20/82	C	Construction element complete. Programs in operation & reaching large numbers of handicapped.

**Utica, NY State match for this project was approved in 1981 and is counted as the 110th. grant project award.

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Warren, OH	35,000	Local community management and park lease arrangement for Lynn Park maintenance and programming.	3/21/80	C	Construction completed. Management responsibilities worked out w/ Housing Authority. Park well maintained and used.
Warren, OH	12,224	Coordination with schools for indoor community recreation programs.	4/17/80	C	Fully operational program scheduled during 1982-83. Programs very successful.
Warren, OH	70,000	Interfaith Park community management.	2/23/83	C	Design & bids complete. Major work by Interfaith group completed 1983.
*Warwick, RI	130,522	Energy retrofit to Mickey Stevens sports complex	7/9/81	C	Construction completed. Programs to start in 1984.
*Warwick, RI	158,200	Arts-in-the-Parks & cultural recreation programs.	5/17/83		Public survey completed. Program being set up.
Washington, DC	349,984	Innovative play space for a portion of Capital Childrens° Museum and Community Center.	3/27/80	C	Play space completed. Very innovative and highest level private leverage. Donations continued in 1982.
Washington, DC	273,000	Neighborhood Arts Academy	11/24/82		First 2 work sessions very successful. Program continuing through Winter 83-84.
*Discretionary jurisdictions					

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of		Project Substantially Completed	Program/ Facilities Underway
			Grant Approval	Grant Approval		
*Webster, MA	38,675	Abandoned school playground reuse for community and senior citizen health center.	3/14/80		C	Construction of park completed August 1980. Activities in full progress 1981.
*Webster, MA	175,000	Neighborhood Partner's park management.	10/14/82			Park construction nearly complete.
Wilkes-Barre, PA	56,420	CYC directed cooperative effort for extended youth recreation programs.	1/22/81		C	Two years of programs very successful. Good outreach & community support. Continuing through 1983.
Wilkes-Barre, PA	209,262	Senior Advisory Council and expanded programs.	10/18/82			Program plans in progress.
Wilmington, NC	126,000	Conversion of former post office into community center and Girls' Club.	4/17/80		C	Successful programs operational since 1981. Programs expanded in 1983. Good community support and participation.
Wilmington, NC	24,626	Outdoor recreation experience outreach program for teens and adults.	2/18/81		C	Successful Summer and Fall programs for youth and adults during 1981 and 1982.

*Discretionary jurisdiction

APPENDIX B. Table I

STATUS OF INNOVATION PROPOSALS

Jurisdiction	Federal \$ Amount of Grant	Project Description	Date of Grant Approval	Project Substantially Completed	Program/Facilities Underway
Wilmington, NC	21,000	Outdoor Recreation Experience expansion for inner city.	11/18/82	C	Nature workshops held in schools. Field trips completed for over 180 youth. Hands-on study area complete.
*Wood Co., WV	347,321	Recreation services and access for the handicapped at White Oak Village in Mountwood Park.	10/29/80	C	Successful Summer camp seasons 1981 thru 83.
*Wood Co., WV	119,482	Elderly/handicapped programs & self-sufficient management promotion at White Oak Village.	3/8/83		Programs in progress Summer 1983. Goal is to self-sufficient by 1984.

* Discretionary jurisdiction

INNOVATION GRANTS BY MOST EXEMPLARY*
DEMONSTRATION TECHNIQUE

PROGRAM MANAGEMENT

Management of recreation programs and facilities through partnerships with neighborhood groups, incorporated organizations, non-profit or non-public agencies, volunteers, or a composite of independent agencies.

Allegheny Co., PA

Dept. of Development
County of Allegheny
100 Ft. Pitt Commons
455 Ft. Pitt Blvd.
Pittsburg, PA 15219

Riverfront resources: neighborhood management
& private sector fundraising for riverfront
park development and programs

Bernalillo Co., NM

Bernalillo County
Grants/County Manager
620 Lomas Blvd., N.W.
Albuquerque, NM 87102

Los Padillos Center programs; community
participation, volunteers, partnerships,
fundraising, crime prevention

Boston, MA

Department of Parks &
Recreation
One City Hall Plaza
Boston, MA 02201

Mozart playground; partnership w/neighborhood
groups, city agencies, private sector

Boston, MA

Department of Parks &
Recreation
One City Hall Plaza
Boston, MA 02201

Boston Partners; management by neighborhood
groups, volunteers, training, marketing,
fundraising

Brockton, MA

Office of the Mayor
City Hall
Brockton, MA 02401

Roosevelt Heights program coordination w/ housing
authority, YMCA, city agencies, church,
neighborhood groups; construction of community
center

* The most outstanding technique which identifies the project as innovative. However, most Innovation grant projects combine more than one demonstration technique.

PROGRAM MANAGEMENT

Brockton, MA

Office of the Mayor
City Hall
Brockton, MA 02401

Walnut Turner partnerships w/residents,
private sector, church, YMCA, parks dept.;
programs and training

Charleston, WV

Charleston Housing Authority
P.O. Box 86
Charleston, WV 25321

Orchard Manor youth program & activity
coordination w/housing authority,
HUD, Anti-Crime program, residents,
business, social service groups,
schools, library

Chicago, IL

Dept. of Planning
121 N. LaSalle St., Rm. 100
Chicago, IL 60602

Broadway Armory community center program
management coordination w/Edgewater
Community Council; training,
volunteers, recreation academy

Gulfport, MS

Gulfport Community
Development Commission
P.O. Box 59
Gulfport, MS 39501

Handsboro Center adaptive reuse of
abandoned school site, community
involvement, theater workshops,
activity programming

Gulfport, MS

Gulfport Community
Development Commission
P.O. Box 59
Gulfport, MS 39501

Community program management using
'sweat equity' incentive program;
private sector involvement, volunteers,
public awareness

Hartford, CT

Dept. of Parks & Recreation
25 Stonington Street
Hartford, CT 06106

Recreation Bank
equipment for program management,
citizen participation, private sector
involvement, donation campaign

Holyoke, MA

Parks & Recreation Dept.
City Hall
Holyoke, MA 01040

Program management by Urban Ministry,
Inc., volunteers, agency coordination,
crime prevention

Jackson, MI

Dept. of Parks & Recreation
City of Jackson
161 W. Michigan Avenue
Jackson, MI 49201

Cascades Parks program
coordination between city, county, &
service agencies; rehabilitation and
park clean-up

PROGRAM MANAGEMENTJackson, MI

Dept. of Parks & Recreation
City of Jackson
161 W. Michigan Ave.
Jackson, MI

Coordination between museum & city for programs and access;
Ella Sharp Park

Louisville, KY

Metropolitan Parks &
Recreation Board
P.O. Box 37280
Louisville, KY 40233

Community involvement in theater arts programming; volunteers, theater workshps, training, revenue generation

Oxnard, CA

Oxnard Housing &
Redevelopment Dept.
300 N. Marquita Street
Oxnard, CA 93030

Youth Advisory Council & Housing Authority coordination for Del Sol Park recreation programs; youth training, crime prevention, fund-raising, public awareness

Oxnard, CA

Oxnard Housing &
Redevelopment Dept.
300 N. Marquita Street
Oxnard, CA 93030

Expansion of Youth Advisory Council concept; access programs to other neighborhoods, mobile units, public awareness, private sector involvement

Paterson, NJ

Dept. of Human Resources
135 Ellison Street
Paterson, NJ 07505

Partnership & coordination with community groups to construct 'tire playground'

Paterson, NJ

Division of Recreation
Public Works Dept.
Municipal Complex
Broadway at Church Street
Paterson, NJ 07505

Develop Neighborhood Recreation Councils to program and manage recreation services; training, private sector involvement, fund-raising, school coordination, volunteers

Perth Amboy, NJ

Office of Community Development
351 Rector St.
Perth Amboy, NJ 08861

Agency coordination for recreation center in adapted first floor of Gelber Apts.; citizen participation, vandalism prevention, training, cooperative agreements

MAINTENANCE MANAGEMENTEvansville, IN

Dept. of Parks & Recreation
100 E. Walnut St.
Evansville, IN 47708

Citizens' Action Program, park
maintenance and programming by
neighborhood groups

Los Angeles Co., CA

Los Angeles Co. Dept. of Parks &
Recreation
155 W. Washington Blvd.
Los Angeles, CA 90015

Park Construction Coordinator &
volunteer maintenance program; tool
library for self-help improvements

Los Angeles Co. CA

Los Angeles Co. Dept. of Parks &
Recreation
155 W. Washington Blvd.
Los Angeles, CA 90015

Volunteer Park Construction Program;
expansion of maintenance & community
recreation programs

Manchester, NH

Parks & Recreation Dept.
908 Elm Street
Manchester, NH 03101

Community and youth involvement in
construction and park maintenance,
neighborhood programming, private
sector donation

New Haven, CT

Dept. of Parks & Recreation
Box 1410
New Haven, CT 06506

Plant-a-Block program;
gardening, landscaping, park
maintenance; agency coordination,
community participation

Revere, MA

Dept. of Planning & Community
Development
City Hall
Revere, MA 02151

Senior Citizen Maintenance
Corps; agency partnerships, health
& fitness, cost effective maintenance,
employment

Revere, MA

Dept. of Planning & Community
City Hall
Revere, MA 02151

Neighborhood Parks Coalitions & youth
crews for park maintenance; Senior
Citizen Corps supervisors, partnerships,
handicapped facilities

MAINTENANCE MANAGEMENT - MANAGEMENT DATA SYSTEMSWarren, OH

Community Development Dept.
525 Pine Ave., S.E.
Warren, OH 44483

Lynn Park coordinated maintenance management between housing authority & neighborhood groups; public awareness, non-profit agency coordination

Warren, OH

Community Development Dept.
525 Pine Ave., S.E.
Warren, OH 44483

Interfaith Park maintenance management coordination, volunteers, training, operations manual, neighborhood programming

MANAGEMENT DATA SYSTEMS

Utilizing modern technology to develop methods for improved management, program tracking, leisure referral, facility maintenance, cost-effectiveness.

El Paso, TX

Parks & Recreation Dept.
Two Civic Center Plaza
El Paso, TX 79999

Computerized recreation maintenance, operation and planning programs, cost efficiency, administrative efficiency

Hartford, CT

Dept. of Parks & Recreation
25 Stonington St.
Hartford, CT 06106

Computerized leisure match system, agency resources coordination, public awareness, demand assessments

Indianapolis, IN

Dept. of Parks & Recreation
1426 West 29th St.
Indianapolis, IN 46208

Computerized maintenance & program management system, handbook & information system

Oakland, CA

Office of Parks & Recreation
1520 Lakeside Dr.
Oakland, CA 94612

Computerized recreation information referral system for public awareness and access to activities

UNIQUE PROGRAMSEvansville, IN

Dept. of Parks & Recreation
100 E. Walnut
Evansville, IN 47708

Park Alert and Ranger program,
vandalism prevention, Junior Ranger
program, public awareness, education,
school coordination

Jersey City, NJ

Division of Urban Research & Design
City of Jersey City
88 Clifton Place
Jersey City, NJ 07304

Youth circus program, training,
coordination w/Boys' Club

Lompoc, CA

Parks & Recreation Dept.
100 Civic Center Plaza
Lompoc, CA 93438

Self-supporting teen theater and video
production recreation program; job
training, private sector involvement

New York, NY

Dept. of Parks & Recreation
830 Fifth Ave.
New York, NY 10021

Crotona Park program 'blitz'
special programming, park
awareness, park ranger training,
vandalism reduction, community out-
reach

Oakland, CA

Office of Parks & Recreation
1520 Lakeside Dr.
Oakland, CA 94612

Expanded outreach programs for
handicapped, elderly, non-English
speaking population; boating,
exercise course, gardening, fishing,
interpretation, information access

San Francisco, CA

San Francisco Recreation & Park Dept.
McLaren Lodge
Golden Gate Park
San Francisco, CA 94117

Outreach programs in 'Tenderloin'
area; van access, school coordination,
intergenerational programs, senior
citizens services, private sector
involvement, donation campaigns,
volunteers

San Francisco, CA

San Francisco Recreation & Park Dept.
McLaren Lodge
Golden Gate Park
San Francisco, CA 94117

Expanded outreach programs in South
of Market area; computer games and
equipment, recreation program access
for immigrant families in warehouse
district

UNIQUE PROGRAMS

Washington, DC

D.C. Department of Recreation
3149 16th Street, N.W.
Washington, D.C. 20010

'Arts Academy' for citywide children's theater and community orchestra; training, school coordination, private sector involvement

Washington, DC

DC Department of Recreation
3149 16th Street, N.W.
Washington, D.C. 20010

'Hands On' play spaces and programs at Children's Museum & community center; private sector involvement and equipment donations, computer and high tech equipment, education, coordinated agency and neighborhood programs

Wilmington, NC

Parks & Recreation
City of Wilmington
P.O. Box 1810
Wilmington, NC 28402

'Outdoor Recreation Experience' coordinated agency program for inner city youth, adults, special populations; outdoor environment programs, education, public awareness, vandalism & drug prevention

Wilmington, NC

Parks & Recreation
City of Wilmington
P.O. Box 1810
Wilmington, NC 28402

Expanded 'Outdoor Recreation Experience' programming at city park, year round schedule, private sector involvement, agency partnerships

ELDERLY - SENIOR CITIZEN PROGRAMSElizabeth, NJ

Dept. of Health, Welfare & Housing
50 Winfield Plaza
Elizabeth, NJ 07201

Agency coordination for program expansion at elderly housing sites, access

Monawk, NY

Village of Monawk
Board of Trustees
28 Columbia St.
Monawk, NY 13407

Coordinated programs for elderly & handicapped at rehabilitated Armory facility & satellite centers; volunteers, private sector involvement, revenue generation fee system

New Brunswick, NJ

Office of the Business Administrator
City Council
78 Bayard St.
New Brunswick, NJ 08903

Section of Buccleuch Park designed specifically for elderly and handicapped activities, physical fitness

Pascagoula, MS

Federal Programs
P.O. Drawer 908
Pascagoula, MS 39567

Urban Footpath design coordination with senior citizen center; private sector involvement, economic revitalization, physical fitness

Somerville, MA

Office of Planning & Community Development
93 Highland Ave.
Somerville, MA 02143

Partnerships for elderly & handicapped recreation outreach; Boys'-Girls' Club & school coordination; access & facility improvements

St. Louis, MO

Community Development Agency
317 N. Eleventh St.
St. Louis, MO 63101

Stupp Memorial Garden, Tower Grove Park; programs and center for senior citizens; intergenerational facilities, community participation, public & private agency coordination, volunteers

St. Louis, MO

Community Development Agency
317 N. Eleventh St.
St. Louis, MO 63101

Program development for elderly and handicapped, access to recreation centers, volunteers, staff training, public awareness, facility improvements

ELDERLY - SENIOR CITIZEN PROGRAMS -- HANDICAPPED PROGRAMS

Webster, MA

Office of Community Development
P.O. Box 207
Webster, MA 01570

Senior Citizen & Health Center services coordinated with various agencies; adapted reuse of former school playground; self-maintenance, cost-effective gardening, neighborhood revitalization

Wilkes-Barre, PA

Office for Community Development
N. Washington & E. Market Sts.
Wilkes-Barre, PA 18711

Non-profit community center outreach programs to senior citizens; van access, senior advisory council, public awareness, marketing

HANDICAPPED PROGRAMS

Berkeley, CA

Recreation Programs Office
Dept. of Health & Human Services
2180 Milvia St.
Berkeley, CA 94704

Training & interagency coordination for mainstreaming the disabled; disability awareness workshops, training manual, public awareness for disabled consumers

berkeley, CA

Recreation Programs Office
Dept. of Health & Human Services
2180 Milvia St.
berkeley, CA 94704

Model swim program for disabled; joint use of high school swimming pools; solar heating system for pools, energy conservation, unique financing technique

miami, FL

Handicapped Division
Dept. of Recreation
2000 S. Bayshore Dr.
P.O. Box 330708
Miami, FL 33133

Coordination with National and State park systems for handicapped access to natural, outdoor recreation activities; private sector involvement

Oakland, CA

Office of Parks & Recreation
1520 Lakeside Drive
Oakland, CA 94612

Water Safety and sail boating program for the handicapped; documentary film, handbook; disability awareness training

Pascagoula, MS

Federal Programs
P.O. Drawer 908
Pascagoula, MS 39567

Adventure Playground for handicapped & able mainstreaming; education, public awareness, medical profession coordination, physical fitness

Savannan, GA

Dept. of Community Planning & Development
P.O. Box 1027
Savannan, GA 31402

Handicapped facilities & van access, mainstreaming, coordinated service agency programs & negotiated joint use for May St. Center, Daffin Park, Bowles Ford Park pool

St. Paul, MN

Office of the Mayor
347 City Hall
St. Paul, MN 55102

Unique programs for residents of Lewis Park barrier-free apartments; outreach mainstreaming, coordinated program management, disability awareness training

Utica, NY

Dept. of Urban & Economic Development
1 Kennedy Plaza
Utica, NY 13502

Chancellor Park programs & facilities for the blind, disabled & elderly; design, maintenance & program management by Assn. for the Blind & Mohawk Valley Workshops; citizen participation

Utica, NY

Dept. of Urban & Economic Development
1 Kennedy Plaza
Utica, NY 13502

Coordinated handicapped programming for Chancellor Park and Corn Hill areas; expanded services, agency coordination, facility improvements

Wood Co., WV

Wood Co. Parks & Recreation Commission
Rt. 2, Box 56
Waverly, WV 26184

Regional camp programs for the handicapped and families at White Oak Village in Mountwood Park

PRIVATE SECTOR - REVENUE GENERATION TECHNIQUESBaltimore, MD

Mayor's Office of Manpower Resources
701 St. Paul St.
Baltimore, MD 21202

Private sector 'chip-in' concession management at recreation centers, business donations, revenue generation for continued programming

Bellingham, WA

Dept. of Community Development
210 Lottie St.
Bellingham, WA 98225

Community Resources Program; private sector fundraising, volunteers for Maritime Center programs

Loapoc, CA

Parks & Recreation Dept.
100 Civic Center Plaza
Loapoc, CA 93438

Space/lease operation for recreation program revenue; adaptive reuse of old city hall; agency program coordination

Portland, OR

Commissioner of Public Affairs
1220 S.W. Fifth Ave.
Portland, OR 97204

Interstate Firehouse Cultural Center using system of 'free-market' programming; renovated firehouse, space leased for viable programs, revenue generation, citizens advisory board

Portland, OR

Bureau of Parks & Recreation
1120 S.W. Fifth Ave.
Portland, OR 97204

Partnerships between private for-profit & public agencies for management of Delta Park & Leach Gardens; concessions, volunteers, fundraising

Portsmouth, VA

Dept. of Parks & Recreation
801 Crawford St.
Portsmouth, VA 23704

Self-sustaining recreation programs using competition for 'seed money' by neighborhood forums; partnership w/city, cost savings, volunteers, community involvement

Wood Co., WV

Wood Co. Parks & Recreation Commission
Rt. 2, Box 56
Waverly, WV 26184

Marketing & cut-back management strategies for program revenue generation; rental of White Oak camp facility

Allegheny Co. PA

Allegheny Co. Housing Authority
14 Wood Street
Pittsburg, PA 15222

Talbot Towers first floor
conversion to community
recreation center, design for
elderly & handicapped, vandalism
prevention, agency coordination,
program partnerships w/ Boys' Club,
Salvation Army, day care center

Bellingham, WA

Dept. of Community Development
210 Lottie St.
Bellingham, WA 98225

One Phase of sewage treatment plant
conversion to Maritime Center park;
education, environmental programs,
private sector involvement

Chicago, IL

Dept. of Planning
121 N. LaSalle St. Rm. 1000
Chicago, IL 60602

Broadway Armory
Phase II adaptive reuse w/community
involvement for programs

Jersey City, NJ

Office of Planning
City Hall
280 Grove St.
Jersey City, NJ 07302

Coal bunker adapted into Boys' Club
and community center; high leverage
funding from private sector

Mohawk, NY

Village of Mohawk
Board of Trustees
28 Columbia St.
Mohawk, NY 13407

National Guard Armory
converted into the only local
indoor recreation center;
coordinated programming w/YMCA

San Francisco, CA

San Francisco Recreation & Park Dept.
McLaren Lodge
Golden Gate Park
San Francisco, CA 94117

Warehouse in Mission
District converted into recreation
center designed w/extensive
neighborhood participation

Wilmington, NC

Parks & Recreation
City of Wilmington
P.O. Box 1810
Wilmington, NC 28402

Conversion of former post
office into neighborhood
recreation center; coordinated
programming w/Girls' Club; social
service agencies, volunteers, donations

DESIGN, LAND USE, ENERGY CONSERVATIONBernalillo Co., NM

Bernalillo Co.
Grants/County Manager
620 Lomas Blvd., N.W.
Albuquerque, NM 87102

Los Padillas center design, citizen participation, vandalism reduction, passive solar energy conservation

Cambridge, MA

Dept. of Human Services
51 Inman Street
Cambridge, MA 02139

Rindge Field-Pemberton Street 'environmental precinct' design; traffic control, play equipment (site change from Longfellow school)

Elizabeth, NJ

Dept. of Recreation
50 Winfield Scott Plaza
Elizabeth, NJ 07201

Arabella Miller Plaza design for 'defensible space' program coordination, citizen participation

Kingston, PA

Municipality of Kingston
500 Wyoming Ave.
Kingston, PA 18704

Use of geothermal energy system for new recreation center

Lincoln Heights, OH

Community Development Dept.
1201 Steffens Street
Lincoln Heights, OH 45215

Abandoned high school incorporated into Community Park Complex design; citizen participation, volunteers for programs & maintenance

St. Paul, MN

Office of the Mayor
347 City Hall
St. Paul, MN 55102

Margaret Recreation Center; energy-efficient, earth-sheltered design, vandalism reduction, passive solar energy conservation

Utica, NY

Dept. of Urban and Economic Dev.
1 Kennedy Plaza
Utica, NY 13502

Designed indoor-outdoor linkage of Corn Hill recreation & social service facilities; neighborhood management, school & park dept. coordination

Warwick, RI

Dept. of City Plan
3275 Post Road
Warwick, RI 02886

Energy retrofit for Micky Stevens Sports Complex ice rink & pool; cost savings for expanded programs, bus access, energy conservation

ACCESS, AWARENESS, COMMUNICATION, EDUCATIONBernalillo Co. NM

Bernalillo County
Grants/County Manager
620 Lomas Blvd., N.W.
Albuquerque, NM 87102

County recreation
awareness films, access,
education

Louisville, KY

Metropolitan Parks & Recreation
Board
P.O. Box 37280
Louisville, KY 40233

Cable TV public awareness
programs, staff training, private
sector involvement

Louisville, KY

Metropolitan Parks & Recreation Board
P.O. Box 37280
Louisville, KY 40233

Multi-media public awareness;
publications, puppet shows,
private sector involvement

Louisville, KY

Metropolitan Parks & Recreation Board
P.O. Box 37280
Louisville, KY 40233

Public awareness of Olmstead
Parks and Community involvement in
Boone Park rehabilitation

Miami, FL

Dept. of Leisure Services
2600 S. Bayshore Dr.
P.O. Box 330708
Miami, FL 33133

Access programs for the
handicapped, elderly; film &
public awareness for general
population

New Haven, CT

Dept. of Parks & Recreation
Box 1416
New Haven, CT 06506

Interpretive environmental,
educational programs; access to
waterfront; fundraising, volunteers

New Rochelle, NY

Dept. of Development/Human Services
515 North Avenue
New Rochelle, NY 10801

Access and extension of recreation
programs; 'City Fit' Program for
group fitness and health maintenance,
public awareness, education

ACCESS, AWARENESS, COMMUNICATION EDUCATION

New Rocnelle, NY

Dept. of Development/Human
Services
515 Nortn Avenue
New Rochelle, NY 10801

Access, education, public
awareness campaign for 'REACH
for Fitness'; agency
coordination, video & cable TV
programs, outdoor fitness centers

New York, NY

Dept. of Parks & Recreation
830 Fiftn Ave.
New York, NY 10021

Mobile recreation fleet for
increased access to recreation
activities

New York, NY

Dept. of Parks & Recreation
830 Fiftn Ave.
New York, NY 10021

Environmental Extension
Corps of park rangers for
education, recreation outreach
to neighborhoods, park awareness,
vandalism prevention, community
involvement

Portsmouth, VA

Dept. of Parks & Recreation
801 Crawford St.
Portsmouth, VA 23704

Public involvement and
education to expand Forum
volunteer program; publications,
audio-visual aids, workshops for
recreation improvements

STATE		REHAB.	INNOV.	PLANNING		UPARR \$
Alabama		10	0	7		1,762,994
Alaska	**					
Arizona		3	0	0		922,863
Arkansas		3	0	3		239,179
California		30	14	37		18,019,704
Colorado		3	0	4		707,138
Connecticut		8	4	7		4,685,657
Delaware		2	0	1		343,870
Florida		21	2	18		7,353,738
Georgia		5	2	4		2,394,450
Hawaii	**					
Idaho	**					
Illinois		9	3	8		11,433,456
Indiana		7	3	12		2,797,438
Iowa	**					
Kansas		2	0	1		479,870
Kentucky		5	4	1		1,262,981
Louisiana		18	0	11		5,452,698
Maine		1	0			117,101
Maryland		3	2	3	3	3,454,326
Massachusetts		22	14	24		10,457,172
Michigan		12	2	9		7,802,710
Minnesota		6	3	2		2,971,175
Mississippi		9	4	10		1,185,450
Missouri		8	2	4		5,311,494
Montana		1	0	1		825,222
Nebraska		1	0	2		324,500
Nevada		0	0	1		11,925
New Hampshire		0	1	2		232,833
New Jersey		32	9	16		14,131,955
New Mexico		1	3	3		598,614
New York		19	11	22		16,669,587
North Carolina		4	3	6		738,732
North Dakota	**					
Ohio		28	4	21		8,332,276
Oklahoma		2	0	3		221,472
Oregon		3	3	1		3,142,549
Pennsylvania		16	5	13		7,898,265
Rhode Island		9	2	9		3,063,682
South Carolina		2	0	5		760,000
South Dakota	**	1				
Tennessee		11	0	11		4,236,044
Texas		17	1	19		5,110,667
Utah		2	0			707,879
Vermont	**					
Virginia		17	2	11		4,190,911
Washington		10	2	4		4,228,634
West Virginia		3	3	3		1,259,432
Wisconsin		4	0	2		2,021,352
Wyoming	**					
Washington, D.C.		2	2	1		1,841,152
Puerto Rico		2	0	2		545,088
Virgin Islands	**					
Guam	**					
Am. Samoa	**					
N. Marianas	**					
TOTAL		373	110	331	814	170,248,235

*as of 10/83

**Either no eligible urban areas or did not participate

UPARR PROGRAM FUNDING WITHIN THE TOP 100 METROPOLITAN STATISTICAL AREAS (SMSA's) 1980

1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR		1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR	
		COMPLETED RAP	PLANNING GRANT			COMPLETED RAP	PLANNING GRANT
1	New York, NY-NJ New York City New Rochelle *Westchester Co. Yonkers	x x x x	x x x x	7	Washington, DC, MD, VA Washington Alexandria, VA	x x	x x
2	Los Angeles-Long Beach, CA Alhambra Baldwin Park Bellflower Compton El Monte *Gardena Long Beach Los Angeles Los Angeles Co. Lynwood *Pasadena Pico Rivera	x x x x x x x x x x x x x	x x x x x x x x x x x x x	8 9 10	Dallas-Fort Worth, TX *Houston, TX Boston, MA Boston Brookline Cambridge Essex Co. Everett Malden Medford Plymouth Co. Quincy Revere Salem Somerville *Watertown	0 x 0 x x x x x x x 0 x x x x x x	0 x x x x x x x x x x x x x x x x
3	Chicago, IL Chicago Evanston Oak Park	x x x	x x x	11	Nassau-Suffolk, NY Freeport Long Beach Suffolk Co.	x x x	x x x
4	Philadelphia, PA-NJ *Abington *Marcus Hook *Norristown Philadelphia Camden, NJ Camden Co., NJ	x x x x x x	x x x x x x	12	St. Louis, MO-IL St. Louis *Alton, IL E. St. Louis, IL *Wood River, IL	x 0 x 0	x x x x
5	Detroit, MI Detroit *Highland Park Pontiac	x x x x	x x x x	13	Pittsburgh, PA Allegheny Co. Pittsburgh	x x	x x
6	San Francisco- Oakland, CA Berkeley Oakland Richmond San Francisco	x x x x x	x x x x x	14	Baltimore, MD	x	x

*Discretionary Jurisdiction

UPARR PROGRAM FUNDING WITHIN THE TOP 100 METROPOLITAN STATISTICAL AREAS (SMSA's) 1980

1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR		1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR	
		COMPLETED RAP	PLANNING GRANT			COMPLETED RAP	PLANNING GRANT
15	Minneapolis- St. Paul, MN Minneapolis St. Paul	x x	x x	24	Tampa- St. Petersburg, FL St. Petersburg Tampa	x x	x x
16	Atlanta, GA	x	x	25	Riverside-San Bernardino- Ontario, CA Ontario	x x	x x
17	Newark, NJ East Orange Essex Co. Irvington Newark Plainfield *Union Co.	x x o x x x	x x x x x x	26	Phoenix, AZ	x	x
18	Anaheim-Santa Ana- Garden Grove, CA Santa Ana	x	x	27	Cincinnati, OH-KY-IN Cincinnati *Lincoln Hgts. OH Covington, KY	x x x	x x x
19	Cleveland, OH Cleveland Cuyahoga Co. Lakewood	x x x	x x x	28	Milwaukee, WI Milwaukee Milwaukee Co.	x x	x x
20	San Diego, CA Oceanside San Diego *Vista	x x x	x x x	29	Kansas City, MO-KS Kansas City, MO *Liberty, MO Kansas City, KS	x x x	x x x
21	Miami, FL Dade Co. Hialeah Miami	x x x	x x x	30	*San Jose, CA	x	x
22	Denver-Boulder, CO Denver Lafayette	x x	x x	31	Buffalo, NY Buffalo Erie Co. Niagra Falls	x x x	x x x
23	Seattle-Everett, WA Everett *King Co. Seattle	x o x	x x x	32	Portland, OR-WA	x	x
				33	New Orleans, LA Kenner New Orleans	x x	x x
				34	Indianapolis, IN	x	x

*Discretionary Jurisdiction

UPARR PROGRAM FUNDING WITHIN THE TOP 100 METROPOLITAN STATISTICAL AREAS (SMSA'S) 1980

1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR		1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR	
		COMPLETED RAP	PLANNING GRANT			COMPLETED RAP	PLANNING GRANT
35	Columbus, OH Columbus *Franklin Co.	x x	x x	44	Louisville, KY-IN Louisville New Albany, IN	x x	x x
36	San Juan, PR Bayamon Guaynabo	x x	x x	45	*Nashville- Davidson, TN	x	x
37	San Antonio, TX Bexar Co. San Antonio	x x	x x	46	Birmingham, AL Birmingham Jefferson Co.	x x	x x
38	Fort Lauderdale- Hollywood, FL *Broward Co. *Hollywood *Lauderdale Lakes	x x x	x x x	47	*Oklahoma City, OK	x	x
39	Sacramento, CA	o	x	48	Dayton, OH Dayton Xenia	x x	x x
40	Rochester, NY *Monroe Co. Rochester	x x	x x	49	Greensboro- Winston-Salem- High Point, NC Highpoint Winston-Salem	x x	x x
41	Salt Lake City- Ogden, UT Ogden *Salt Lake City	x x	x x	50	Norfolk-Virginia Beach, VA-NC Norfolk Portsmouth Suffolk	x x x	x x x
42	Providence-Warwick- Pawtucket, RI-MA *Central Falls *Cranston E. Providence Pawtucket Providence *Warwick Woonsocket *Attleboro, MA	x x x o x x x x	x x x x x x	51	Albany- Schenectady- Troy, NY Schenectady Troy	x x	x x
43	Memphis, TN-AR-MS	x	x	52	Toledo, OH-MI Lucas Co. Toledo	x x	x x
				53	Honolulu, HI	o	o
				54	Jacksonville, FL	x	x

*Discretionary Jurisdiction

UPARR PROGRAM FUNDING WITHIN THE TOP 100 METROPOLITAN STATISTICAL AREAS (SMSA's) 1980

1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR		1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR	
		COMPLETED RAP	PLANNING GRANT			COMPLETED RAP	PLANNING GRANT
55	Hartford, CT	x	x	69	Greenville- Spartanburg, SC		
56	Orlando, FL	x	x		Greenville	x	x
57	Tulsa, OK	o	o		Spartanburg	x	x
58	Akron, OH	x	x	70	Jersey City, NJ		
59	Gary, Hammond, E. Chicago, IN *Hammond	o	x		Bayonne	x	x
					Hoboken	o	x
					Jersey City	x	x
					West New York	x	x
					North Bergen	x	x
				71	*Austin, TX	x	x
60	Syracuse, NY Onondaga Co. Syracuse	x x	x x	72	Youngstown-Warren, OH Mahoning Co. *Trumbull Co. Warren Youngstown	x x x o	x x x x
61	Northeast Pennsylvania Luzerne Co. *Kingston Scranton Wilkes-Barre	o x x x	x x x x	73	Tucson, AZ	x	x
62	Charlotte-Gastonia, NC Charlotte	x	x	74	Raleigh-Durham, NC Durham	x	x
63	Allentown-Bethlehem- Easton, PA-NJ Easton	x	x	75	Springfield-Chicopee- Holyoke, MA Chicopee Holyoke Springfield	x x o	x x x
64	Richmond, VA	o	x	76	Oxnard-Simi Valley- Ventura, CA Oxnard	x	x
65	Grand Rapids, MI	x	x	77	Wilmington, DE-NJ-MD	x	x
66	New Brunswick-Perth Amboy-Sayreville, NJ New Brunswick Perth Amboy	x x	x x	78	Flint, MI	x	x
67	West Palm Beach, FL	o	o	79	Fresno, CA Fresno Fresno Co.	x x	x x
68	Omaha, NE-IA	x	x				

*Discretionary Jurisdiction

SMSA-5

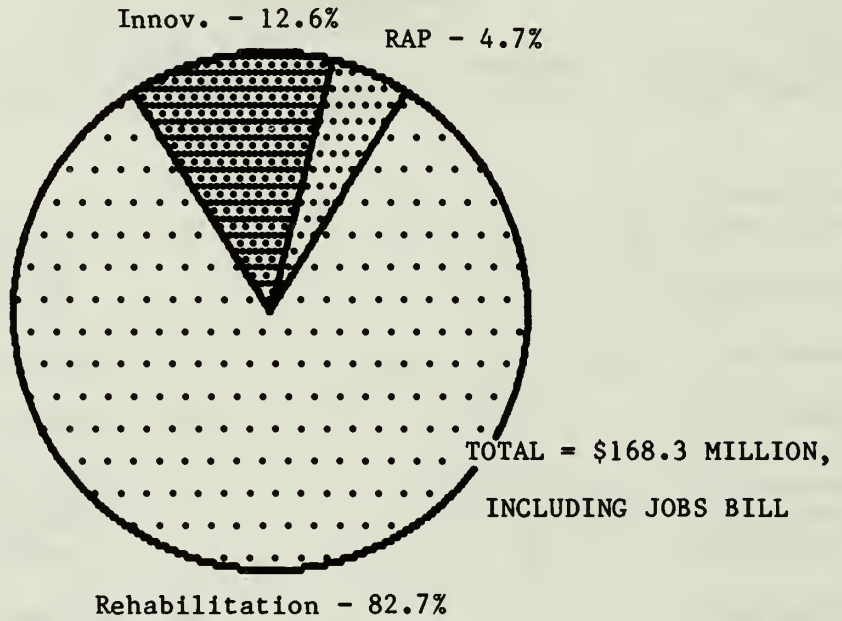
UPARR PROGRAM FUNDING WITHIN THE TOP 100 METROPOLITAN STATISTICAL AREAS (SMSA's) 1980

1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR		1980 RANK	SMSA	RECEIVED REHABILITATION INNOVATION OR	
		COMPLETED RAP	PLANNING GRANT			COMPLETED RAP	PLANNING GRANT
80	Long Branch, Asbury Park, NJ	o	o	94	New Haven, CT		
81	Baton Rouge, LA	o	o		New Haven	x	x
					West Haven	x	x
82	Tacoma, WA	x	x	95	Wichita, KS	o	o
83	El Paso, TX	x	x	96	Columbia, SC	x	x
84	Knoxville, TN			97	Canton, OH		
	*Knox Co.	x	x		*Alliance	x	x
	Knoxville	x	x		Canton	x	x
85	Lansing-East Lansing, MI	x	x	98	Bakersfield, CA	o	o
86	Las Vegas, NV			99	Bridgeport, CT	x	x
	*North Las Vegas	x	x	100	Little Rock, AR	o	o
87	Albuquerque, NM						
	Bernalillo Co.	x	x				
88	Paterson-Clifton- Passaic, NJ						
	*Clifton	o	x				
	Passaic	x	x				
	Passaic Co.	x	x				
	Paterson	x	x				
89	Harrisburg, PA	x	x				
90	Mobile, AL	o	o				
91	Johnson City- Kingsport-Bristol, TN-VA	o	o				
92	Charleston-North Charleston, SC						
	Charleston	x	x				
93	Chattanooga, TN-GA	x	x				

*Discretionary Jurisdiction

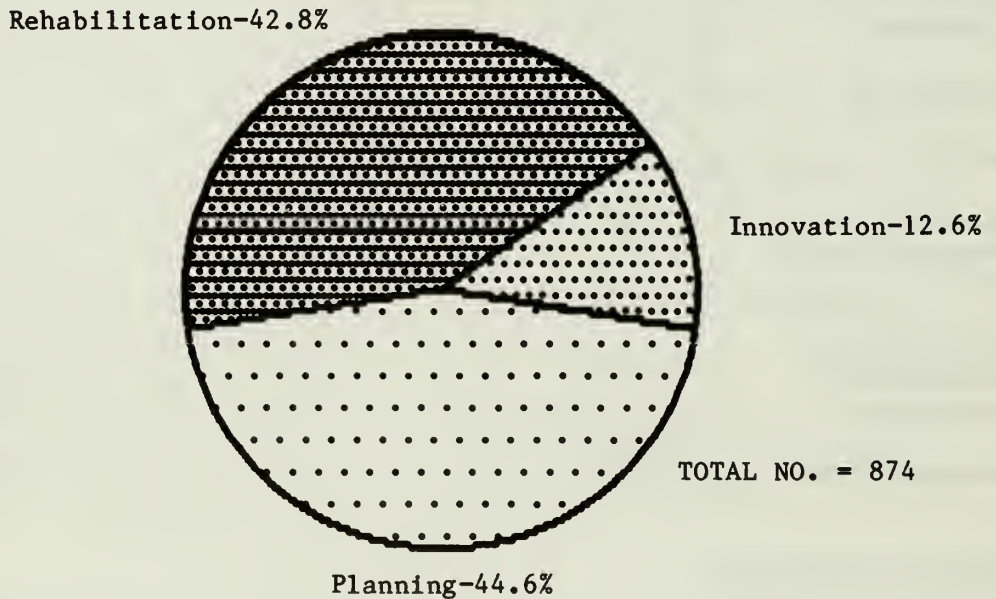
UPARR GRANTS *

Funding by Grant Type



UPARR GRANTS

Number of Grants by Type



* as of 9/83

APPENDIX D.*

Blackstone Evaluation Design - Summary

A. The Research Approach

Systematic analysis of the UPARR program is fraught with difficulties at different stages of completion. Each project has multiple goals, some of which are shared among projects, and some of which are unique. The goals vary in specificity, political support, and temporal proximity to project inception.

Such enormous variation from one site to another, together with the difficulty of measuring important variables like citizen participation, project goals, and the effects of writing the RAP, make in-depth case studies of the 312 projects comprising the UPARR population at the time (1982) of our (Blackstone) research an advantageous but costly method of data collection.

Blackstone's solution was to select a random sample that was both large enough and representative enough to allow generalizations to the entire UPARR grant population, yet small enough to permit in-depth case studies given our budget constraint.

We accomplished both goals by selecting a stratified random sample of 60 grants. While 60 is not a large sample, it permits statistically valid comparisons, such as differences between projects with low and high citizen participation. Moreover, it allows us to be 90-95 percent certain that the population parameter lies within ± 10 percent to ± 13 percent of observed estimates. Greater certainty is probably unnecessary, since the phenomena under study are subject to many other sources of randomness besides that due to sampling. There is no need to have a small sampling error when the objects and the instruments of the study have inherent in them multiple reasons for randomness.

Two characteristics of the sample extend its ability to represent the UPARR population (its external validity) and its accuracy (or internal validity). First, the sample is stratified by several important variables, so that it over-represents certain kinds of projects that are of interest to UPARR but are infrequent in the population and might not have appeared at all had a simple random sample been selected. Second, data for 23 of the 60 grants were collected by site visits that lasted two to three days. Each site visit was conducted by a member of the (Blackstone) senior staff using semi-structured, open-ended interview guides, aided by personal observations. The structure of the guides meant that similar data were collected from each of the 23 sites; but the guides were also open-ended enough so that interviewers could probe for the reasons behind responses to our questions, ask new questions as new issues arose, and verify information by asking similar questions of different actors with different political interests.

This intensive approach to data collection was supplemented by a telephone survey of 37 grants. The less expensive telephone survey allowed us to include more grants in our analysis than if we had relied on site visits alone. However, the information from the site visits formed the basis for the development of a more structured interview guide that was used in the telephone survey; this guide was also used to summarize the data from the site visit reports. In this way, a common data base was developed for all 60 grants. The data base is supplemented by the

* Condensed from the Blackstone Evaluation, Chapter 4.

interpretive richness of case studies, but yields the statistical power of analyzing 60 projects. Moreover, the structured interview guides were developed from what emerged as important from the case studies. Thus our actual site visit observations rather than our prior expectations structured the data collection instruments on which we base our statistical presentation.

B. The UPARR Population

For purposes of this study, the UPARR population consisted of all Rehabilitation and Innovation grants funded during the first four grant rounds of UPARR. Before selecting the sample, we analyzed data that described the 312 funded project proposals on file in the Washington office for the first four grant rounds.

Since UPARR defined the study as an examination of the impact of completed UPARR projects, the sample includes only those projects that were finished or nearly so, at least in terms of their billing status with UPARR. Thus, we excluded from the sample the 84 projects that were less than 70 percent billed and the two projects for which information about their billing status was unavailable.

C. Selection of the UPARR Sample

The procedure that Blackstone used to select the sample was designed to yield 60 cases that represented each UPARR region (the East, which included Mid-Atlantic as well as Midwest states; the Southeast; and the west); each type of project (facility development, program development, organizational change, and access improvements); each population category (projects in cities under 100,000, cities 100,000-500,000, and cities larger than 500,000); and the projects' billing status (projects 100 percent billed and projects 70-99 percent billed).

GENERAL CHARACTERISTICS OF THE UPARR SAMPLE

<u>Type of Agency Submitting the Proposal</u>	<u>N</u>	<u>Percent</u>
Dept. of Park and Recreation	29	48.3
Dept. of Community Development Planning Dept.	8	13.3
Dept. of Public Works	8	13.3
Other	3	5.0
	<u>12</u>	<u>20.0</u>
Total	<u>60</u>	<u>100.0</u>

<u>Focus of Project</u>	<u>N</u>	<u>Percent</u>
Sports field and play area	17	28.3
Recreation center buildings	21	35.0
Action creating new program or function, or a major expansion of program or function	13	21.7
Action directed at maintaining existing operations, programs	3	5.0
Improvements to delivery of or access to services	5	8.3
Other	<u>1</u>	<u>1.7</u>
Total	<u>60</u>	<u>100.0</u>

<u>Current Status of Project</u>	<u>N</u>	<u>Percent</u>
95-100% complete	49	81.7
75-94% complete	8	13.3
50-74% complete	<u>3</u>	<u>5.0</u>
Total	<u>60</u>	<u>100.0</u>

<u>Area/Scope of Project</u>	<u>N</u>	<u>1/</u>	<u>Percent</u>
One neighborhood	25		42.4
More than one neighborhood	19		32.2
System-wide	<u>15</u>		<u>25.4</u>
Total	<u>59</u>		<u>100.00</u>

<u>Project Location</u>	<u>N</u>	<u>1/</u>	<u>Percent</u>
Located in NSA or community development area	29		60.4
Not located in NSA or community development area	18		37.5
Located in both types of areas	<u>1</u>		<u>2.1</u>
Total	<u>48</u>		<u>100.00</u>

<u>Target Population of Project</u>	<u>N</u>	<u>1/</u>	<u>Percent</u>
Youth	11		18.6
Elderly	3		5.1
Disabled	3		5.1
Multiple (youth and/or elderly, etc.)	17		28.8
No particular target	<u>25</u>		<u>42.4</u>
Total	<u>59</u>		<u>100.0</u>

APPENDIX E.

UPARR REHABILITATION GRANTS

LOCALITY	ST	UPARR \$	FY
Anniston	AL	\$ 70,000	83
Birmingham	AL	\$ 413,000	79
Florence	AL	\$ 65,835	83
Florence	AL	\$ 105,000	80
Gadsden	AL	\$ 189,700	83
Gadsden	AL	\$ 210,000	80
Madison Co.	AL	\$ 174,061	80
Montgomery	AL	\$ 385,000	81
Oxford	AL	\$ 35,700	83
Oxford	AL	\$ 19,600	80
Pine Bluff	AR	\$ 56,318	83
Pine Bluff	AR	\$ 93,361	80
Texarkana	AR	\$ 68,250	80
Phoenix	AZ	\$ 350,000	83
Phoenix	AZ	\$ 325,815	80
Tucson	AZ	\$ 190,323	79
Bellflower	CA	\$ 140,000	80
Berkeley	CA	\$ 426,834	83
Berkeley	CA	\$ 193,245	80
Compton	CA	\$ 490,000	81
Fresno	CA	\$ 113,158	83
Fresno	CA	\$ 438,551	80
Long Beach	CA	\$ 680,000	83
Los Angeles	CA	\$ 838,950	83
Los Angeles	CA	\$ 613,667	81
Los Angeles	CA	\$ 2,750,000	80
Los Angeles Co.	CA	\$ 484,262	80
Lynwood	CA	\$ 133,000	83
Lynwood	CA	\$ 172,611	80
Oakland	CA	\$ 210,000	83
Oakland	CA	\$ 688,500	81
Oakland	CA	\$ 323,000	80
Oxnard	CA	\$ 197,750	83
Oxnard	CA	\$ 96,049	81
Oxnard	CA	\$ 140,000	80
Pasadena	CA	\$ 394,000	80
Richmond	CA	\$ 191,160	83
Riverside	CA	\$ 375,000	83
Riverside Co.	CA	\$ 470,190	83
Riverside Co.	CA	\$ 403,340	80
San Francisco	CA	\$ 1,391,650	80
San Francisco	CA	\$ 663,000	79
San Jose	CA	\$ 189,000	83
San Jose	CA	\$ 396,000	79

LOCALITY	ST	UPARR \$	FY*
Santa Ana	CA	\$ 314,500	80
Vista	CA	\$ 122,708	83
Denver	CO	\$ 332,500	80
Lafayette	CO	\$ 8,394	80
Pueblo	CO	\$ 253,400	80
Bridgeport	CT	\$ 799,850	81
Bridgeport	CT	\$ 530,825	80
Hartford	CT	\$ 805,825	83
Hartford	CT	\$ 619,225	81
Meriden	CT	\$ 140,250	80
New Britain	CT	\$ 425,000	80
New Haven	CT	\$ 439,875	83
West Haven	CT	\$ 106,250	80
Washington	DC	\$ 693,168	80
Washington	DC	\$ 455,000	80
Wilmington	DE	\$ 133,000	83
Wilmington	DE	\$ 185,870	80
Bradenton	FL	\$ 49,000	83
Bradenton	FL	\$ 35,000	79
Dade County	FL	\$ 1,100,000	79
Daytona Beach	FL	\$ 127,500	80
Daytona Beach	FL	\$ 79,436	83
Gainesville	FL	\$ 102,850	80
Hialeah	FL	\$ 192,500	83
Hollywood	FL	\$ 106,306	81
Jacksonville	FL	\$ 548,010	81
Jacksonville	FL	\$ 446,400	80
Jacksonville	FL	\$ 375,920	84
Lauderdale Lakes	FL	\$ 399,913	80
Melbourne	FL	\$ 66,528	81
Miami	FL	\$ 699,930	83
Miami	FL	\$ 719,730	81
Miami	FL	\$ 708,120	80
Orlando	FL	\$ 112,700	80
Panama City	FL	\$ 308,662	80
St Petersburg	FL	\$ 94,590	83
St Petersburg	FL	\$ 485,818	80
Tampa	FL	\$ 93,370	83
Winter Haven	FL	\$ 52,780	83
Atlanta	GA	\$ 921,100	80
Atlanta	GA	\$ 581,000	80
Savannah	GA	\$ 141,610	83
Savannah	GA	\$ 250,627	80
Savannah	GA	\$ 322,217	80

** Fiscal Year Funded

UPARR REHABILITATION GRANTS

LOCALITY	ST	UPARR \$	FY
Chicago	IL	\$ 5,250,000	80
Chicago	IL	\$ 2,100,000	79
Decatur	IL	\$ 208,075	83
Decatur	IL	\$ 88,575	80
East St. Louis	IL	\$ 581,136	83
East St. Louis	IL	\$ 385,000	81
Evanston	IL	\$ 87,624	80
Rantoul	IL	\$ 46,200	80
Urbana	IL	\$ 127,139	80
Bloomington	IN	\$ 50,694	79
Evansville	IN	\$ 232,652	80
Fort Wayne	IN	\$ 210,000	83
Hammond	IN	\$ 223,125	80
Indianapolis	IN	\$ 437,500	83
Indianapolis	IN	\$ 525,000	80
Muncie	IN	\$ 385,000	81
Kansas City	KS	\$ 176,330	83
Kansas City	KS	\$ 267,540	81
Covington	KY	\$ 86,000	83
Covington	KY	\$ 156,800	80
Hopkinsville	KY	\$ 57,877	83
Louisville	KY	\$ 282,415	83
Louisville	KY	\$ 340,000	80
Alexandria	LA	\$ 55,219	83
Alexandria	LA	\$ 97,028	80
Alexandria	LA	\$ 97,750	80
Alexandria	LA	\$ 250,000	79
Bossier City	LA	\$ 15,300	83
Kenner	LA	\$ 153,000	80
Lafayette	LA	\$ 127,296	80
Lafayette	LA	\$ 737,444	80
Lake Charles	LA	\$ 357,000	81
Lake Charles	LA	\$ 255,000	80
Monroe	LA	\$ 191,927	83
Monroe	LA	\$ 306,595	81
New Orleans	LA	\$ 680,000	83
New Orleans	LA	\$ 384,262	81
New Orleans	LA	\$ 657,475	80
New Orleans	LA	\$ 449,395	79
Shreveport	LA	\$ 250,699	81
Shreveport	LA	\$ 129,567	80
Attleboro	MA	\$ 270,502	81
Boston	MA	\$ 1,162,180	83
Boston	MA	\$ 1,630,916	81

LOCALITY	ST	UPARR \$	FY
Boston	MA	\$ 675,500	79
Brockton	MA	\$ 243,100	83
Brockton	MA	\$ 209,557	81
Brookline	MA	\$ 64,983	83
Cambridge	MA	\$ 71,400	80
Cambridge	MA	\$ 119,000	79
Essex County	MA	\$ 641,988	81
Everett	MA	\$ 235,340	80
Fall River	MA	\$ 324,800	80
Holyoke	MA	\$ 500,646	81
Holyoke	MA	\$ 208,250	84
Lowell	MA	\$ 85,000	83
Lowell	MA	\$ 361,683	80
Lowell	MA	\$ 35,000	79
Malden	MA	\$ 90,515	80
Revere	MA	\$ 361,250	83
Revere	MA	\$ 210,000	80
Salem	MA	\$ 75,000	84
Somerville	MA	\$ 300,000	84
Springfield	MA	\$ 190,637	80
Watertown	MA	\$ 280,000	80
Worcester	MA	\$ 246,474	83
Baltimore	MD	\$ 977,500	83
Baltimore	MD	\$ 697,392	80
Baltimore	MD	\$ 1,020,000	80
Portland	ME	\$ 98,646	80
Portland	ME	\$ 240,750	84
Battle Creek	MI	\$ 41,300	80
Detroit	MI	\$ 2,765,000	81
Detroit	MI	\$ 700,000	83
Detroit	MI	\$ 1,837,500	79
Flint	MI	\$ 129,731	83
Grand Rapids	MI	\$ 228,183	81
Highland Park	MI	\$ 33,574	83
Lansing	MI	\$ 411,927	83
Lansing	MI	\$ 457,501	80
Muskegon	MI	\$ 175,700	83
Muskegon Hgts.	MI	\$ 99,942	83
Pontiac	MI	\$ 560,000	80
Duluth	MN	\$ 119,600	81
Minneapolis	MN	\$ 712,000	81
Minneapolis	MN	\$ 478,400	79
St Paul	MN	\$ 225,400	83
St Paul	MN	\$ 74,520	80

UPARR REHABILITATION GRANTS

LOCALITY	ST	UPARR \$	FY
St Paul	MN	\$ 538,200	80
Jackson County	MO	\$ 105,456	80
Kansas City	MO	\$ 457,380	80
Kansas City	MO	\$ 791,105	83
Liberty	MO	\$ 39,900	80
St Joseph	MO	\$ 376,281	79
St Joseph	MO	\$ 513,667	80
St Louis	MO	\$ 1,329,720	80
St Louis	MO	\$ 902,958	83
Biloxi	MS	\$ 69,510	83
Biloxi	MS	\$ 62,580	80
Greenville	MS	\$ 58,100	80
Hattiesburg	MS	\$ 71,050	83
Jackson	MS	\$ 202,300	83
Meridian	MS	\$ 151,520	80
Meridian	MS	\$ 30,000	84
Moss Point	MS	\$ 32,900	83
Pascagoula	MS	\$ 49,000	83
Pascagoula	MS	\$ 23,100	79
Billings	MT	\$ 759,235	80
Durham	NC	\$ 162,190	81
Highpoint	NC	\$ 135,916	80
Wilmington	NC	\$ 42,000	83
Wilmington	NC	\$ 98,000	80
Omaha	NE	\$ 255,500	80
Bayonne	NJ	\$ 444,000	83
Bridgeton	NJ	\$ 90,151	80
Camden	NJ	\$ 388,000	83
Camden	NJ	\$ 242,873	80
Camden County	NJ	\$ 425,000	80
Clifton	NJ	\$ 100,000	83
East Orange	NJ	\$ 123,002	80
East Orange	NJ	\$ 100,000	84
Elizabeth	NJ	\$ 271,200	83
Elizabeth	NJ	\$ 42,500	80
Essex County	NJ	\$ 1,020,477	83
Essex County	NJ	\$ 983,535	81
Essex County	NJ	\$ 1,828,010	79
Hoboken	NJ	\$ 325,000	79
Irvington	NJ	\$ 63,750	79
Jersey City	NJ	\$ 637,500	83
New Brunswick	NJ	\$ 190,880	83
New Brunswick	NJ	\$ 209,100	80
North Bergen	NJ	\$ 65,850	80

LOCALITY	ST	UPARR \$	FY
Passaic	NJ	\$ 120,000	80
Passaic County	NJ	\$ 666,267	83
Paterson	NJ	\$ 496,000	83
Paterson	NJ	\$ 224,157	80
Perth Amboy	NJ	\$ 176,720	83
Perth Amboy	NJ	\$ 85,000	79
Plainfield	NJ	\$ 51,935	80
Plainfield	NJ	\$ 43,587	79
Trenton	NJ	\$ 360,000	83
Trenton	NJ	\$ 146,837	80
Union County	NJ	\$ 683,513	83
Union County	NJ	\$ 1,334,804	80
Vineland	NJ	\$ 212,500	80
Bernalillo Co.	NM	\$ 329,155	83
Buffalo	NY	\$ 637,500	83
Buffalo	NY	\$ 1,190,000	80
Freeport	NY	\$ 102,718	80
Freeport	NY	\$ 113,050	83
New Rochelle	NY	\$ 196,965	83
New York	NY	\$ 1,302,783	83
New York	NY	\$ 2,298,575	81
New York	NY	\$ 3,140,911	80
Niagara Falls	NY	\$ 180,531	83
Niagara Falls	NY	\$ 361,250	80
Rochester	NY	\$ 549,322	83
Rochester	NY	\$ 617,925	80
Schenectady	NY	\$ 170,000	83
Schenectady	NY	\$ 467,231	80
Syracuse	NY	\$ 637,500	83
Syracuse	NY	\$ 340,000	80
Syracuse	NY	\$ 212,500	79
Utica	NY	\$ 101,990	79
Utica	NY	\$ 150,000	84
Westchester Co.	NY	\$ 206,775	80
Akron	OH	\$ 225,169	83
Akron	OH	\$ 188,650	80
Akron	OH	\$ 248,500	80
Canton	OH	\$ 226,457	80
Cincinnati	OH	\$ 535,000	81
Cincinnati	OH	\$ 94,000	80
Cincinnati	OH	\$ 304,500	80
Cincinnati	OH	\$ 385,000	79
Cleveland	OH	\$ 552,692	80
Cleveland	OH	\$ 445,530	80

UPARR REHABILITATION GRANTS

LOCALITY	ST	UPARR	\$	FY
Cleveland	OH	\$	595,000	79
Cleveland	OH	\$	450,000	84
Columbus	OH	\$	528,559	80
Cuyahoga County	OH	\$	288,739	80
Cuyahoga County	OH	\$	352,800	79
Cuyahoga County	OH	\$	305,000	84
Dayton	OH	\$	200,000	80
Hamilton	OH	\$	91,000	83
Hamilton	OH	\$	64,383	80
Lima	OH	\$	62,100	81
Lima	OH	\$	46,410	80
Lucas County	OH	\$	315,000	80
Mahoning County	OH	\$	307,720	83
Steubenville	OH	\$	28,042	80
Steubenville	OH	\$	77,000	79
Toledo	OH	\$	594,847	83
Toledo	OH	\$	552,790	80
Warren	OH	\$	70,000	80
Warren	OH	\$	12,854	80
Warren	OH	\$	70,000	84
Youngstown	OH	\$	89,779	80
Lawton	OK	\$	120,400	79
Muskogee	OK	\$	42,000	80
Portland	OR	\$	525,000	83
Portland	OR	\$	378,000	81
Portland	OR	\$	909,049	79
Abington Twn.	PA	\$	162,027	80
Allegheny County	PA	\$	344,820	83
Easton	PA	\$	52,500	80
Easton	PA	\$	70,000	83
Erie	PA	\$	87,500	83
Harrisburg	PA	\$	197,603	83
Norristown	PA	\$	70,000	83
Philadelphia	PA	\$	1,335,600	83
Philadelphia	PA	\$	700,000	80
Pittsburgh	PA	\$	592,900	83
Pittsburgh	PA	\$	1,500,000	81
Reading	PA	\$	241,185	83
Reading	PA	\$	80,500	80
Scranton	PA	\$	316,140	80
Wilkes-Barre	PA	\$	337,891	83
Wilkes-Barre	PA	\$	133,000	80
Bayamon	PR	\$	238,000	83
Guaynabo	PR	\$	209,692	81

LOCALITY	ST	UPARR	\$	FY
Central Falls	RI	\$	98,000	83
Cranston	RI	\$	103,600	83
Cranston	RI	\$	69,659	81
East Providence	RI	\$	210,000	83
East Providence	RI	\$	207,056	80
Pawtucket	RI	\$	290,000	80
Providence	RI	\$	784,000	83
Providence	RI	\$	711,710	80
Woonsocket	RI	\$	109,500	80
Charleston	SC	\$	425,000	80
Charleston	SC	\$	65,000	84
Columbia	SC	\$	210,000	81
Spartanburg	SC	\$	40,000	84
Chattanooga	TN	\$	175,000	80
Clarksville	TN	\$	95,200	83
Clarksville	TN	\$	17,500	80
Jackson	TN	\$	84,000	83
Jackson	TN	\$	74,200	80
Knoxville	TN	\$	21,700	83
Memphis/Shelby	TN	\$	777,000	83
Memphis/Shelby	TN	\$	822,500	81
Memphis/Shelby	TN	\$	626,416	79
Nashville/Dvdson	TN	\$	455,651	83
Nashville/Dvdson	TN	\$	758,416	81
Austin	TX	\$	344,000	83
Beaumont	TX	\$	293,600	83
Beaumont	TX	\$	276,000	81
Corpus Christi	TX	\$	40,000	80
Corpus Christi	TX	\$	236,245	80
Denison	TX	\$	358,222	80
Denison	TX	\$	48,000	83
Edinburg	TX	\$	54,080	84
El Paso	TX	\$	640,000	80
Galveston	TX	\$	56,800	79
Laredo	TX	\$	125,200	83
Laredo	TX	\$	62,400	79
McAllen	TX	\$	76,618	83
San Antonio	TX	\$	784,000	83
San Antonio	TX	\$	824,000	80
Texarkana	TX	\$	117,923	80
Waco	TX	\$	112,000	83
Waco	TX	\$	240,000	80
Odgen	UT	\$	241,640	81
Salt Lake City	UT	\$	420,000	80

UPARR REHABILITATION GRANTS

LOCALITY	ST	UPARR	\$	FY
Lynchburg	VA	\$	190,887	80
Lynchburg	VA	\$	145,609	80
Newport News	VA	\$	77,500	83
Newport News	VA	\$	241,307	80
Newport News	VA	\$	376,285	80
Norfolk	VA	\$	317,750	83
Norfolk	VA	\$	360,606	81
Norfolk	VA	\$	261,800	80
Petersburg	VA	\$	178,250	83
Petersburg	VA	\$	160,183	81
Portsmouth	VA	\$	214,200	81
Portsmouth	VA	\$	99,150	79
Richmond	VA	\$	209,407	79
Roanoke	VA	\$	178,250	83
Roanoke	VA	\$	250,847	81
Suffolk	VA	\$	182,125	83
Suffolk	VA	\$	213,195	81
Bellingham	WA	\$	138,995	80
Everett	WA	\$	183,865	80
King County	WA	\$	290,080	80
Pasco	WA	\$	175,000	83
Pasco	WA	\$	164,500	80
Seattle	WA	\$	616,700	83
Seattle	WA	\$	644,000	79
Tacoma	WA	\$	367,500	83
Tacoma	WA	\$	549,393	80
Tacoma	WA	\$	300,917	79
Milwaukee	WI	\$	735,000	83
Milwaukee	WI	\$	770,000	80
Milwaukee Co	WI	\$	392,762	80
Superior	WI	\$	80,000	80
Wheeling	WV	\$	224,000	80
Wheeling	WV	\$	245,000	83
Wood County	WV	\$	140,000	83

Urban Park and
Recreation
Recovery Act of
1978.

**TITLE X—URBAN PARK AND RECREATION
RECOVERY PROGRAM**

SHORT TITLE

16 USC 2501
note.

Sec. 1001. This title may be cited as the "Urban Park and Recreation Recovery Act of 1978".

FINDINGS

6 USC 2501.

Sec. 1002. The Congress finds that—

- (a) the quality of life in urban areas is closely related to the availability of fully functional park and recreation systems including land, facilities, and service programs;
- (b) residents of cities need close-to-home recreational opportunities that are adequate to specialized urban demands, with parks and facilities properly located, developed, and well maintained;
- (c) the greatest recreational deficiencies with respect to land, facilities, and programs are found in many large cities, especially at the neighborhood level;
- (d) inadequate financing of urban recreation programs due to fiscal difficulties in many large cities has led to the deterioration of facilities, nonavailability of recreation services, and an inability to adapt recreational programs to changing circumstances; and
- (e) there is no existing Federal assistance program which fully addresses the needs for physical rehabilitation and revitalization of these park and recreation systems.

92 STAT. 3539

Program
authorization.

Sec. 1003. The purpose of this title is to authorize the Secretary to establish an urban park and recreation recovery program which would provide Federal grants to economically hard-pressed communities specifically for the rehabilitation of critically needed recreation areas, facilities, and development of improved recreation programs for a period of five years. This short-term program is intended to complement existing Federal programs such as the Land and Water Conservation Fund and Community Development Grant Programs by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long-term commitments to continuing maintenance of these systems. Such assistance shall be subject to such terms and conditions as the Secretary considers appropriate and in the public interest to carry out the purposes of this title.

16 USC 2503.

DEFINITIONS

Sec. 1004. When used in this title the term—

- (a) "recreational areas and facilities" means indoor or outdoor parks, buildings, sites, or other facilities which are dedicated to recreation purposes and administered by public or private nonprofit agencies to serve the recreation needs of community residents. Emphasis shall be on public facilities readily accessible to residential neighborhoods, including multiple-use community centers which have recreation as one of their primary purposes, but excluding major sports arenas, exhibition areas, and confer-

ence halls used primarily for commercial sports, spectator, or display activities;

(b) "rehabilitation grants" means matching capital grants to local governments for the purpose of rebuilding, remodeling, expanding, or developing existing outdoor or indoor recreation areas and facilities, including improvements in park landscapes, buildings, and support facilities, but excluding routine maintenance and upkeep activities;

(c) "innovation grants" means matching grants to local governments to cover costs of personnel, facilities, equipment, supplies, or services designed to demonstrate innovative and cost-effective ways to augment park and recreation opportunities at the neighborhood level and to address common problems related to facility operations and improved delivery of recreation service, and which shall exclude routine operation and maintenance activities;

(d) "recovery action program grants" means matching grants to local governments for development of local park and recreation recovery action programs to meet the requirements of this title. Such grants will be for resource and needs assessment, coordination, citizen involvement and planning, and program development activities to encourage public definition of goals, and development priorities and strategies for overall recreation system recovery;

(e) "maintenance" means all commonly accepted practices necessary to keep recreation areas and facilities operating in a state of good repair and to protect them from deterioration resulting from normal wear and tear;

(f) "general purpose local government" means any city, county, town, township, parish, village, or other general purpose political subdivision of a State, including the District of Columbia, and insular areas;

92 STAT. 35

(g) "special purpose local government" means any local or regional special district, public-purpose corporation or other limited political subdivision of a State, including but not limited to park authorities; park, conservation, water or sanitary districts; and school districts;

(h) "private, nonprofit agency" means a community-based, nonprofit organization, corporation, or association organized for purposes of providing recreational, conservation, and educational services directly to urban residents on either a neighborhood or communitywide basis through voluntary donations, voluntary labor, or public or private grants;

(i) "State" means any State of the United States or any instrumentality of a State approved by the Governor; the Commonwealth of Puerto Rico, and insular areas; and

(j) "insular areas" means Guam, the Virgin Islands, American Samoa, and the Northern Mariana Islands.

SEC. 1005. (a) Eligibility of general purpose local governments for assistance under this title shall be based upon need as determined by the Secretary. Within one hundred and twenty days after the effective date of this title, the Secretary shall publish in the Federal Register a list of the local governments eligible to participate in this program, to be accompanied by a discussion of criteria used in determining eligibility. "Such criteria shall be based upon factors which the Secretary

Assistant
eligibility,
16 USC 2
Publicatio
Federal R.

determines are related to deteriorated recreational facilities or systems, and physical and economic distress.

(b) Notwithstanding the list of eligible local governments established in accordance with subsection (a), the Secretary is also authorized to establish eligibility, at his discretion and in accord with the findings and purpose of this title, to other general purpose local governments in standard metropolitan statistical areas as defined by the census: *Provided*, That grants to these discretionary applicants do not exceed in the aggregate 15 per centum of funds appropriated under this title for rehabilitation, innovation, and recovery action program grants.

(c) The Secretary shall also establish priority criteria for project selection and approval which consider such factors as—

- (1) population;
- (2) condition of existing recreation areas and facilities;
- (3) demonstrated deficiencies in access to neighborhood recreation opportunities, particularly for minority, and low- and moderate-income residents;
- (4) public participation in determining rehabilitation or development needs;
- (5) the extent to which a project supports or complements target activities undertaken as part of a local government's overall community development and urban revitalization program;
- (6) the extent to which a proposed project would provide employment opportunities for minorities, youth, and low- and moderate-income residents in the project neighborhood and/or would provide for participation of neighborhood, nonprofit or tenant organizations in the proposed rehabilitation activity or in subsequent maintenance, staffing, or supervision of recreation areas and facilities; and
- (7) the amount of State and private support for a project as evidenced by commitments of non-Federal resources to project construction or operation.

GRANTS TO IMPLEMENT PROGRAM

SEC. 1006. (a) The Secretary is authorized to provide 70 per centum matching rehabilitation and innovative grants directly to eligible general purpose local governments upon his approval of applications therefor by the chief executives of such governments.

(1) At the discretion of such applicants, and if consistent with an approved application, rehabilitation and innovation grants may be transferred in whole or in part to independent special purpose local governments, private nonprofit agencies or county or regional park authorities: *Provided*, That assisted recreation areas and facilities owned or managed by them offer recreation opportunities to the general population within the jurisdictional boundaries of an eligible applicant.

(2) Payments may be made only for those rehabilitation or innovative projects which have been approved by the Secretary. Such payments may be made from time to time in keeping with the rate of progress toward the satisfactory completion of a project, except that the Secretary may, when appropriate, make advance payments on approved rehabilitation and innovative projects in an amount not to exceed 20 per centum of the total project cost.

(3) The Secretary may authorize modification of an approved project only when a grantee has adequately demonstrated that such modification

priority criteria project selection and approval.

14 13

STAT. 3541

14 13 grants; USC 2505.

14 13 inference of grants.

14 13 payments.

ification is necessary because of circumstances not foreseeable at the time a project was proposed.

(b) Innovation grants should be closely tied to goals, priorities, and implementation strategies expressed in local park and recreation recovery action programs, with particular regard to the special considerations listed in section 1007(b)(2).

LOCAL COMMITMENTS TO SYSTEM RECOVERY AND MAINTENANCE

SEC. 1007. (a) As a requirement for project approval, local governments applying for assistance under this title shall submit to the Secretary evidence of their commitments to ongoing planning, rehabilitation, service, operation, and maintenance programs for their park and recreation systems. These commitments will be expressed in local park and recreation recovery action programs which maximize coordination of all community resources, including other federally supported urban development and recreation programs. During an initial interim period to be established by regulations under this title, this requirement may be satisfied by local government submissions of preliminary action programs which briefly define objectives, priorities, and implementation strategies for overall system recovery and maintenance and commit the applicant to a scheduled program development process. Following this interim period, all local applicants shall submit to the Secretary, as a condition of eligibility, a five-year action program for park and recreation recovery that satisfactorily demonstrate:

- (1) systematic identification of recovery objectives, priorities, and implementation strategies;
- (2) adequate planning for rehabilitation of specific recreation areas and facilities, including projections of the cost of proposed projects;
- (3) capacity and commitment to assure that facilities provided or improved under this title shall thereafter continue to be adequately maintained, protected, staffed, and supervised;
- (4) intention to maintain total local public outlays for park and recreation purposes at levels at least equal to those in the year preceding that in which grant assistance is sought beginning in fiscal year 1980 except in any case where a reduction in park and recreation outlays is proportionate to a reduction in overall spending by the applicant; and
- (5) the relationship of the park and recreation recovery program to overall community development and urban revitalization efforts.

Where appropriate, the Secretary may encourage local governments to meet action program requirements through a continuing planning process which includes periodic improvements and updates in action program submissions to eliminate identified gaps in program information and policy development.

(b) Action programs shall address, but are not limited to the following considerations:

- (1) Rehabilitation of existing recreational sites and facilities, including general systemwide renovation; special rehabilitation requirements for recreational sites and facilities in areas of high population concentration and economic distress; and restoration of outstanding or unique structures, landscaping, or similar features in parks of historical or architectural significance.

Innovation grants.

16 USC 2505

Recovery programs.

Five-year programs for park and recreation recovery.

14 13

92 STAT.

Action program.

(2) Local commitments to innovative and cost-effective programs and projects at the neighborhood level to augment recovery of park and recreation systems, including but not limited to recycling of abandoned schools and other public buildings for recreational purposes; multiple use of operating educational and other public buildings; purchase of recreation services on a contractual basis; use of mobile facilities and recreational, cultural, and educational programs or other innovative approaches to improving access for neighborhood residents; integration of recovery program with federally assisted projects to maximize recreational opportunities through conversion of abandoned railroad and highway rights-of-way, waterfront, and other redevelopment efforts and such other federally assisted projects as may be appropriate; conversion of recreation use of street space, derelict land, and other public lands not now designated for neighborhood recreational use; and use of various forms of compensated and uncompensated land regulation, tax inducements, or other means to encourage the private sector to provide neighborhood park and recreation facilities and programs.

The Secretary shall establish and publish in the Federal Register requirements for preparation, submission, and updating of local park and recreation recovery action programs.

(c) RECOVERY ACTION PROGRAM GRANTS.—The Secretary is authorized to provide up to 50 per centum matching grants to eligible local applicants for program development and planning specifically to meet the objectives of this title.

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STATE ACTION INCENTIVE

SEC. 1008. The Secretary is authorized to increase Federal implementation grants authorized in section 1006 by providing an additional match equal to the total match provided by a State of up to 15 per centum of total project costs. In no event may the Federal matching amount exceed 85 per centum of total project cost. The Secretary shall further encourage the States to assist him in assuring that local recovery plans and programs are adequately implemented by cooperating with the Department of the Interior in monitoring local park and recreation recovery plans and programs and in assuring consistency of such plans and programs, where appropriate, with State recreation policies as set forth in statewide comprehensive outdoor recreation plans.

MATCHING REQUIREMENTS

SEC. 1009. The non-Federal share of project costs assisted under this Title may be derived from general or special purpose State or local revenues, State categorical grants, special appropriations by State legislatures, donations of land, buildings, or building materials and/or in-kind construction, technical, and planning services. No moneys from the Land and Water Conservation Fund (77 Stat. 49), as amended, or from any other Federal grant program other than general revenue sharing and the community development block grant programs shall be used to match Federal grants under this program. Reasonable local costs of action program development to meet the requirements of section 1007(a) of this title may be used as part of the local match only when local applicants have not received program development grants under the authority of section 1007(c) of this title. The Secretary shall

1009. Federal
share of project
costs.
16 USC 2508.

encourage States and private interests to contribute, to the maximum extent possible, to the non-Federal share of project costs.

CONVERSION OF RECREATION PROPERTY

SEC. 1010. No property improved or developed with assistance under this title shall, without the approval of the Secretary, be converted to other than public recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the current local park and recreation recovery action program and only upon such conditions as he deems necessary to assure the provision of adequate recreation properties and opportunities of reasonably equivalent location and usefulness.

16 USC 2:

COORDINATION OF PROGRAM

SEC. 1011. The Secretary shall (a) coordinate the urban park and recreation recovery program with the total urban recovery effort and cooperate to the fullest extent possible with other Federal departments and agencies and with State agencies which administer programs and policies affecting urban areas, including but not limited to, programs in housing, urban development, natural resources management, employment, transportation, community services, and voluntary action; (b) encourage maximum coordination of the program between appropriate State agencies and local applicants; and (c) require that local applicants include provisions for participation of community and neighborhood residents and for public-private coordination in recovery planning and project selection.

16 USC 251

AUDIT REQUIREMENTS

SEC. 1012. Each recipient of assistance under this title shall keep such records as the Secretary shall prescribe, including records which fully disclose the amount and disposition of project undertakings in connection with which assistance under this title is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit. The Secretary, and the Comptroller General of the United States, or their duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers, and records of the recipient that are pertinent to assistance received under this title.

Recordkeepi
16 USC 2511

92 STAT.

AUTHORIZATION OF APPROPRIATIONS

SEC. 1013. There are hereby authorized to be appropriated for the purposes of this title, not to exceed \$150,000,000 for each of the fiscal years 1979 through 1982, and \$125,000,000 in fiscal year 1983, such sums to remain available until expended. Not more than 3 per centum of the funds authorized in any fiscal year may be used for grants for the development of local park and recreation recovery action programs pursuant to sections 1007(a) and 1007(c), and not more than 10 per centum may be used for innovation grants pursuant to section 6 of this title. Grants made under this title for projects in any one State shall not exceed in the aggregate 15 per centum of the aggregate amount of funds authorized to be appropriated in any fiscal year. For

16 USC 251

PUBLIC LAW 95-625—NOV. 10, 1978

the authorizations made in this subsection, any amounts authorized but not appropriated in any fiscal year shall remain available for appropriation in succeeding fiscal years.

Notwithstanding any other provision of this Act, or any other law, or regulation, there is further authorized to be appropriated \$250,000 for each of the fiscal years 1979 through 1983, such sums to remain available until expended, to each of the insular areas. Such sums will not be subject to the matching provisions of this section, and may only be subject to such conditions, reports, plans, and agreements, if any, as determined by the Secretary.

LIMITATION OF USE OF FUNDS

SEC. 1014. No funds available under this title shall be used for the acquisition of land or interests in land.

SUNSET AND REPORTING PROVISIONS

Reports to
Congress.
16 USC 2514.

SEC. 1015. (a) Within ninety days of the expiration of this authority, the Secretary shall report to the Congress on the overall impact of the urban park and recreation recovery program.

(b) On December 31, 1979, and on the same date in each year that the recovery program is funded, the Secretary shall report to the Congress on the annual achievements of the innovation grant program, with emphasis on the nationwide implications of successful innovation projects.

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