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Field Service
Department of Recreation and Park Administration
University of Illinois
August, 1967
August, 1967

Mr. Harry Temple, President
Chamber of Commerce

Mr. Elmer Novak, Mayor
Salem, Illinois

Gentlemen:

I am pleased to submit this report, Salem Community Park-Recreation District Proposal, Salem, Illinois, to the Salem Chamber of Commerce and Salem City Council.

Alan R. Caskey, Field Consultant, conducted the study and developed the material contained herein. The report briefly summarizes the anticipated park-recreation needs of the Salem community area, briefly appraises the existing park-recreation areas and facilities, and recommends an immediate plan of action for park-recreation services.

It should be quite apparent that this report is only a limited survey. It should not be considered a comprehensive plan for long range development of park-recreation services in the Salem community area.

It is hoped that the opportunities for parks-recreation discussed in this report will enable an expansion of present programs offered by the Salem Recreation Board and the Salem Parks Department.

This report provides the Salem Chamber of Commerce and Salem City Council with guidelines to undertake a campaign that will inform the residents of the Salem community area about the need for public park-recreation services. Cooperation of the Chamber members, various local government units and their officials, and other citizens is acknowledged with appreciation.

Sincerely,

Joseph J. Hannon
Chief, Field Service
PARTICIPATING OFFICIALS

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Ray Baldridge, Councilman
William Dietrick, Councilman
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M. C. "Buck" Ross, Councilman

Department of Recreation and Park Administration
University of Illinois

Joseph J. Bannon, Chief
George A. Lowrey, Jr., Assistant Chief
Alan R. Caskey, Field Consultant
Velma Gadbury, Secretary
MAJOR RECOMMENDATIONS

1. Form a Salem Community Citizens Committee that will develop community park-recreation awareness.

2. Establish a Salem Community Park-Recreation District as provided by the Park District Code. (Chapter 105 of the Illinois Revised Statutes.) Urge citizens who represent various walks of life and who have demonstrated an active interest in parks-recreation in the Salem area to seek election as Park-Recreation commissioners.

3. Inform every voter of the opportunity to provide for himself park-recreation services through the establishment of a Park-Recreation District.

4. Employ a full-time professional park-recreation director.

5. Levy a sufficient tax that will provide adequate financial resources for the park-recreation district.

6. Develop existing areas and facilities and establish new ones as needed in order to provide a variety of indoor and outdoor park-recreation experiences for all citizens.

7. Establish a year-round full time park-recreation program for all citizens.

8. Establish, with professional assistance, a comprehensive long-range park-recreation master plan.
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INTRODUCTION

The University of Illinois, Department of Recreation and Park Administration, Field Service was requested by the Salem Chamber of Commerce and the Salem City Council to conduct a brief survey of the Salem community park and recreation resources.

On Monday, July 16, 1967 and Tuesday, July 17, 1967, a Field Service consultant visited the Salem community area to evaluate and discuss with community leaders park and recreation resources.

Prior to the visit, questionnaires relative to existing recreation and park conditions were submitted to community leaders. These individuals were chosen because of their knowledge of various aspects of the city, its adjacent areas, and its citizens. Community leaders interviewed were governmental officials, business leaders, and interested citizens. (See Appendix A for the interview schedule listing individuals contacted, questionnaire cover letter, and questionnaire.)

This report is a summary of ideas and suggestions from many individuals about Salem community's future park and recreation resources. These ideas and suggestions combined with the University consultant's knowledge of the National Recreation and Park Association's Standards provide the basis for recommendations contained herein.

Information provided by (1) interviews, (2) the study of local park and recreation resources by the Salem City Plan Commission, (3) the recommendations of the Salem Comprehensive City Plan, and (4) the Consultant's observations have been combined to secure sufficient support of recommendations within this report.
Limitations of Study

The consultant's observations, conclusions and recommendations must be considered with the following limitations:

1. Time in Community: The consultant spent two days in the Salem Community area conducting interviews and touring recreation areas and facilities.

2. Interview Sampling: The individuals chosen for interviews may not be representative of all views in the community.
Man's struggle for self-realization assumes many forms and has many parts. The road to individual integrity and dignity requires the exercise of our rights and freedoms in responsible and constructive ways. Important among these is the way each person chooses to exercise the right to enjoy increasingly longer periods of respite from work and other responsibilities. We are changing from a work-centered society to one in which people have a better opportunity to balance their work with meaningful leisure experiences. These leisure experiences should bring a greater measure of satisfaction and fulfillment into our daily lives. As we balance our individual lives in this manner, we contribute to the proper balance of society.

Whether individually or as part of a group such as the family, a church group, a social organization, hobby club, or other special interest groups, we find much of the balancing experience through some form of recreation activity. The nature and quality of the experience, which we call recreation, determines in large measure the nature and quality of our lives. The values we experience and demonstrate in our leisure behavior reflect the values we hold as individuals and as a community of human beings.

Recreation is first and foremost a personal matter. It is something that a person does voluntarily during his leisure because he believes that it will be satisfying to him. Enjoyment of the activity is basic to the recreation experience, but the values of recreation which give it depth and fullness of meaning include the maintenance and improvement of physical and psychic well-being, the growth and development of personality, and the easing of social adjustments. Recreation is one of the keys to abundant living.

Because of its importance in the building of our social fabric, recreation is more than a personal responsibility. As ingenious and resourceful as man may be, his attempts to provide for himself recreationally, meets an
impasse unless he pools his resources with those of his fellow man to enable provision of certain kinds of recreation opportunity. The very things that have given us increased freedom and leisure have also worked in many ways to our disadvantage. The rapid increase in population and the new leisure have created vast new economic markets and helped to promote financial affluence.

During the past quarter century while we have been depleting our recreation resource potential, the recreation needs and demands of the population have increased many times over. Adults now have more opportunity for leisure than ever before in our history. Scientific and technological advances have prolonged life, produced labor-saving devices, increased production per man-hour of work, and reduced the work day and the work week. Longer life combined with compulsory retirement practices has produced a new leisure group of "senior citizens." The increase in leisure provides for small allotments of time on weekdays, larger allotments on weekends and occasional holidays, and substantial blocks of time for vacations. If this time is to be enjoyed and used in a manner that will contribute to the positive growth of our culture, suitable recreation opportunities must be conveniently accessible. Park areas, adequately developed to facilitate recreation participation, are essential to individual and community well-being.

The average individual, acting on his own, cannot hope to provide adequately for all his recreation needs or protect his interests in the face of the powerful influences represented by rapid urban growth. It is incumbent upon society, therefore, to act through its institutions to develop and protect the park resources and potentials for recreation that remain. At the same time we must provide leadership which is adequate to the task of managing these resources, directing their intelligent use and guiding people of all ages into the learning and practice of a wide variety of recreation skills and appreciations.
COMMUNITY INVOLVEMENT

Form a Salem Community Citizens Committee that will develop community park-recreation awareness.

Citizens Committee

Strong support for improvement of park-recreation resources exists in the members of the Salem City Council and Salem Chamber of Commerce. The execution of the various steps in the formation of the proposed park-recreation district would best be handled by a Citizens Committee which would be separate from any governing body or existing organization. Members on this committee should be from every geographic area in the proposed district and represent major special interest groups.

The Citizens Committee should select two co-chairmen to coordinate the functions of the committee. A Finance subcommittee should be formed to enlist financial support for the committee operations. A Legal subcommittee chaired by a lawyer is an absolute necessity in accomplishing legal steps necessary in the formation of a park-recreation district. A Policy subcommittee should develop goals, objectives, and a course of action for the committee. A Publicity subcommittee should develop plans for the community involvement program.

Experience indicates that successful formation of special governmental districts results usually from the efforts of a strong citizens committee.

Inform every voter of the opportunity to provide for himself park-recreation services through the establishment of a park-recreation district.

In order for the residents of the Salem community area to make a wise decision on the district proposal, they need to know basic information
concerning the advantages of the district. All methods of public information, i.e. radio, television, newspapers, and publicity flyers, should be used.

The Salem Citizens Committee when formed should secure on its publicity subcommittee an individual knowledgeable in public relations. This individual would be able to develop the necessary publicity programs.

An efficient and effective publicity media is a 35 mm. slide presentation. With a prepared text and slides, a speaker can give repeated audio and visual presentations to groups with minimum effort. This report supplies material that could be developed into a visual presentation.
Establish a Salem Community Park-Recreation District as provided by the Park District Code (Chapter 105 of the Illinois Revised Statutes).

Government Function

"Government is a process through which man functions in an orderly fashion. Government is a political institution created by people, for people, which, if conceived and administered wisely and democratically, makes it possible for people who have common bonds and interests to do collectively what they would otherwise be unable to do individually, in the absence of a common authority."^2

Citizens of the Salem area have provided park facilities and recreation programs without a single governing authority and without adequate objectives and defined purposes. Provision of recreation programs has been provided by the City of Salem Recreation Board. It is the opinion of those interviewed that the Board throughout the years has done an exceptional job of providing recreation programs of an athletic nature during the summer months and primarily for the youth. The park facilities in Salem have been maintained by the city maintenance crews under the guidance and direction of a City Council member responsible for the park facilities. The school programs have been loosely coordinated with the park-recreation programs, however, there has been no organized cooperation in development of facilities or programs. Voluntary agencies in the Salem area have provided programs with varying degrees of efficiency in meeting many different recreation needs. There has been no cooperation or coordination of volunteer programs in the Salem area. Continuation of the present situation leads to duplication, waste, and ineffective use of financial resources for parks and recreation.

The recommendation to establish a park-recreation district should help reduce this problem by centralizing the park-recreation functions with adequate financial resources.
Factors Favoring Park-Recreation District Organization

1. Under the provisions of the Illinois Park District Code, it is possible to organize a park-recreation district which would have authority to levy both a park tax and a recreation tax.

2. The park-recreation services paid for by the taxpayers within the city limits are presently available for the enjoyment of residents living in adjacent areas that are outside the city limits. The proposed district boundaries will extend beyond the city's corporate limits thus providing the best possible tax base for the people who will be served.

3. The Park District Code has adequate provisions to enable the development of a complete public park-recreation system without resorting to other enabling acts or to the establishment of other public authorities.

4. A park-recreation district is governed by five unpaid elected commissioners whose primary responsibility is providing for adequate public park-recreation services and who have final decision-making authority.

5. Park-recreation districts have authority to issue general obligation bonds for capital improvements subject to the approval of the voters by referendum. Park-recreation districts also have power to provide golf courses, swimming pools, and other public park-recreation facilities by issuing revenue bonds, thus requiring no increase in the tax bill.

6. There is an established trend toward the combining of the park-recreation function under one agency. The Park District Code permits this organizational structure.

7. With policy formation by the elected board and the administrative function performed by a full-time executive, there is a clear line of responsibility for the provision of park-recreation services.
## Organization Time Table

The Park District Code (Chapter 105 of the Illinois Revised Statutes) requires certain legal procedures for establishing a park-recreation district referendum date. Below is a suggested time table for the establishment of a Park-Recreation District in the Salem community.

<table>
<thead>
<tr>
<th>Day Number</th>
<th>Action</th>
<th>By Whom</th>
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<tbody>
<tr>
<td>1</td>
<td>Formation of Citizen's Committee</td>
<td>Salem City Council and Salem Chamber of Commerce</td>
</tr>
<tr>
<td>50</td>
<td>Public Announcements of Recommendations</td>
<td>Salem Citizens Committee</td>
</tr>
<tr>
<td>50-140</td>
<td>Promotion Campaign</td>
<td>Salem Citizens Committee, Salem Chamber of Commerce and interested citizens</td>
</tr>
<tr>
<td>60</td>
<td>Petition of 100 voters filed with Circuit Court Clerk</td>
<td>Salem Citizens Committee with attorney's advice</td>
</tr>
<tr>
<td>90-240</td>
<td>Public Hearing</td>
<td>Legal limit set by Circuit Judge at least thirty (30) days after filing of petition but not more than 180 days</td>
</tr>
<tr>
<td>110-260</td>
<td>Park-Recreation District Referendum</td>
<td>Date set by Circuit Judge twenty (20) days after public hearing</td>
</tr>
<tr>
<td>111-261</td>
<td>Formation of Park-Recreation District</td>
<td>Salem Community Park-Recreation District</td>
</tr>
<tr>
<td>130-280</td>
<td>Transfer of City Recreation and Park Function</td>
<td>Salem City Council and Salem Community Park-Recreation District</td>
</tr>
<tr>
<td>130</td>
<td>Employ a Director of Parks and Recreation</td>
<td>Salem Community Park-Recreation District</td>
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## Boundaries of Proposed Park-Recreation District

During the interviews, three suggestions for the proposed park district boundaries were made. The three were: (1) the city boundaries, (2) the Salem Community High School District boundaries, and (3) the establishment
of special boundaries. It is recommended that the Salem Community High School District be used for the proposed park-recreation district boundaries.

Advantages of Using Salem Community High School District Boundaries

1. Assessed Valuation: Total assessed property valuation is approximately 48 million dollars. This would provide a tax base sufficient to initiate a comprehensive park-recreation program.

2. Service Area: The proposed park-recreation district will include the City of Salem and considerable adjacent areas to the north, south, east, and west. It will include the community of Iuka. The location of the proposed park-recreation district boundaries will be adjacent to areas, which in the future, may be annexed to the park-recreation district if they so desire.

3. Number of People: The proposed park-recreation district boundaries will include approximately 10,000 people. The people included in the proposed district normally associate with other Salem community facilities and services. Individuals outside of the proposed boundaries who wish to use the park-recreation district programs or facilities may be required to pay a higher fee or they may request annexation to the park-recreation district.

4. Future Growth: The proposed park-recreation district boundaries include the land area that will be developed for residential, commercial, or industrial uses in the future. By including this land now, future facilities and programs can be coordinated with the growth of the park-recreation district.

In summary, the Salem Community High School District offers the most feasible boundary when considering (1) total assessed property valuation, (2) service area, (3) number of people included, and (4) future growth.
Transfer of City Park and Recreation Functions

The recommendation to establish a park-recreation district is based on the assumption that the City of Salem would transfer the responsibility for parks and recreation facilities and programs to the park-recreation district. The city would drop its present levies of .0667 for parks and .0366 for playgrounds. It is important that the City Council go on record in the very beginning of any campaign to establish a park-recreation district, that it would be willing to relinquish its park-recreation functions to the proposed Salem Community Park-Recreation District.

The procedure for transferring a city playground and recreation commission's functions to a park district is listed in Appendix B. The legal matters of transferring titles, equipment, and funds can be handled cooperatively by the city attorney and the park-recreation district attorney.
LEADERSHIP

Urge citizens who represent various walks of life and who have demonstrated an active interest in parks-recreation in the Salem community to seek election as park-recreation commissioner.

Board Selection

The voting public will be concerned with the kind of commissioners seeking election as well as the permanent establishment of the Park District. The kind of commissioner the citizens committee urges to seek election will be very important as to whether or not the park-recreation district issue shall receive a favorable vote. Past experience with district organizational patterns reveals that the public expresses more concern about the campaigning commissioners than the formation of the district. The committee should try to urge citizens who are in sympathy with the goals of parks-recreation to serve on the Board of Park Commissioners.

A group of individuals who should be considered for commissioner are the present members of the Salem Recreation Board. These individuals are familiar with the recreation programming within the Salem community. Their performance as board members to date has been outstanding and they have done an excellent job considering the financial resources which they have available to them. Even if they do not wish to actively pursue a position of park commissioner, they should be urged to participate in the Salem Citizen's Committee activities.

The public should be sufficiently informed that interested persons may seek election as park commissioner and may contact the Salem Citizen's Committee for assistance.
Members of the Citizens Committee may wish to meet with individuals seeking election as park commissioner either separately or in groups to discuss:
1. the Park-Recreation District proposal study;
2. functions of the proposed Salem Community Park-Recreation District;
3. the proposed district's organizational campaign.

During the proposed educational period the campaigning commissioners could issue statements concerning their position relations to the function of the park-recreation district. Statements concerning philosophy, planning, decision making, and especially reasons for the need of a park-recreation district would be appropriate.

If established, the Salem Community Park-Recreation District should become a member of the Illinois Association of Park Districts.

**Employment of a Professional Park-Recreation Director**

Good leadership is the most important asset of any governmental structure, and this is quite evident in Salem. The City Manager, the elementary and senior high school superintendents, the library administrators, and the Chamber of Commerce executives are professionals who provide strong leadership for their organizations as evidenced by interviewees' comments. Individuals directing these agencies take a professional and personal interest in the welfare and well-being of the people they serve. If adequate park-recreation services are to be provided, it is essential that a full-time professionally trained executive be employed. This individual will, under the commissioners direction, organize, expand, and develop the park-recreation system within the Salem community.

From past experience, public knowledge that a professional park-recreation executive will be employed when the district is established has added considerable support for a favorable vote for the park-recreation district proposal.
The professional park-recreation executive should have the ability to:

1) Organize, plan and direct the entire park-recreation system in the Salem community;

2) Counsel local businessmen in providing quality park-recreation experiences in commercial and private enterprises;

3) Assist other city leaders in explaining the assets of Salem community for possible location of commercial, governmental, or private facilities or enterprises.

Organizational Chart

The organization chart shown in Table I explains the relationship of the Director of parks-recreation to the Board of Park Commissioners and the electorate of the district. Some positions would be a full-time position with assistants being employed an a seasonal basis. The Superintendent of Recreation, for the present, might possibly be a part-time position until a broad program can be established. The special-facility managers, such as for the swimming pool or community center, or teenage center would be seasonal positions. The directors of the summer athletic programs or the winter athletic programs or other special programs would also be seasonal positions. Some of these positions might possibly be filled by teachers who are now employed by the Salem public schools. Such part-time positions not only help the schools recruit more and better personnel, but also provide the park-recreation district with personnel who might have broad recreation skills and definitely have knowledge of the community.
AREAS AND FACILITIES

Develop existing areas and facilities and establish new ones which will provide a variety of indoor and outdoor park-recreation opportunities for all citizens.

General

It is not within the scope of this report to recommend acquisition or development of specific areas or facilities. The Park-Recreation District Board should be able, with a Master Plan as its guide, to develop areas and facilities as financial resources become available.

"Community facilities and public buildings often occupy rather inadequate sites, and some elements are not well located in relation to Salem's current development trends. Park lands are ample in size, but concentrated in two large units which fail to serve each segment of the population." 3

The Salem City Council is limited in financial resources and authority to develop fully all park areas and facilities. This limitation is due to:

1) The limited amount of tax that the city levies as compared to the amount that will be levied under the Park District Code;
2) The inability to provide services beyond the city limits and to tax for services beyond the city limits;
3) The lack of administrative decision-making authority by the Councilman in charge;
4) The present lack of financial resources to employ a full-time professional park-recreation executive.

At present there is not a single agency concerned with the development of recreation areas and facilities outside the city limits.

The Consultant observed that there are presently many deficiencies in park areas and facilities as evidenced by: (1) lack of a systematic development of standard types of areas and facilities; (2) comments by interviewed
citizens; (3) requests for special facilities by interviewed citizens; (4) recommendations in the Salem Community comprehensive plan. A discussion of these deficiencies follows.

1. Systematic Development of Selected Parks

To provide for effective distribution of various types of park-recreation areas and facilities with reasonable economy, the park system must be planned within the overall limits of financial resources. For convenience, all park-recreation areas and facilities can be divided into categories. These are discussed in relationship to population units.

"Salem now contains thriving new residential communities, attractive to young families and providing an alteration in previous patterns of child population. It is also in these northern neighborhoods that an unusually well designed public housing project is located, and some fine housing for the elderly is under construction."  

The categories described in Appendix D include the neighborhood park, the play lot, the community park, the district-wide park, and the regional park.

2. Requests for Special Facilities

A. Facilities Requested

Each individual interviewed was asked, "What park facility do you feel this community lacks?" The previously described neighborhood park, community park, and district-wide park were most frequently mentioned. Also, numerous special facilities were mentioned of which the following appeared most frequently:

1) Construction of a year around indoor-outdoor swimming pool in conjunction with the Senior High School.

2) Development of the reservoir including trails, a nature center, picnic shelters, camping areas, a hunting and fishing center, and docks for small boats.
3) Development of outdoor winter sports activities including ice skating, sledding and ski instruction.

4) Development of indoor recreation facilities including school classrooms and gymnasiums, armory, private teen club, teenage drop-in center, and convention center.

5) A community beautification campaign including tree planting, housing improvement, attractive community highway entrance signs, and horticultural park areas.

6) Development of park-school sites to provide such facilities as totlots, swings, tennis courts, and ball fields.

7) Facility development in the public housing area to provide for its residents. A small children's playground was specifically requested for this area.

8) The Marion County Public Housing Authority presently has plans to construct senior citizen housing in the Salem area. Some type of senior citizens' program and facility should be developed in conjunction with the housing project.

9) Emphasis and development of programs for girls. It was felt that there was very few programs which are offered for the female.

10) The establishment of commercial recreation facilities was mentioned by many individuals. Such facilities could include a golf course, bowling alley, skating rink, teenage center, and an arts and craft center. Not only the coordination of existing programs, but the further development of these programs is desired.

11) Specific development in neighborhoods including lighted activity areas, parking space, restrooms, water fountains in certain parks, band shells and music areas, concrete shuffleboard courts and benches, free wading pools in some areas, and asphalt activity areas which could serve for basketball, tennis and volleyball, and which could be flooded during the winter for ice skating.
12) An exploration of the possibility of developing the Mark Tully Park adjacent to the city maintenance garage and city cemetery.

13) There was an expressed desire for some public body to establish a pitch and putt golf course and a driving range for the community.

B. Sample of Facilities Needed

A brief comparison of accepted standards for facilities with existing facilities in the Salem community is one method of showing the need for the Park-Recreation District. The chart which follows will show sample deficiencies of facilities in Salem. Again, this chart is only a guide and should not be used in lieu of a master plan evaluation of these facilities.

<table>
<thead>
<tr>
<th>Facility</th>
<th>Standard</th>
<th>Required Number For Salem Community Service Population of 10,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tennis Court</td>
<td>1 court/2,000 population</td>
<td>5</td>
</tr>
<tr>
<td>Softball Diamonds</td>
<td>1 diamond/2,000 population</td>
<td>5</td>
</tr>
<tr>
<td>Baseball Diamonds</td>
<td>1 diamond/2,000 population</td>
<td>5</td>
</tr>
<tr>
<td>Ice Rink</td>
<td>(no standard for this area)</td>
<td></td>
</tr>
<tr>
<td>Swimming Pool</td>
<td>(1 sq. ft. water surface/person)</td>
<td>10,000 sq. ft.</td>
</tr>
<tr>
<td>Golf Course</td>
<td>(1 hole/1,000 population)</td>
<td>9</td>
</tr>
<tr>
<td>Community Center</td>
<td>(1/15,000 population)</td>
<td>1</td>
</tr>
</tbody>
</table>

It is difficult to evaluate accurately what areas and facilities the Salem Community needs before an accurate inventory of facilities has been made.

3. Salem Community Master Plan Recommendations

A. Recreation Land

This section is taken directly from the comprehensive plan of the Salem community. Although the plan is concerned with the area inside the city limits of the City of Salem, many of the facilities
mentioned will serve people outside of the city limits in the rural areas. The material is included in this report to show what action has been recommended. It should be emphasized that a Park-Recreation District provides the resources to accomplish many of the mentioned projects.

Recreational

"Salem's recreational acreage within the city limits includes two major lakes in addition to about 75 acres of land in Bryan Memorial Park; 13 in the Mark Tully (formerly Shelby) Park; and 19 in the Senior High School grounds. This totals an impressive 107 acres, which provides almost one acre of recreation area for every fifty persons. However, it is concentrated within a few large locations, all in the northern portion of town. There are no neighborhood facilities, while recreational sites around the elementary schools and Junior High School are very inadequate.

It is therefore not in total acreage but in distribution and diversity that Salem's recreational position is deficient. Proposed new land use recommends additional parks for a variety of purposes. Provision is made for a Greenbelt Park along Reservoir Creek for its entire course through town, providing a strip of open space connecting Bryan Memorial Park on the north to the southern City Limits. It would contain cultural and recreational facilities as well as a civic center which would be especially appropriate so near the Central Business District.

Other park lands are proposed as combination neighborhood recreation and future school sites. Here young mothers could gather with very small, pre-school age children, while older people could use them for relaxation, or playing checkers, cards and horse-shoes.

In addition to Tully (Shelby) Park, which is retained for future school and park use, four new sites are proposed for acquisition. If these are regarded as meeting the need for standard school site requirements, they would not inflate Salem's recreational lands, but rather increase potential diversity of choice. By withdrawing Tully (Shelby) Park as a future school site, and by considering the Senior High School lands as purely educational in function, the new Greenbelt Park could be accommodated within Salem's recreational land use without extravagance, particularly since that portion south of Main Street would serve primarily as a buffer zone between industrial and residential uses in that area.

Proposed recreational land use might therefore be evaluated under the following division of open space categories, though all of it is grouped together as Parks and Schools.
Combined School Sites and Neighborhood Parks

Existing Tully (Shelby) 13.3 acres
Proposed Enlargement of Tully Park 11 acres
Proposed College and Boone 12.3 acres
Proposed Southeast Park 4 acres
Proposed Southwest Park 6 acres
For combined use: 46.6 acres

Proposed Greenbelt Park

Community Center and Parking Lot 2 acres
Passive Recreation North of Main 35 acres
Exclusively recreational 37 acres
Buffer Zone plus Recreation 20.3 acres
In Greenbelt Park 57.3 acres

Bryan Memorial Park
Greenbelt Park

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>75 acres</td>
<td>57 acres</td>
</tr>
<tr>
<td>132 acres</td>
<td></td>
</tr>
</tbody>
</table>

To this sum would be added the acre south of the CBD currently occupied by the Library and Bryan Memorial Home. A total of 132 acres devoted to culture and recreation is not an excessive allowance for a city the size of Salem, and by purchasing additional parks for future educational use the city could move ahead of advancing prices. Their use as neighborhood facilities would provide a sensible solution to the problem of diverse needs in outlying neighborhoods for those members of the population not presently served by existing recreational activities.

B. Comprehensive Plan-Recommended Facilities

Parks and Recreation

The Salem Community Master Plan recommended extensive facility development in and around the community of Salem. This material is included here to bring to the attention of the public once again the recommended needs for facilities within the city limits of Salem. Although extensive development of facilities does not go beyond the city limits, many of the facilities developed inside Salem serve the outlying areas. The Master Plan that would be developed by the Salem Community Park-Recreation District would investigate facilities and programs for the proposed district.
"For purposes of the Comprehensive Plan, all of Salem's open spaces, cultural and historic sites and structures, school grounds and parks are considered part of the recreational resources. Proposed improvements to these facilities would logically include a Community Center, enlarged and well landscaped school grounds, tot lots for the very young and passive areas for the elderly and others interested in quiet relaxation.

Within both existing and proposed parks and new school grounds special spaces should be set aside for the children from pre-school age through kindergarten. These tot lots should be designed and improved as suitable resting places for mothers to gather and bring their youngsters, to enjoy the environment and each other's company. Facilities should include drinking fountains and shaded benches, with such additional amenities as sand areas, splash pools, and play equipment designed for the very young child.

Either separate from, or combined with the above tot lots, similar passive places should be made available for older people, interested in relaxing where they can observe some activity. However, older people also enjoy the Central Business District, and should therefore be accommodated by a few benches along Main Street or Broadway. Housing for the Elderly requires considerable attention by the community, and efforts should be extended to make these older people welcome and wanted, both as fellow citizens of Salem and as potential customers.

Proposed New Greenbelt Park

The vacant land adjoining both sides of City Reservoir Creek, from Bryan Memorial Park south to the city limits, should be acquired by Salem as multi-purpose recreational space. Two acres of this land on East Main should be sold to the city as a new municipal campus, to contain the City Hall, Police Station and Fire Department. The remainder would serve a combined recreational and cultural purpose, as well as providing a buffer zone between residential and industrial land uses, particularly south of Main Street.

Much of this land is subject to flooding, but a few good building sites exist, in addition to the one on East Main proposed for the municipal campus. Salem lacks a Community Center, while the existing library competes with the historic Bryan Memorial Home on the same crowded site. These elements could be grouped together in the Greenbelt Park, adjoining and sharing the same parking lot as the proposed municipal campus. The joint facilities of Community Center, Library and municipal structures would create an excellent civic and Cultural Center within easy walking distance of the Central Business District.

The remaining lands, subject to occasional flooding, could be made attractive for lunch-hour picnics by workers in the CBD, or by farmers' families in town for a day's shopping and business at the County Seat. Small children might enjoy catching tadpoles in the creek, but no games areas should be developed other than such table games as checkers or pinnocle, under small, sheltering
pavilions. Older residents, particularly those from the Housing for the Elderly project, could make good use of this in-town recreation, adjoining a library and a community center. The presence of an improved greenbelt, penetrating the heart of Salem, would do much to establish visible evidence of the city's hospitable character.

**College and Boone Park**

The vacant land in Salem's northwest quadrant, between College, West Boone, Allman and Lincoln, would make a fine neighborhood park as well as a splendidly located school site to serve that rapidly expanding child population. The public Improvements Program, Page 80, suggests one method of acquisition, but the following alternate should also be considered as a potential economy for both property owners and the city.

By extending Franklin Street through this property, fifteen residential lots, 50' wide and 150' deep, would be made available, backing against the present residences on College. Development might not be feasible until the School Board decided to improve the remaining land with necessary utilities. But this potential land use could be reflected in the price paid by the city to the property owners at time of purchase.

If the city agreed to provide certain improvements, the property owners might agree to sell the remaining park and school site for less than its current market value, in view of the increased values accruing to those lands retained for residential development.

This alternate land use would still provide an adequate school site of approximately ten acres ... plus a residential tax base of fifteen homes. The site approximates thirteen acres, plus a proposed access purchase into Boone Street. If Franklin were extended, no additional access would be required, so the tabulated land use would be as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Franklin Street Extension ROW</td>
<td>40'</td>
</tr>
<tr>
<td>15 lots, 50' wide, 150' deep, about 3</td>
<td>acres</td>
</tr>
<tr>
<td>College-Boone Site (Approximate Area)</td>
<td>13</td>
</tr>
<tr>
<td>Residential Development and Street</td>
<td>3</td>
</tr>
<tr>
<td>Remaining Park and School Site</td>
<td>10</td>
</tr>
</tbody>
</table>

**Bryan Memorial Park**

Sharing, as it does, the mixed use of community recreation and annual occupancy by a special event, it has been difficult to justify large-scale improvement of this major facility when it suffered such serious erosion from the Soldiers and Sailors' Reunion every summer. It would be very helpful if the desirable
but rather overwhelming Reunion activity could be encouraged to locate in the Marion County Fairgrounds, just south of the city, where it would be completely compatible with the basic function of that property.

Efforts should also be expended to improve the County Fair, which presently suffers seriously from competition with the far more impressive Reunion. It might be suggested that the City cooperate with the Board of Directors of the Marion County Fair Grounds to up-grade the facility, in order to accommodate other major events which require large amounts of outdoor areas. Not only the Soldiers and Sailors' Reunion, but 4-H activities, outdoor dance festivals, musical presentations, pageants and rallies would all seem suitable to such a place. Additional architectural and landscape architectural values should be provided, giving definition to the various spaces, improving circulation and providing accommodations for all age groups.

Improvements to Bryan Memorial Park which are included within the Public Improvement Program, Page 81, involve five entrances, circulation improvements, a new medium for the swimming pool fileter, some earth moving and shaping to place new roadways on higher ground, and improving the hospital parking lot. Also of importance to the park, but part of the Circulation Program, see Page 53, would be the improvement of West Broughton and the Spillway Dam, providing better access to Reservoir Lake's western side.

Reserve Parks Program

Acquisition of the following park lands should be accomplished whenever the city can afford it, but their purchase has not been included within the next five year budget. Need for the preceding program is more urgent, and these additional facilities may await a clearer demonstration of need.

1. **Enlargement of Tully (Shelby) Park** is intended primarily to complete the residential environment north of the C&EI tracks and encourage better development of the land around that railroad's lake. Lakewood Subdivision occupies the eastern shore, while multiple-dwelling is proposed for the northwestern corner. When Boone Street is extended across the lake, providing better circulation, this additional park land would create fine recreation space for the new residential environment to be established. It would also enhance the future use of Tully (Shelby) Park as a school site.

2. **Neighborhood Parks South of the Railroad Tracks** should be purchased in both the southeast and southwest section of that part of Salem. Present trends are still somewhat
indefinite, but a sufficient number of good homes have been built in recent years to justify both street improvements and park sites, at some future date. One of these proposed neighborhood parks could become a school site whenever a sufficient number of children emerged to justify another educational facility.

Cultural Sites and Structures

The Bryan Memorial Library suffers from a crowded site, which it shares with the historic Bryan Memorial Home. Some day, it should be removed, improving the space for exclusive use of the latter facility. Space has been budgeted in the proposed new Community Center which the library might eventually occupy and expand, to include a music room and other special features to attract all age groups.

Bryan Memorial Home

The birthplace of William Jennings Bryan, which is presently sponsored primarily by the D.A.R., should be considered a major cultural and business asset of Salem. Its fortunate location near the Central Business District could be much better exploited as a tourist attraction if the site were freed for its exclusive occupancy. It enjoys the historic value of being near its original location, and might some day be included as a Highway Benefit to both Interstate 57 and Relocated U. S. 50, as well as the existing roads. With suitable signs erected by the Highway Department, many travelers could be induced to leave these major arteries, for the purpose of visiting the home. It must, however, be properly improved and supported, if it is to realize its full economic potential as an asset to the Central Business District, to which its architecture and location are so well suited. A proto-type of the use to which this charming village home could be put is the James Whitcomb Riley birthplace in Greenfield, Indiana.

Meanwhile, the Public Improvements Program includes, on Page 84, a sum for rehabilitation of the structure under present conditions. Both this and other of Salem's handsome, historic homes should be rightfully considered recreational assets of a major, cultural nature.

An Historic Buildings Committee should be appointed, as part of the Department of Parks and Recreation, with responsibility for restoration, maintenance and determination of appropriate uses for the city's historical structures or sites. In Salem, the D.A.R. and other dedicated citizen groups would benefit from municipal support.
Street Tree Program

Within the Central Business District, as well as in residential neighborhoods, the city should move to implement a street tree program, wherever it proves physically feasible. Many of Salem's downtown walks are sufficiently wide to permit the insertion of street trees between each parking meter, to be set in planting areas three or four feet square.

Extremely wide pavement could also accommodate a strip of brick along the curb, replacing the concrete. This brick pedestrian platform should be the same width as the tree wells and would do much to relieve the monotony.

A street tree program, coordinated with sidewalk improvements in the Central Business District, could become the responsibility of the streets department or park department. It is entirely valid to consider that every person walking or driving through Salem is experiencing the local environment and indulging in a form of recreation.

Maintenance and replacement of such trees should be a municipal responsibility, with the business district paying its share for the improvement. Or it could be accomplished through the Community Development Program, the Chamber of Commerce, the service clubs or any other civic groups willing to assume the responsibility. However, once planted the trees should be considered municipal property, subject to damage charges in the event of careless destruction."
Establish a year-round full-time park-recreation program for all citizens.

Program Objectives

A park-recreation district as proposed could provide basic recreation services to the Salem Community. Provision of park-recreation services is accomplished by developing a series of steps which lead the participant through the experience of learning a skill, to active participation, and ultimately to a high degree of self help, and if possible, leadership of other people of like interest. This process helps the individual to realize his own potentials of activity, skill, group leadership, and personal fulfillment. It enables service to the greatest number, while developing greater diversification of recreation opportunities over a period of time. Thus, the park-recreation district must be both a provider of activities and a creator of leisure opportunities in full cooperation with all community organizations.

Certain steps have been taken in building a program of activities based on principles of program planning. These steps are:

1. formulation of a clear statement of program objectives;
2. study of existing park-recreation services;
3. consideration of the basic social and psychological wishes and needs of various age groups;
4. consideration of the social and environmental conditions and trends of the community.

The first goal of a park-recreation district should be to establish program objectives. All programs should be oriented toward attaining these objectives. The following is a sample listing of objectives for park-recreation programs:

1. "Emotional and physical health - to develop a sound body and mind through wholesome, vigorous, and creative activities.
2. Character development - to build character through rich, satisfying, and creative leisure - living patterns focused toward the attainment of socially desirable attitudes, habits, and values."
3. Widening interests - to open new interests that provide satisfying outlets for individual development.

4. Citizenship - to develop through recreational associations of people a respect for the worth and dignity of individuals and faith in democratic action.

5. Skills - to develop skills in the arts of leisure-time living that raise the level of the refinement, culture, and happiness of people.

6. Social living - to develop and strengthen social relationships within the family and the community through close groups associations and activity participation.

7. Economic value - to strengthen the morale and economic efficiency of the community through expanding leisure-time interests and improving social living conditions.

8. Community stability - to develop community stability by providing an environment that is conducive to wholesome family living and community life.8

Program Classifications

"Program opportunities are divided into five classifications.

1. Physical - includes both indoor and outdoor sports and athletics, ranging from individual and dual sports such as swimming and tennis to team sports like baseball and basketball.

2. Cultural - included in this classification are interest and opportunities in music, art, drama, and dance.

3. Social - includes those activities in which the social experience is the primary motivation and objective and activity is secondary. Examples are picnics, banquets, parties, games nights, and dances.

4. Natural - includes outdoor recreation activities such as camping, boating, hunting, fishing, conservation education, and other activities which are nature oriented.

5. Mental - includes interests and opportunities which are primarily intellectual or require the exercise of the mind and reasoning power. Certainly all activities require some mental effort, however, those which by their very nature are primarily mental
and which do not fit the other classifications are placed in this category. Examples are reading, linguistic study, games such as chess and hobby activities such as coin and stamp collecting."9

Certainly there are activities which could theoretically be classified under several categories, but for the purpose of our analysis these classifications are quite useful.

Salem Recreation Board

The Salem Recreation Board operates under the supervision of the Salem City Council. They are an appointed Board and make recommendations to the City Council which has the final decision. In the past, the City Council has allocated a fixed amount of money derived from the recreation tax to the Recreation Board. The Recreation Board meets in February each year and conducts its first business meeting at which time they announce the program for the year and request recommendations for additional programs or facilities. They operate primarily a summer athletic program for youth. The final meeting in August is for the purpose of review of all programs and to ascertain if all obligations have been met. The Recreation Board has attempted previously, to make some capital improvements from their limited budget. The most recent example was the borrowing of $5,000 to light the tennis courts in Bryan Memorial Park. They have repaid $1,000 each year from the operating budget for the lighting for these courts. The Board either has not been requested or has not felt the need to provide programs for other age groups such as teenagers or senior citizens. The 1967 activities provided by the Salem Recreation Board were:

MINOR LEAGUE BASEBALL:

Boys in the age group from 8 years to 10 years were taught the fundamentals of baseball. They also participated in a league of their own. An average of 60 boys was enrolled.
LITTLE LEAGUE BASEBALL:

An average of 120 boys in the age group from 9 through 12 participated in Little League.

BABE RUTH LEAGUE:

An average of 60 boys ages 13, 14 and 15 was served by this league.

SLO PITCH:

An average of 100 players participated in this league.

GIRLS SOFTBALL:

An average of 40 girls of various ages were served by this league.

GIRLS RECREATION PROGRAM:

Seventy-three girls were enrolled in this program which met once daily for craft, art and games.

Salem Community Recreation Program Deficiencies

On the basis of a brief tour of Salem park-recreation programs and facilities, a discussion of the lack of major recreation programs will show the great need for programs provided, organized, and created by the Salem Community Park-Recreation District.

The following examples of needed programs may not exist for all age groups, economic levels, sexes, or geographic areas, but are quite evident even without a detailed investigation. Many of these ideas were expressed by citizens who were interviewed.

1. Physical: Conduct water safety programs; conduct life-time sports; instruction in golf, tennis, badminton, and bowling which are activities that can be learned at an early age and can be practiced throughout life; provide baseball, softball, and basketball skills classes and programs for a greater percentage of youth;
develop women's and girls' sports fitness programs; develop girls' and women's cultural and social programs; develop a swimming program for people 25 years of age and over at the pool. Provide family season tickets for the pool which would encourage family participation; develop a health club or athletic facility for adult use during noon time and evenings with such facilities as steam rooms, exercise rooms, weight lifting and other types of activity areas.

2. Cultural: Expand the existing art instruction and exhibit programs; provide programs in music beyond those of the school; develop a historical society; develop a theatre group; provide facilities for arts and crafts interest groups; provide a multi-purpose cultural center.

3. Social: Establish a council which would provide programs for senior citizens; develop a teenage drop-in center; develop a community center program with facilities for large social functions; provide advisory services for industrial employee recreation; expand teenage center to include the Wild Cat Den facility and develop it on a year-around basis; develop programs in cooperation with the commercial facilities such as the roller rink and bowling alleys; utilize the facilities of fraternal organizations.

4. Natural: Provide day camp programs in natural areas; improve camping areas for scout groups and family campers; build shelter houses and large group picnic areas; initiate boating programs with safety instruction; provide hunting and fishing programs with skill instruction, contests, and facilities; cooperate with the Farm Extension program in providing rural recreation opportunities.

5. Mental: Cooperate with the public library to provide great books clubs, and materials for special interest groups; cooperate with the high school in adult education classes of a recreational
nature, especially vocational arts and crafts; develop interest
groups in collecting, travel, and special study clubs.

Community, Cultural, and Convention Center: A community recreation
center located somewhere in the central business district of Salem
is needed. This community center would provide meeting places and
activity areas to meet recreational needs. It has been recommended,
in the Salem community comprehensive plan, that a site near the library
be purchased and used to develop a park site for community cultural
activities. If the Green Belt Park was purchased with federal aid
for recreation, the proposed community cultural and conference center
would have a site.

Conference Center

"The City of Salem, as host to the nation's largest and oldest
Service Men's Reunion for three generations, has unique and
special knowledge in the field of organizing the community to
receive and manage large numbers of people. Unlike most towns,
Salem is neither embarrassed nor inconvenienced when many visitors
enter their environment. This is such a unique skill that
it should be put to year round use rather than being allowed
to remain idle from one Reunion to the next.

There is a critical shortage of good meeting places for special
interest or regional groups, smaller in size than those major
conventions which annually visit the large urban centers. It
is not suggested that Salem should attempt to host the National
American Legion or the National Shriners' Convention, but it is
proposed that they could accommodate successive gatherings
of regional nature. Engineers, Teachers, Churches, Service Clubs
and a variety of other professional or social organizations
have a genuine need for places to meet which are non-urban but
adequate as to facilities and environment.

Salem is ideal for such a purpose. The merchants, the
housewives, even the school children are accustomed to being
hospitable and friendly. Each element in the community can
contribute to this endeavor and many of them could be taught
to assume a professional responsibility, for which they would be
suitably reimbursed. It also offers an opportunity to earn money
for special causes, social clubs, service organizations and
various community activities."
It is therefore suggested that the special convention skills of Salem be organized on a permanent, year round basis, either as a separate Convention Bureau or as part of the Chamber of Commerce. The many churches and service clubs could confer on the matter and determine their respective interests or responsibilities. Facilities should be carefully examined and a realistic program developed, including maximum and minimum accommodations for various income groups.

Properly organized, Salem could become a conference center that would bring into the community a wide variety of people from all over the region, and beyond, with resultant economic improvement for the merchants and a greater appreciation for Salem's special cultural advantages."10

Salem Recreation Self-Study

Within each city area there exist many park-recreation programs, special interest groups, service agencies providing programs, and program leadership talent. The awareness of these programs and talents usually exists only within the small interest group. There is not now a central agency where a resident could inquire to find others who have the same recreational interests.

It is recommended that some organization within the Salem area conduct a park-recreation self study. This study would determine what clubs, agencies, organizations, public or commercial, provide recreation-park facilities within the community. It is sometimes felt that only public agencies provide park-recreation opportunities within a community. Sometimes civic, fraternal or commercial agencies provide more activities than any public agency. For example, below is a list of civil and fraternal organizations as taken from a Salem Chamber of Commerce publicity flyer. A survey of these groups would be a good beginning for the self study. This type of study could be conducted and the information for many of the special interest groups maintained by the Chamber of Commerce. The maintenance of this information could eventually be assumed by the park-recreation district.
Organizations:

Salem Woman's Club
Salem Junior Woman's Club
Jaycees
Jay-C-Ettes
Lions Club
Lioness Club
Rotary Club
Rotary Anns
Oil Council Auxiliary
Business & Professional
Women's Club
Desk & Derrick Club
Salem Retail Merchants
Loyal Order of Moose
B.P.O. Elks
Fraternal Order of Eagles
American Legion

American Legion Auxiliary
Masonic Lodge
Eastern Star
White Shrine of Jerusalem
Pythian Sisters
Royal Neighbors
Rebekah Lodge
Amvets
V.F.W. Post 1233
V.F.W. Post 4177
Veterans of World War I
Auxiliary to Veterans of World War I
D.A.R.
Sportsman's Club
Salem Grade School Band
Parents Association

An example of an agency contributing to park-recreation programs in the Salem community is the University of Illinois Cooperative Extension Service. Examples of their programs are:

4-H Youth Clubs
Sample Activities:
   Skating Party
   Share-the-Fun Contest
   Demonstration Contest
   4-H Camping
   Trips

Homemakers Extension Council
Sample Activities:
   Family Hobbies for Leisure and Retirement
   Art in the Home I
   Art in the Home II
   Finishes for Today's Fabrics
   Southern Cookery

Small-Community Facilities

If the Salem Community Park-Recreation District were to incorporate small communities within its boundaries, the district should develop some type of facility located within each community. An example
of such a facility would be the conversion of a residence into a
small community center which would provide a hard surfaced area for
games around the residence and a spray pool for small children.
This center could be used by the residents of the community for
programs with staffing coming from the proposed park-recreation
district. Another example of an outlying facility would be the
development of a central park in the business district with apparatus,
landscaping, tot lot area, and a general meeting area. Such facilities
could be developed in the outlying areas at a small expense or at
an expense which would approximate the amount of tax revenue received
from these areas.
FINANCIAL STRUCTURE

Levy a sufficient tax to provide adequate financial resources for the park-recreation district.

The taxing powers of a park-recreation district will be found in Article Five, Chapter 105 of the Illinois Revised Statutes (The Park District Code). A referendum vote for park-recreation district organization legally approves the levy of a one and one-half (1½) mills. The Park-Recreation Board may not wish to levy the full amount when first organized, however, the power to levy the full tax is essential.

I. Financial Benefit of District

New Industry and Individuals

The question may be asked "Is the Salem community a good place in which to work, live, play and raise a family?". A typical industry considering the Salem Community for its employees, or an individual, might wish to know:

1. How extensive is the recreation program for teenagers?

2. How adequate are the neighborhood parks for mothers, younger children, and older persons?

3. Are high well-developed water recreation facilities available?

As evidenced by persons interviewed there is a desire on the part of Salem residents to provide a quality park-recreation program. A well-developed park-recreation district can provide the types of programs and facilities which industrial site-planners seek.
Increasing Tourism

"A Yankee is worth more than a bale of cotton, and is a darn sight easier to pick." This axiom was used to justify National Parks which would attract the tourism industry to Southern states. The same holds true for the Salem community area. Businessmen in Southern Illinois and the City of Salem are hoping to increase their annual sales and broaden their economic base from the tourism industry. The Salem Community area may not gain any of the increased revenue unless it provides some reason for tourists to visit the area. The Salem community area plan provides proposals of how Salem can assume leadership among Southern Illinois communities in organizing a tourist attraction program. These proposals include a conference center and expansion of the Bryan Memorial Home, as well as an analysis of the number and characteristics of Southern Illinois tourists.

The park-recreation district could cooperate with other agencies and individuals in developing a comprehensive tourism study and plan of action. Many of the facilities developed and programs offered for the tourist would be of a park-recreation in nature. Increased revenue from the tourists' use of facilities would spread development and operational costs over a larger base. This revenue would help to lower the cost of facility development for Salem citizens.

Gifts and Donations

Park-recreation programs might receive more support from gifts and donations, if citizens knew that:

1. their gift would be used to its maximum value;
2. there would be no overlap of services and facilities;
3. there was a single authority legally responsible for the proper use of the gift or donation;
4. such gifts are tax deductible.
Through a properly administrated park-recreation district most of the above conditions necessary to make maximum use of gifts and donations can be satisfied. Although gifts and donations cannot be the only source of support for any facility or program, they are welcome supplements to tax funds.

Many Illinois Park-Recreation Districts have received substantial gifts and donations because of the existence of a responsible and interested lay governing board, professional executive leadership, and a master plan and policy on how to use gifts and donations. In general the donors have approved of the districts' past performance and its cooperation with other agencies. Some donors were merely interested in the community but some gifts were diplomatically solicited for special projects.

Park-Recreation Opportunities at Lower Costs

Every family in the Salem Community area desiring to participate in park-recreation activities normally allocate or spend a portion of the family budget for this activity. Family income and interests normally determine the kind of park-recreation activities the family can or wants to afford. As in all communities, there exist several economic levels and various park-recreation opportunities available to each level. In Salem the lower economic levels have difficulty in obtaining basic park-recreation experiences for themselves or their children. Their income level usually prohibits them completely from utilizing the private or semi-private park-recreation facilities and programs. Unless they wish to pay the high cost of membership, they must travel to other communities to use public facilities.

Individuals at the various economic levels which can afford private park-recreation opportunities are incurring a considerably higher annual cost for park-recreation experience than is necessary. These individuals would find that by spreading the cost over the entire district they would have to pay less for the same opportunities while
helping to provide for others in the district who cannot afford good park-recreation experiences. Even the highest economic levels cannot personally provide all the high quality and diverse park-recreation experiences they might desire. The funding and provision of certain cultural arts programs and large facilities is still beyond their practical range. Almost all park-recreation programs and facilities can be provided through the proposed district if the supporting financial cost is spread over sufficient population.

II. Tax Structure of Proposed District

Present City Tax

Under the provisions of the 1961 Illinois Municipal Code, Illinois Revised Statutes Chapter 24, Article 11, Division 98, the City of Salem is presently levying .067% (6.7 cents per $100 assessed valuation) for the purpose of establishing and maintaining public parks. The City of Salem under Division 95 of the same statutes is levying .037% (3.7 cents per $100 assessed valuation) for the purpose of establishing and maintaining playgrounds and recreation programs. A Municipal Band tax of .029% is levied under the provision of Division 45. The City Park, Recreation, and Band tax should be transferred to the proposed district when established. The legal procedures involved make it advisable that the park-recreation district attorney confer with the City attorney to insure an orderly transfer of responsibilities.

Corporate Tax

According to the Illinois Park District Code, each Park-Recreation district has the power to levy and collect a tax not to exceed the rate of .10% (10 cents per $100) of the full fair cash value as assessed on all taxable property in the district for all corporate purposes. Corporate purposes include salaries, office expenses, park maintenance, purchase of equipment and supplies, facility, development and other expenses but not the provision of recreation program services.
Recreation Tax

According to the Illinois Park District Code, each Park-Recreation District has the power to levy and collect a tax not to exceed .05% (5 cents per $100) of the full fair cash value as assessed on all taxable property in the district for the purposes of planning, establishing and maintaining recreation programs. This tax revenue is generally used for recreation leadership, program expenses, and recreation equipment.

Public Benefit Tax (Band)

According to the Illinois Park District Code, each Park-Recreation District has the power to levy and collect a tax not to exceed .025% (2.5 cents per $100) of the full fair cash value as assessed on all taxable property in the district for the sole purpose of public benefit. Although this tax can be used for many purposes, it could be used for the support of the existing municipal bands.

Tax Table

Table 1 will give individuals an idea of how much their annual tax bill might be increased. Residents of Salem are presently assessed 13.3 cents per $100 of assessed valuation so their increase will be smaller.

Proposed tax rates are: .10% parks
.05% recreation
.025% public benefit (for Band support)
.175% (17.5¢ per $100 assessed valuation)

An individual's total assessed property valuation multiplied by the 17.5¢ rate will yield his annual tax cost.
TABLE 1

<table>
<thead>
<tr>
<th>Assessed Value of Property</th>
<th>Tax Rate</th>
<th>Annual Increase Cost of Proposed District</th>
<th>Annual Increased Cost of Proposed District to City Residents</th>
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<td>.00175</td>
<td>$1.75</td>
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<td>.00175</td>
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</table>

Tax Comparison

In Tables 2 to 6, a comparison of the present city taxes and revenue derived is compared with the proposed park-recreation district's tax rates and revenue that could be derived from the boundaries of the City of Salem, Salem Townships, and Salem Community High School Districts' assessed property valuations. These tables show the increased revenue that is available from the proposed park-recreation district and the increased service area.

TABLE 2

1966 CITY TAX REVENUE

SALEM, ILLINOIS

<table>
<thead>
<tr>
<th>Fund</th>
<th>Tax Rate</th>
<th>City Assessed Property Valuation</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park</td>
<td>6.7¢/$100</td>
<td>17,124,430.00</td>
<td>11,473.00</td>
</tr>
<tr>
<td>Recreation</td>
<td>3.7¢/$100</td>
<td></td>
<td>6,336.00</td>
</tr>
<tr>
<td>Band</td>
<td>2.9¢/$100</td>
<td></td>
<td>4,966.00</td>
</tr>
<tr>
<td></td>
<td>13.3¢/$100</td>
<td></td>
<td>22,775.00</td>
</tr>
</tbody>
</table>
### TABLE 3

**PROPOSED PARK-RECREATION DISTRICT TAX REVENUE**

**SALEM, ILLINOIS**

<table>
<thead>
<tr>
<th>Fund</th>
<th>Tax Rate</th>
<th>City Assessed Property Valuation</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park</td>
<td>10¢/$100</td>
<td>17,124,430.00</td>
<td>17,124.43</td>
</tr>
<tr>
<td>Recreation</td>
<td>5¢/$100</td>
<td></td>
<td>8,562.21</td>
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<tr>
<td>Band</td>
<td>2.5¢/$100</td>
<td></td>
<td>4,281.10</td>
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<tr>
<td></td>
<td>17.5¢/$100</td>
<td></td>
<td>29,978.74</td>
</tr>
</tbody>
</table>

### TABLE 4

**PROPOSED PARK-RECREATION DISTRICT TAX REVENUE**

**SALEM TOWNSHIP, ILLINOIS**

<table>
<thead>
<tr>
<th>Fund</th>
<th>Tax Rate</th>
<th>Salem Township Assessed Property Valuation</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park</td>
<td>10¢/$100</td>
<td>31,353,155.00</td>
<td>31,353.15</td>
</tr>
<tr>
<td>Recreation</td>
<td>5¢/$100</td>
<td></td>
<td>15,676.57</td>
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<tr>
<td>Band</td>
<td>2.5¢/$100</td>
<td></td>
<td>7,838.28</td>
</tr>
<tr>
<td></td>
<td>17.5¢/$100</td>
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<td>54,868.00</td>
</tr>
</tbody>
</table>

### TABLE 5

**PROPOSED PARK-RECREATION DISTRICT TAX REVENUE**

**SALEM COMMUNITY HIGH SCHOOL DISTRICT**

<table>
<thead>
<tr>
<th>Fund</th>
<th>Tax Rate</th>
<th>High School District Assessed Property Valuation</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park</td>
<td>10¢/$100</td>
<td>48,174,985.00</td>
<td>48,174.98</td>
</tr>
<tr>
<td>Recreation</td>
<td>5¢/$100</td>
<td></td>
<td>24,087.49</td>
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<tr>
<td>Band</td>
<td>2.5¢/$100</td>
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<tr>
<td></td>
<td>17.5¢/$100</td>
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<td>84,306.20</td>
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</table>
TABLE 6
TAX REVENUE COMPARISONS
SALEM, ILLINOIS

<table>
<thead>
<tr>
<th>Agency</th>
<th>Tax Rate</th>
<th>Assessed Valuation</th>
<th>Revenue</th>
</tr>
</thead>
<tbody>
<tr>
<td>Present City Park and Recreation Structure Using City Boundaries</td>
<td>13.3¢/$100</td>
<td>$17,124,430</td>
<td>$22,775.00</td>
</tr>
<tr>
<td>Park-Recreation District Using City Boundaries</td>
<td>17.5¢/$100</td>
<td>17,124,430</td>
<td>29,978.74</td>
</tr>
<tr>
<td>Park-Recreation District Using Township Boundaries</td>
<td>17.5¢/$100</td>
<td>31,353,155</td>
<td>54,868.00</td>
</tr>
<tr>
<td>Park-Recreation District Using High School Boundaries</td>
<td>17.5¢/$100</td>
<td>48,174,985</td>
<td>84,306.20</td>
</tr>
</tbody>
</table>

**Bonding Power**

A park-recreation district is authorized to obtain additional financial resources by issuing general obligation bonds. A park-recreation district has the power to issue bonds up to $1/2$ of $1\%$ of the full fair cash value of assessed property without referendum and $21\%$ with a favorable referendum vote. An additional bonding power of $2\%$ is available upon a second referendum raising the bonding limit to $5\%$. Bonds may be used only for capital expenditures not operating funds.
III. Additional Financial Considerations

User Fees

Some park-recreation facilities and programs will be used by only a small percentage of the proposed district residents. A user fee should be charged to help sustain the operation cost of such facilities and programs. The policy of total tax support for majority participation and a combination of user fee and tax support for minority participation is an accepted practice.

Non-residents of the park-recreation district may be charged a higher user-fee for all facility use and program participation. As all facilities must be opened to all the public, this higher user fee will compensate somewhat for the lack of tax support by these non-residents.

Major District Expenditures

The first major annual expense should be the hiring of a professional executive director as was suggested in the leadership section of this report. An executive director of the same professional stature as those of the city, school and other organizations would require a commensurate salary. A beginning salary in Salem for a professional park-recreation executive should be approximately $10,500.
Establish, with professional assistance, a comprehensive long-range park-recreation master plan.

Need for Planning

Planning for park-recreation services in the community should include these considerations: (1) In the future, what geographical area would logically constitute the community area served by a park-recreation district? (2) What is a predictable population size and distribution within this geographic area? (3) How can a park-recreation system best serve the present and future population of this area and contribute to the areas' growth and development? (4) What predictable changes in our way of life will result from changing demands upon public park-recreation services?

Only through comprehensive planning can insight into these questions be achieved.

Develop a Master Plan

The park-recreation district, when established, should develop a master park-recreation plan. Park-recreation has been considered in other master plans of the Salem Community area, but to a limited extent. Professional park-recreation planning firms should be contacted to undertake this project.

Orderly development of a park-recreation district and maximum use of its resources cannot be guaranteed by the existence of a master plan. A master plan for park-recreation is required if the Salem Community Park-Recreation District wishes to participate in various State and Federal government programs.
Park-School Cooperation

The public's desire for educational and recreation facilities, increased urban growth, and increasing population pressures, have intensified demands on public park-recreation and school agencies for an increasing variety of facilities and services. The need to design and use their facilities for the greatest public good is heightened by heavy demands on tax dollars available to these agencies.

School and park-recreation authorities throughout the country are exploring ways and means to work cooperatively for mutual advantage and to increase services to the community. By coordinating their efforts each agency can contribute to greater public service without giving up any of its legitimate responsibilities.

It is desirable that a working relationship, as expressed in a joint written agreement, be established before either the park-recreation or school agencies, or for that matter any agency, makes extensive use of the other's resources. Failure to establish such a working relationship may result in misuse, and misunderstanding concerning the use of the facilities. Unfortunate occurrences of this nature have, in the past, hindered the provision for programming services which make the best possible use of public facilities.

An example of park-school cooperation would be the joint development of athletic facilities with the high school district and the proposed park-recreation district.

Agency Cooperation

The proposed park-recreation district can help to establish cooperative inter-agency working relationships established at the policy level in written agreements which are carried out in spirit as well as in letter by executive and leadership personnel of all agencies cooperating. They could mutually develop recreation facilities in housing projects of the Marion County Housing Authority.
FIGURE 2

AGENCY COOPERATION

SALEM COMMUNITY PARK-RECREATION DISTRICT

School Districts

Library

State Agencies

Federal Agencies

City Council

Park-Recreation District

Housing Authority

County & Township Governments

Voluntary, Social and Welfare Agencies

Commerce and Industry

Religious Organizations
Figure 2, Patterns of Inter-Agency Cooperation, is a schematic diagram representing some of the relationships which should exist upon the establishment of a park-recreation district. The diagram includes only a fraction of the many agencies and community groups with which the park-recreation district may eventually cooperate to the mutual benefit of all concerned.

A park-recreation district either needs to establish neighborhood committees or ask existing organized neighborhood groups to consider the park and recreation needs of their particular neighborhood. Each such committee or group would serve as a small nucleus for the various areas and could be a dynamic force in the development of each specific neighborhood.

The proposed park-recreation district can make many park-recreation facilities and programs a reality in the Salem Community area. However, in order to reach its maximum potential it must plan its activities and coordinate them with other agencies and individuals.
As you may know, the Salem Chamber of Commerce has contracted with the University of Illinois, Department of Recreation and Park Administration, Field Service, to conduct a brief evaluation of Salem's Recreation and Park resources. As part of this evaluation, Mr. Alan Caskey, Recreation Field Consultant, will visit Salem and interview various community leaders.

I realize that many of you completing this pre-interview questionnaire and availing yourself for interview may not be completely familiar with all aspects of park facilities and recreation programs. However, you are familiar with your community and its citizens and therefore your opinions and descriptions will be quite helpful.

This pre-interview questionnaire is distributed in order to save time and compile as complete information as possible about community leaders' attitudes. It will also be used as a basis for discussion during the scheduled interview.

I thank you in advance for all your cooperation and efforts.

Sincerely,

Joseph J.annon
Chief Field Service
PRE-INTERVIEW QUESTIONNAIRE

1. What is the best way for the community to provide parks and recreation programs for its residents?

2. In the past, what portion of the community resources such as bond issues, taxes, volunteer services, have been allocated to parks and recreation programs?

3. Where do you feel parks and recreation programs should be in the community projects priority list?

4. What kind of leadership should the community parks and recreation programs have?

5. To what extent should commercial enterprise be encouraged to provide parks and recreation programs?

6. What park facilities do you feel this community lacks?

7. What kind of cooperation between public and private agencies should exist to increase the effectiveness of their parks and recreation programs?

8. What age groups in the community should be provided with more recreation programs?

9. What are the most needed recreation programs in the community?

10. What extent have the local planning boards or commissions included parks and recreation programs in their long-range plan?

11. Have you any suggestions which would assist in the community's parks and recreation program development?
## APPENDIX A
### INTERVIEW SCHEDULE

Monday, July 17, 1967

<table>
<thead>
<tr>
<th>TIME</th>
<th>INDIVIDUAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Morning</strong></td>
<td></td>
</tr>
<tr>
<td>8:00-9:00</td>
<td>Harry Temple, President, Chamber of Commerce &amp; Oil Company</td>
</tr>
<tr>
<td>9:00-10:00</td>
<td>Robert Raver, Salem Community High School Superintendent</td>
</tr>
<tr>
<td>10:00-11:00</td>
<td>Bob Kneemyer, Executive Secretary, Chamber of Commerce</td>
</tr>
<tr>
<td>11:00-12:00</td>
<td>Lou Gruenkemeyer, President, Recreation Board</td>
</tr>
<tr>
<td></td>
<td>Lee Cantrell, Secretary-Treasurer, Recreation Board</td>
</tr>
<tr>
<td><strong>Afternoon</strong></td>
<td></td>
</tr>
<tr>
<td>1:00-2:00</td>
<td>Woody Burnet, High School Coach</td>
</tr>
<tr>
<td>2:00-3:00</td>
<td>Facility Tour</td>
</tr>
<tr>
<td>3:00-4:00</td>
<td>Richard Farmer, Elementary School Superintendent</td>
</tr>
<tr>
<td>4:00-5:00</td>
<td>Ralph Gonzalez, President, Christian Union Life Insurance</td>
</tr>
<tr>
<td><strong>Evening</strong></td>
<td></td>
</tr>
<tr>
<td>7:00-8:00</td>
<td>Facility Tour</td>
</tr>
</tbody>
</table>

Tuesday, July 18, 1967

<table>
<thead>
<tr>
<th>TIME</th>
<th>INDIVIDUAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Morning</strong></td>
<td></td>
</tr>
<tr>
<td>8:00-10:00</td>
<td>Facility Tour</td>
</tr>
<tr>
<td>10:00-11:00</td>
<td>George Black, Manager, Fabick Tractor Company</td>
</tr>
<tr>
<td>11:00-12:00</td>
<td>Robert Jack, Petroleum Engineering Texas Company</td>
</tr>
<tr>
<td><strong>Afternoon</strong></td>
<td></td>
</tr>
<tr>
<td>1:00-2:00</td>
<td>H. B. Davis, Member, Recreation Board &amp; High School Teacher</td>
</tr>
<tr>
<td>2:00-3:00</td>
<td>V. A. Williams, President, Salem National Bank</td>
</tr>
<tr>
<td>3:00-4:00</td>
<td>Ray Baldridge, City Council Park Commissioner</td>
</tr>
<tr>
<td>4:00-5:00</td>
<td>J. A. Davis, City Manager</td>
</tr>
</tbody>
</table>
AN EXCERPT FROM THE ILLINOIS REVISED STATUTES, CHAPTER 24, DIVISION 95.

11-95-11. Playground and recreation commission--Merger and relinquishment of functions to park district. 11-95-11.

Whenever the boundaries of a city, village or incorporate town shall lie wholly within the boundaries of a single Park District, the population of which city, village or incorporated town, shall constitute a majority of the population of the Park District, and which city, village or incorporated town shall levy and collect a tax for recreation purposes the functions of the Playground and Recreation Commission may be merged with and relinquished to the Park District in the manner following: The governing board of the city, village or incorporated town shall adopt an ordinance by a vote of not less than two-thirds of the members thereof, which said ordinance shall duly set forth the intent and desire of the city, village or incorporated town and to relinquish any and all powers which it may have to levy and collect a tax known as the "Playground and Recreation Tax;" that thereupon the clerk of said city, village or incorporated town shall mail a certified copy of said ordinance to the Park District. In the event the Park Commissioners of said Park District shall see fit, they may adopt an ordinance, by a vote of not less than two-thirds of the members, which said ordinance shall provide that the said Park District shall and does assume the planning, establishing and maintaining of the municipal recreation program within the boundaries of the city and the Park District together with its intent to levy and collect a tax at a rate not to exceed that levied by the city, village or incorporated town and which tax shall not exceed, .0667% of the full, fair cash value as equalized or assessed by the Department of Revenue, of all taxable property in such District for the purpose of planning, establishing and maintaining recreational programs, such programs to include playgrounds, community and recreation centers.

Upon the adoption of said ordinance by the Park District and six months from the date of adoption of such ordinance, the Park District shall assume the functions previously performed by the said city, village or incorporated town through its playground and recreation commission, or other board or commission designed by said city, village or incorporated town: whereupon the said Park District shall have the power and authority to levy and collect a tax of not to exceed that rate previously levied by the said city, village or incorporated town for recreation purposes said rate of tax not to exceed .0667% of the full, fair cash value as equalized or assessed by the Department of Revenue, of all taxable property in such district for the purpose of planning, establishing and maintaining recreation programs, such programs to include playgrounds, community and recreation centers and which tax shall be levied and collected in like manner as the general taxes for the District.
The city, village or incorporated town shall thereupon, six months from the date of adoption of said ordinance, turn over to the Park District any and all funds and tax monies in its possession on said date, which funds were received by it from the "Playground and Recreation Tax," and shall from time to time thereafter turn over to the Park District all such funds and tax monies as shall be received from levies adopted prior to the effective date of their merger, and at such time as the same shall be received by it, the said funds to be paid to the treasurer of the Park District and kept in a fund to be known as the "Recreational Program Fund." Added by act approved July 25, 1961, p. , S. B. No. 867.
APPENDIX C

Personnel Standards

The following recommended standards for a professional park-recreation executive are adapted from the National Recreation and Park Association's Personnel Standards in Community Recreation Leadership.

Director of Recreation and Parks

The Director of Recreation and Parks is the chief executive officer in charge of a recreation and parks department and its personnel. He is responsible for the administration of a comprehensive recreation program for the entire community and for the administrative management of the public parks, playgrounds and other recreation facilities. The Director serves as technical advisor and consultant to the park board, and administers the policies laid down by that authority. The Director of Recreation and Parks has executive responsibility for both the recreation and the parks function, and for the maintenance of a high level of recreation service through the efficient administration of both.

Duties

1. Administration:

   A. Supervises the work of the recreation and parks department in accordance with the general policies established by the board

   B. Organizes and directs an efficient administration for the department

   C. Establishes, reviews, and coordinates procedures to the end that maximum service may be provided at reasonable cost

2. Program:

   A. Develops a broad diversified program of recreation activities under active leadership and others which primarily require provision of space, facilities, and general administrative service

3. Staff:

   A. Recruits, selects, and employs or recommends the employment of district personnel

   B. Organizes, assigns, and trains district personnel; develops and maintains good work relationships among staff members

   C. Establishes and develops a program for continuing use of volunteers in the recreation program
4. Areas and Facilities:

A. Directs the acquisition, planning, design and construction of recreation and parks facilities under the control of the district

B. Operates and maintains all areas and facilities under district control for optimum use in support of the community recreation program

C. Establishes close working relationships with and serves ex-officio as consultant on recreation and park matters to public and voluntary community agencies concerned with city planning, housing, public welfare, education and other subjects closely related to community recreation.

5. Planning and Research:

A. Studies and analyzes the effectiveness of the district's services

B. Studies conditions, needs, and trends affecting the recreation and parks requirements of the district

C. Prepares and recommends adoption of long-range and immediate plans to meet community needs for adequate recreation space, facilities, program and personnel

D. Studies and keeps informed of developments in the recreation and parks fields

6. Finance:

A. Directs, controls and accounts for the expenditure of district funds in accordance with budget appropriations

B. Prepares and justifies budget estimates, work programs, and supporting data for the recreation and parks functions

C. Supervises the keeping of complete financial records for the district

D. Recommends establishment of necessary fees and charges for various district services, and supervises their use.

7. Public and Community Relations:

A. Interprets to the public the community recreation program and its philosophy and objectives through all suitable means including the use of volunteers and staff members as well as news media
B. Promotes the public use of recreation facilities, areas and equipment for group and individual play, recreation, and relaxation through a continuing program of public education

C. Establishes and maintains cooperative planning and working relationships with other local community agencies, governmental, voluntary, and private, and with state, regional and national agencies concerned with recreation, parks, conservation, and related fields

D. Organizes, promotes and cooperates with neighborhood or community-wide recreation councils or similar groups identified with recreation and parks

8. Records and Reports:

A. Maintains systematic, complete, and accurate records of districts activities and services, personnel, and property

B. Prepares and issues regular and special reports for use by staff, board, community officials, and others, and for the information of the community

In the execution of these duties, emphasis varies with size and type of community, program, staff, and facilities, but the executive position in any recreation and parks department involves responsibility for all these mentioned. In the larger department which employs additional personnel, the superintendent may delegate authority for various administrative, program, and maintenance functions to subordinates.

Special Qualifications

1. Thorough knowledge of the theory and philosophy of recreation, and ability to interpret this philosophy to others

2. Understanding of the problems of a community in relation to recreation, and ability to formulate and administer recreation programs to meet specific community needs

3. Professional administrative skill in the organization, development and maintenance of a comprehensive community recreation program involving the operation of areas and facilities and the recruitment, selection, training, and supervision of personnel

4. Professional understanding of the varied recreation activities which make up a community recreation program, and technical competence in directing their optimum use to meet the needs of people of all ages and interests
5. Understanding the function, design, and maintenance of parks and recreation areas and facilities; and ability to superintend a program of acquisition, construction, and maintenance of recreation and park areas and facilities

6. Professional administrative skill in the supervision of technically-trained personnel from such fields as landscape architecture, civil engineering, forestry, and horticulture, in the planning and operation of parks and recreation areas and facilities

7. Capacity for cooperating with and interpreting recreation and parks to related public, voluntary, and private organizations, and the public

8. Skill in communication through speech and writing

9. Executive capacity for decision-making and implementation of policy, coupled with extensive knowledge of principles and techniques of management as applied to recreation and parks

10. Initiative, creativity, perseverance, and the ability to inspire the continuing best efforts of others

**Minimum Qualifications**

Either graduation from a college or university of recognized standing with a Bachelor's degree based on a major in recreation leadership including supervised field work; or graduation from a college or university of recognized standing with a Bachelor's degree based on a major in park administration or a closely related field, and special emphasis equivalent to a minor concentration in recreation leadership, including supervised field work in park administration or in recreation.

Completion of the requirements for a Master's degree in recreation; or if the undergraduate degree is in recreation, completion of requirements for a Master's degree in recreation or parks administration or in a related field such as public administration. Graduate study should include courses in administrative planning, personnel, research techniques and theory of recreation, since the undergraduate professional education prepares less directly for the position of superintendent than for staff positions. (Courses related to parks such as certain of those in forestry, landscape architecture, horticulture, engineering and conservation should be recognized in relation to this requirement.)

Proven successful and progressive experience in recreation leadership in a supervisory or executive capacity; or in supervisory or executive work combining recreation and park responsibilities and duties. Completion of the following number of years of qualifying experience for the position of superintendent of recreation and parks is recommended:

for districts serving less than 25,000 population . . . . 2 years
for districts serving 25,000 to 50,000 population . . . . 3 years
APPENDIX D
APPENDIX D
PARK-RECREATION CATEGORIES

A. Neighborhood Park - (One park per neighborhood with one acre of land per 500 population)

1. Service

A neighborhood park equipped with suitable areas and facilities should be within walking distance of every home. The effective service area of a neighborhood park is generally from one-quarter \((\frac{1}{4})\) to one-half \((\frac{1}{2})\) mile. Often restrictive traffic hazards or other physical boundaries reduce the park's service area.

2. Development

Desirable facilities for a neighborhood park include:

(a) Landscaped park areas for passive recreation, nature study, and enhanced appearance;

(b) Shelter buildings with game room, meeting room, storage and toilet facilities, small kitchen, or access to comparable facilities in an elementary school building;

(c) Grassed open area for informal games;

(d) Baseball and softball diamonds or dual purpose diamond;

(e) Multi-purpose all-weather area with marked courts, games standards and basketball goals, night-lighted for play of older children;

(f) Playlot for pre-school children including a rest area for mothers

(g) Spray basin or other safe water-play device

(h) Suitable play apparatus for older children

(i) Borders, buffer strips, and paths

(j) Family picnic area

(k) Off street parking
3. Location

It is important that the neighborhood park be centrally located so that the children do not have to cross major streets, highways, business, or industrial areas to get to it from their homes. In some circumstances, where heavy traffic conditions or other hazards exist, it may be very desirable to provide additional small play areas, called playlots, in sub-neighborhoods.

B. Playlots - (One park per neighborhood and one park per large shopping area)

A playlot, often called a totlot, generally is a small play area for children six years of age and under, but in some cases it also provides facilities for elementary school ages. The size of a playlot may range from 3,000 to 10,000 square feet. Desirable facilities include:

1. Landscaping for beautification and separation of areas
2. Sand box
3. Open shelter building
4. Slides and swings
5. Climbing apparatus
6. Spray pool or other safe water-play device
7. Drinking fountain
8. Benches
9. Fencing

The design of a playlot should promote imaginative and creative play among pre-school children and should include shaded rest areas for mothers.

A parkette is also a small parcel of land developed primarily for aesthetic purposes which might include horticultural displays, attractive landscaped, open spaces, and opportunities for rest. Recreation facilities commensurate with the size and location of the area may also be included.

C. Community Park - (2 acres of park per 1,000 community population)

The community park is designed to serve a group of neighborhoods, providing the larger and more costly facilities which cannot be provided in each neighborhood. Where possible a community park should be located adjacent to a high school or junior high school.
Desirable facilities of a community park (or park-school complex) include:

1. Landscaped tree, shrub, and horticultural units to beautify the area
2. Children's playlot
3. Apparatus for older children
4. Paved multiple-use areas
5. Hard-surface special game courts
6. Field for men's and women's sports
7. Lawn games areas
8. Picnic areas
9. Maintenance and storage facilities
10. Other landscaped areas, including border and buffer strips
11. Paths and walks
12. Parking areas and service road
13. School or recreation building

D. District-Wide Park - (4 acres of park per 1,000 district population.)

The district-wide park is a large area serving all the residents within the district's jurisdiction. It should provide a beautiful, natural setting that invites enjoyment of both active and passive recreation interests. Major recreation facilities not usually provided in smaller parks because of cost or space requirements should be included here. Desirable facilities for a district-wide park include any one or a combination of the following:

1. Extensive landscaped areas to beautify the entire park unit
2. Golf course
3. Woods
4. Winter sports center
5. Hiking, riding, and cycling trails
6. Picnic areas
7. Swimming pool
8. Athletic fields
9. Nature center
10. Ornamental gardens
11. Outdoor theater
12. Bandshell
13. Library
14. Adequate parking

The standard for such parks is flexible. They are dependent on the need for providing balance to the entire park system, and function in relation to regional parks.

E. Regional Park - (20 acres of park per 10,000 region population.)

A region park is usually a large land and forest reservation, preferably with unique scenic character. Such parks are usually located outside the corporate boundaries of cities and should be distributed throughout the county. They serve to:

(1) preserve a portion of natural landscape;
(2) supplement the recreation facilities available in urban areas;
(3) provide specialized outdoor recreation needs of rural and urban people alike;
(4) provide open greenbelt areas to serve as buffers between urbanized areas.

F. Park Acreage Requirements

Urban planners generally agree that there should be a minimum allotment of one acre of park land for each 100 population in the urban area. Of this entire allotment, there should be a minimum of one acre of neighborhood park land for each 500 people per neighborhood, and the balance distributed through provision of community and district-wide parks. In addition, there should be from ten to fifteen acres per 1,000 population for county or regional parks.

Some of the acreage for the previously described types of parks is presently available in the proposed park district area. Park acreage may not be available in the future for development of the different types of parks unless the residents are now willing to support a park district.
APPENDIX E
APPENDIX E

REFERENCES


7. Salem Comprehensive Plan, pp. 68-77.


APPENDIX F
APPENDIX F

LIST OF USEFUL RESOURCES


