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URBAN PARK AND RECREATION RECOVERY ACT

GOVERNMENT

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

ENERGY AND NATURAL RESOURCES

UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

S. 3163

A BILL TO AUTHORIZE THE SECRETARY OF THE INTERIOR
TO ESTABLISH AN URBAN PARK AND RECREATION RECOVERY
PROGRAM, AND FOR OTHER PURPOSES

JUNE 26 AND 27, 1978

Publication No. 95-159

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WASHINGTON : 1978

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URBAN PARK AND RECREATION RECOVERY ACT

MONDAY, JUNE 26, 1978

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION,
OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 3110 Dirksen Office Building, Hon. Howard M. Metzenbaum, presiding.

Present: Senators Metzenbaum, Hansen, and Domenici.

Also present: Laura Beaty, professional staff member.

OPENING STATEMENT OF HON. HOWARD M. METZENBAUM, A U.S. SENATOR FROM THE STATE OF OHIO

Senator METZENBAUM. This hearing will come to order. This morning begins 2 days of hearings before the Parks and Recreation Subcommittee on the problems afflicting our urban recreation areas.

To solve some of these problems, the administration has developed the "Urban Park and Recreation Recovery Act of 1978." The President's proposal, part of a broad urban assistance program, properly recognizes that the problems of our cities have become one of the great issues of our time. We simply cannot ignore the plight of our great urban centers and the welfare of 70 percent of our people.

If we learned anything from the massive social upheavals of a decade ago in our cities, it should be that all segments of our society expect and deserve quality in their lives. And yet, 10 years later, it is obvious that we still have a long way to go. The tragic statistics of youth unemployment tell part of the story. Today, 17 percent of all teenagers cannot find jobs. Among black teenagers in our inner cities, the figure is an outrageous 40 percent. These figures alone show the urgent need for the Congress to address itself forthrightly to our Nation's massive unemployment problem.

But we also must be realistic and face the fact that unemployment cannot be solved overnight, that it will not disappear with a wave of a magic wand. In the meantime, millions of our young people, the backbone of our Nation's future, are walking the streets of our cities. They are standing on our street corners or huddling in our alleys, easy prey for the corrupting forces that fester and thrive there. As *Time* magazine noted in its forceful article on the American underclass last August: "Hopelessness is a home in a fetid ghetto flat, where children make morbid sport of chasing cockroaches or dodging rats."

Recreation, however, need not and should not be defended in terms of its ability to prevent juvenile delinquency. The intrinsic value of

recreation is well known. As one writer has so aptly put it: "Recreation is an expression of man's need for man. It is not a panacea for all social ills; it is not a substitute for jobs with decent pay or safe and sanitary housing, or a relevant educational system, or a meaningful role for the elderly in society. But it is an important way to learn democratic human relations, leisure skills and interests, creative expression, and to promote physical, mental and social growth. In the drabness of the ghetto, as elsewhere, these are not inconsequential benefits.

Survey after survey has shown beyond a doubt that urban residents want and value the benefits of a creative, functioning and well-rounded recreation program. The potential of such a program on a national basis is self-evident. Knowing this, the Congress directed the Department of the Interior to prepare and submit a comprehensive review and report on urban recreation. The "National Urban Recreation Study" documents in detail the numerous problems that beset recreation programs in our cities. It also provides invaluable insights into the options and opportunities for positive contributions from local, State, and Federal governments.

The study forcefully points out that if all levels of government work together:

We can preserve and enhance our dwindling land resources in our metropolitan areas.

We can restore existing facilities that have deteriorated because of the lack of adequate funding.

We can recycle abandoned buildings and make greater use of our schools for recreational purposes.

We can develop new concepts and programs that reflect the needs and desires of our inner city residents.

And, we can work together to provide flexible and efficient management and administrative skills at all levels of government.

S. 3163, the Urban Park and Recreation Recovery Act of 1978, represents a good first step toward taking care of some of these most pressing and urgent needs. The President is to be commended for launching this legislative initiative—a long overdue step by our Government.

The administration's bill would authorize the Secretary of the Interior to provide 50 percent matching grants to our most distressed urban centers. I think perhaps to match on a 50-percent basis might become an intolerable burden for some local governments at the present time.

These funds would be earmarked for rehabilitation of existing indoor and outdoor facilities. In addition, the bill would insure a systematic review of the entire urban recreation system and would encourage active and constructive participation by the States.

As I have said, the administration bill is a good first step—but, speaking as one member of this committee, I believe it still falls short of our mutual goals.

We are all too aware of the desperate financial plight of most of our cities, which leads me to believe that this bill, by mandating a 50-50 match for our Nation's most distressed and financially strapped communities, almost represents the classic "Catch-22" situation.

It will do no good to offer these funds to our cities if they cannot come up with the matching funds. A similar requirement in the Land

and Water Conservation Fund is often cited as one of the major reasons why our urban centers have been unable to take full advantage of that program.

In addition, while it is clear that rehabilitation of existing facilities is one of our cities' biggest concerns, I believe that such a major commitment of Federal financial resources—\$750 million under the administration's bill—should be made available to local units of government to address the full range of recreational needs that now exist. I am hopeful that these hearings will help me, and this committee, come to grips with these issues.

I will place in the record at this point a copy of the bill and the Department report.

[The material follows:]

95TH CONGRESS
2D SESSION

S. 3163

IN THE SENATE OF THE UNITED STATES

JUNE 5 (legislative day, MAY 17), 1978

MR. JACKSON (for himself and Mr. HANSEN) (by request) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

A BILL

To authorize the Secretary of the Interior to establish an urban park and recreation recovery program, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 SHORT TITLE AND EFFECTIVE DATE

4 SECTION. 1. This Act may be cited as the "Urban Park
5 and Recreation Recovery Act" and shall become effective on
6 October 1, 1978.

7 FINDINGS AND PURPOSES

8 SEC. 2. The Congress finds that the quality of life in
9 urban areas is closely related to the availability of fully
10 functional park and recreation systems, including land, facili-

1 ties, and service programs. The Congress further finds that
2 many hard-pressed cities have recreation systems which are
3 seriously deteriorated and that no existing Federal assistance
4 program fully addresses the needs for physical rehabilita-
5 tion of these systems. The purpose of this Act is to
6 authorize Federal grants to hard-pressed communities
7 specifically for the rehabilitation and development of criti-
8 cally needed recreation areas and facilities for a period of
9 five years. This short-term program is intended to comple-
10 ment existing Federal programs such as the land and water
11 conservation fund and community development grant pro-
12 grams by encouraging and stimulating local governments to
13 revitalize their park and recreation systems and to make long-
14 term commitments to continuing maintenance of these
15 systems.

16 URBAN PARK AND RECREATION RECOVERY PROGRAM

17 SEC. 3. The Secretary of the Interior (hereinafter
18 referred to as the "Secretary") is authorized to establish
19 an urban park and recreation recovery program to provide
20 financial assistance for rehabilitation and development of
21 recreation areas and facilities in the form of challenge grants
22 to local governments in urban areas. Such assistance shall be
23 subject to such terms and conditions as the Secretary
24 considers appropriate and in the public interest to carry out
25 the purposes of this Act.

DEFINITIONS

SEC. 4. When used in this Act—

(a) the term “recreation facilities” means indoor or outdoor facilities which are intended to serve the close-to-home recreation needs of community residents, with emphasis on public facilities readily accessible to residential neighborhoods, including multiple-use community centers which have recreation as one of their primary purposes, but excluding major sports arenas, exhibition areas and conference halls used primarily for commercial sports, spectator or display activities;

(b) the term “recreation areas” means existing parks, buildings, or sites dedicated to recreation purposes and administered by public agencies for use by the general public;

(c) the term “grants” means matching capital grants to public agencies for the purpose of rebuilding, remodeling, expanding, or developing existing outdoor or indoor recreation areas and facilities, including improvements in park landscapes, buildings, and support facilities, but excluding routine maintenance and upkeep activities;

(d) the term “maintenance” means all commonly accepted practices necessary to keep recreation areas and facilities operating in a state of good repair and to

1 protect them from deterioration resulting from normal
2 wear and tear;

3 (e) the term "general purpose local government"
4 means any city, county, town, township, parish, village,
5 or other general purpose political subdivision of a State,
6 including the District of Columbia;

7 (f) the term "special purpose local government"
8 means any local or regional special district, public-pur-
9 pose corporation or other limited political subdivision of
10 a State, including but not limited to school districts, park
11 authorities, and park, conservation, water, or sanitary
12 districts; and

13 (g) the term "State" means any State of the United
14 States or any instrumentality of a State approved by the
15 Governor; the Commonwealth of Puerto Rico.

16 GRANTS TO IMPLEMENT PROGRAM

17 SEC. 5. GRANTEES.—(a) The Secretary is authorized
18 to provide 50 per centum matching, rehabilitation grants
19 directly to eligible general purpose local governments upon
20 his approval of applications therefor by the chief executives
21 of such governments. At the discretion of such applicants,
22 and if consistent with an approved application, rehabilitation
23 grants may be transferred to independent special purpose
24 local governments: *Provided*, That recreation areas and
25 facilities owned or managed by them offer recreation oppor-

1 tunities to the general population in their service areas.

2 (b) Payments may be made only for development or
3 rehabilitation activities which have been approved by the
4 Secretary. Such payments may be made from time to time in
5 keeping with the rate of progress toward the satisfactory
6 completion of a project.

7 (c) The Secretary may authorize modification of an
8 approved project only when a grantee has adequately demon-
9 strated that such modification is necessary because of circum-
10 stances not foreseeable at the time a project was proposed.

11 (d) CRITERIA FOR GRANT ELIGIBILITY AND PRIOR-
12 ITIES FOR PROJECT APPROVAL.—Eligibility of general
13 purpose local governments for grants shall be based upon
14 need as determined by the Secretary. Within one hundred
15 and twenty days after the effective date of this Act, the
16 Secretary shall publish in the Federal Register a list of the
17 general purpose local governments eligible to participate in
18 the urban park and recreation recovery program together
19 with a discussion of criteria used in this selection. Such cri-
20 teria shall be based upon the minimum standards for physical
21 and economic distress established for the Department of
22 Housing and Urban Development's urban development ac-
23 tion grants. The Secretary shall also establish priority criteria
24 for project selection and approval which consider such factors
25 as—

1 (1) population;

2 (2) age and condition of existing recreation areas
3 and facilities;

4 (3) demonstrated deficiencies in access to neigh-
5 borhood recreation opportunities, particularly for low-
6 income and minority residents;

7 (4) public participation in determining rehabili-
8 tation or development needs;

9 (5) the extent to which a project supports or com-
10 plements target activities undertaken as part of a local
11 government's overall community development and ur-
12 ban revitalization program;

13 (6) the extent to which a proposed project would
14 provide employment opportunities for low- and mod-
15 erate-income residents in the project neighborhood
16 and/or would provide for participation of neighborhood,
17 nonprofit or tenant organizations in the proposed re-
18 habilitation activity or in subsequent maintenance,
19 staffing or supervision of recreation areas and facilities;
20 and

21 (7) the amount of State and private support for a
22 project as evidenced by commitments of non-Federal
23 resources to project construction or operation.

24 (e) LOCAL COMMITMENTS TO SYSTEM RECOVERY
25 AND MAINTENANCE.—As a requirement for project approval

1 local governments applying for rehabilitation grants must
2 submit to the Secretary interim evidence of commitments to
3 ongoing rehabilitation, operation, maintenance, and service
4 programs, and planning for their overall park and recrea-
5 tion system. Such commitments should maximize coordina-
6 tion of all community resources, including other federally
7 supported urban development and recreation programs. Fol-
8 lowing an interim period to be established by regulations
9 under this Act, all local applicants must submit to the Sec-
10 retary, as a condition of eligibility, complete park and rec-
11 reation recovery plans identifying overall rehabilitation and
12 maintenance objectives for the park and recreation system,
13 including satisfactory demonstration by a local government
14 of—

15 : (1) adequate planning for the development or re-
16 habilitation of specifically identified recreation areas and
17 facilities, including projections of the cost of proposed
18 projects,

19 (2) capacity and commitment to assure that facil-
20 ities provided or improved under this Act shall thereafter
21 continue to be adequately maintained, protected, staffed,
22 and supervised;

23 (3) intention to maintain total local public outlays
24 for park and recreation purposes at levels at least equal

1 to such expenditures in the year preceding that in which
2 grant assistance is sought; and

3 (4) the relationship of the park and recreation
4 recovery program to overall community development
5 and urban revitalization efforts.

6 The Secretary shall establish and publish in the Federal
7 Register requirements for preparation, submission, and up-
8 dating of local park and recreation recovery plans.

9 (f) PROGRAM DEVELOPMENT GRANTS.—The Secretary
10 is authorized to provide 50 per centum matching grants for
11 program development and planning specifically to meet the
12 objectives of this Act.

13 (g) STATE ACTION INCENTIVE.—The Secretary is au-
14 thorized to increase Federal grants authorized in section
15 5(a) by providing an additional match equal to the total
16 match provided by a State of up to 25 per centum of total
17 project costs. In no event may the Federal matching amount
18 exceed 75 per centum of total project cost. The Secretary
19 shall further encourage the States to assist him in assuring
20 that local rehabilitation plans and programs are adequately
21 implemented by cooperating with the Department of the
22 Interior in monitoring local park and recreation recovery
23 plans and programs and in insuring consistency of such plans
24 and programs, where appropriate, with State recreation

1 policies as set forth in statewide comprehensive outdoor
2 recreation plans.

3 (h) MATCHING REQUIREMENTS.—The non-Federal
4 shares of project costs assisted under this section may be
5 derived from general or special purpose State or local rev-
6 enues, State categorical grants, special appropriations by
7 State legislatures, donations of land, buildings, or building
8 materials and/or in-kind construction, technical, and plan-
9 ning services, but not from any Federal grant program other
10 than general revenue sharing and community development
11 block grant program. Reasonable local costs of plans or
12 program development to meet the requirements of subsec-
13 tion (e) of this section may be used as part of the local
14 match only when local applicants have not received program
15 development grants under the authority of subsection (f) of
16 this section. The Secretary shall encourage States and private
17 interests to contribute, to the maximum extent possible,
18 to the non-Federal share of project costs. The amount of
19 State and private contributions to the project, shall be con-
20 sidered as one factor in rating projects for approval.

21 (i) CONVERSION OF RECREATION PROPERTY.—No
22 property improved or developed with assistance under this
23 Act shall, without the approval of the Secretary, be con-
24 verted to other than public recreation uses. The Secretary
25 shall approve such conversion only if he finds it to be in

1 accord with the then existing local park and recreation re-
2 covery plan and only upon such conditions as he deems
3 necessary to assure the provision of adequate recreation prop-
4 erties and opportunities of reasonably equivalent location
5 and usefulness.

6 COORDINATION OF PROGRAM

7 SEC. 6. The Secretary shall (a) coordinate the urban
8 park and recreation recovery program with the total urban
9 recovery effort and work with the Secretary of Housing
10 and Urban Development to insure maximum effectiveness of
11 the program. The Secretary shall also coordinate to the
12 fullest extent possible with other Federal departments and
13 agencies and with State agencies which administer programs
14 and policies affecting urban areas, including but not limited
15 to, programs in housing, urban development, natural re-
16 sources management, employment, transportation, commu-
17 nity services, and voluntary action; (b) encourage maximum
18 coordination of the program between appropriate State agen-
19 cies and local applicants; and (c) require that local appli-
20 cants include provisions for participation of community and
21 neighborhood residents and for public-private coordination
22 in rehabilitation planning and project selection.

23 AUDIT REQUIREMENTS

24 SEC. 7. Each recipient of assistance under this Act shall

1 keep such records as the Secretary shall prescribe, including
2 records which fully disclose the amount and disposition of
3 project undertakings in connection with which assistance
4 under this Act is given or used, and the amount and nature of
5 that portion of the cost of the project or undertaking supplied
6 by other sources, and such other records as will facilitate
7 an effective audit. The Secretary, and the Comptroller Gen-
8 eral of the United States, or any of their duly authorized
9 representatives, shall have access for the purpose of audit
10 and examination to any books, documents, papers and records
11 of the recipient that are pertinent to assistance received
12 under this Act.

13 AUTHORIZATION OF APPROPRIATIONS

14 SEC. 8. There are hereby authorized to be appropriated
15 for the grants authorized by this Act, not to exceed \$150,-
16 000,000 for each of the fiscal years 1979 through 1983,
17 such sums to remain available until expended. Not more than
18 3 per centum of the funds authorized in any fiscal year may
19 be used for grants for the development of local park and
20 recreation recovery plans and programs pursuant to sec-
21 tions 5 (e) and 5 (f) of this Act. Grants made under this Act
22 for projects in any one State shall not exceed in the aggre-
23 gate amount of funds authorized to be appropriated in any
24 fiscal year.

1 LIMITATION ON USE OF FUNDS

2 SEC. 9. No grant funds available under this Act shall be
3 used for acquisition of land or interests in land.

4 EXPIRATION OF AUTHORITY

5 SEC. 10. The authority for new appropriations under
6 this Act shall expire on September 30, 1983. Funds already
7 authorized and appropriated as of that date will remain
8 available until expended.



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

MAY 12 1978

Honorable Walter F. Mondale
United States Senate
Washington, D. C. 20510

Dear Mr. President:

Enclosed is the "Urban Park and Recreation Recovery Act of 1978," a draft bill to implement one element of President Carter's Urban Policy message of April 3, 1978. This proposal is based upon one of the major findings of the year-long National Urban Recreation Study mandated by P.L. 94-422 and conducted by this Department. It reflects the contributions of innumerable government agencies, private organizations and individuals representing National, State and local interests and the results of field work in 17 major metropolitan areas around the country.

We recommend that this draft bill be referred to the appropriate Committee for consideration and that it be enacted in its present form.

The purpose of the Urban Park and Recreation Recovery Act is to give National recognition to the importance of fully-functional park and recreation systems in urban communities and neighborhoods and to respond to difficulties which many hard-pressed cities have had in rehabilitating or improving deteriorated park and recreation areas. The National Urban Recreation Study found that many existing neighborhood and community recreation areas were failing to serve the needs of citizens because of the age, design or condition of their services-oriented facilities. The draft bill would address these problems by establishing a five year grant program to stimulate local action to rehabilitate and revitalize park and recreation systems and to encourage long-term local commitments to continuing maintenance of these systems. We view this initiative as one time program which would not extend beyond 1983. The proposal would fill a gap in current Federal efforts to ensure, in cooperation with State and local governments, adequate recreation opportunities for all Americans.

The key elements of the proposed Act are:

1. Authorization of an Urban Park and Recreation Recovery Program in the Department of the Interior.



The Secretary of the Interior would be authorized to provide 50% matching grants for rehabilitation of indoor and outdoor recreation facilities directly to eligible general purpose local governments, with provision for assistance to special purpose agencies such as school or park districts at the discretion of city mayors, county chairmen or other chief executives of general purpose governments.

2. Emphasis on challenging States, local governments and the private sector to commit their own resources to urban revitalization.

In accordance with the overall theme of the President's Urban Policy message, this program would emphasize self help through commitments of non-Federal resources in the matching of Federal grants. Section 5(g) of the bill contains a State action incentive which would provide a dollar-for-dollar bonus in Federal matching for every dollar a State contributes, up to 25% of project costs. This provision would allow up to 75% Federal matching with a 25% State match. The State matching incentive would encourage States to help their cities while providing flexibility for local and State governments on the share of project costs that each would bear.

Under section 5(d), project selection and approval criteria would also give a boost in priority rating to projects which are supported by State and private contributions.

3. Targeting of the program to fiscally hard-pressed cities.

Under section 5(d) of the bill, the Secretary is mandated to use the UDAG criteria of the Department of Housing and Urban Development to target the program to local governments which meet minimum standards for physical and economic distress; these criteria include such factors as age of housing, per capita income, population decline, employment and unemployment rates and percent of residents below the poverty level as measurements of the relative distress of local jurisdictions on a national scale. Section 5(d) also requires development of priority criteria for project selection and approval which recognize age and condition of existing recreation facilities and demonstrable deficiencies in neighborhood recreation needs, along with other need factors.

We feel that the eligibility and priority criteria included in the bill will allow use of the funds authorized to ensure maximum stimulus to State and local governments and maximum direct benefits in the form of improved recreation opportunities for urban areas with the greatest needs. Eligibility and priority criteria would be established in the shortest time possible following Congressional enactment of the program to eliminate unnecessary delays in implementation of local recovery programs.

4. Local commitments to development of overall recovery programs and to ongoing system maintenance.

The purposes of sections 5(e) and 5(f) of the bill are to insure that local applicants for rehabilitation grants are committed to a systematic process for identifying rehabilitation needs and priorities and to adequate staffing,

funding and maintenance programs for proper utilization and upkeep of existing and rehabilitated facilities. The bill would provide matching assistance for program development and planning where necessary, but we do not envision either requiring or funding lengthy or massive data collection and analysis efforts. The intent is rather to obtain formal commitments from local elected officials and administrators to publicly-approved projects, programs and policies for ongoing system rehabilitation and maintenance.

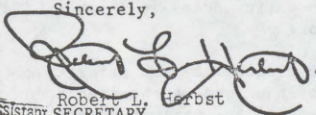
5. Coordination with other urban development and recreation programs.

The bill recognizes the need for coordination of the Park and Recreation Recovery Program with related programs at the Federal, State and local level. It requires coordination among the Secretary of the Interior, the Secretary of Housing and Urban Development and other Federal agencies in the determination of eligible applicants and in development and administration of the program. This will ensure maximum linkage with other elements of the President's comprehensive urban policy, particularly the labor-intensive public works, arts and culture and neighborhood volunteer elements. The bill also specifies Federal cooperation with State recreation and urban assistance agencies and between State and local governments in program planning and administration; it has several provisions encouraging participation by community and neighborhood residents, volunteer organizations and other private interests at the local level.

We feel that the proposed program will address a long-recognized need for rehabilitation of urban parks and recreation centers and that proposed administrative procedures and requirements provide a balanced response to some critical recreation concerns of State and local interests. We look forward to working with Congress, the States and local governments in implementing this aspect of a comprehensive national urban policy.

The Office of Management and Budget has advised that this legislative proposal is in accord with the President's program.

Sincerely,



Robert L. Herbst
Assistant Secretary

Enclosure

May 12, 1978

A BILL

To authorize the Secretary of the Interior to establish an Urban Park and Recreation Recovery Program, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE & EFFECTIVE DATE

Section 1. This Act may be cited as the "Urban Park and Recreation Recovery Act" and shall become effective on October 1, 1978.

FINDINGS AND PURPOSES

SEC. 2. The Congress finds that the quality of life in urban areas is closely related to the availability of fully-functional park and recreation systems, including land, facilities and service programs. The Congress further finds that many hard-pressed cities have recreation systems which are seriously deteriorated and that no existing Federal assistance program fully addresses the needs for physical rehabilitation of these systems. The purpose of this Act is to authorize Federal grants to hard-pressed communities specifically for the rehabilitation and development of critically-needed recreation areas and facilities for a period of five years. This short-term program is intended to complement existing Federal programs such as the Land and Water Conservation Fund and Community Development grant programs by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long-term commitments to continuing maintenance of these systems.

URBAN PARK AND RECREATION RECOVERY PROGRAM

SEC. 3. The Secretary of the Interior (hereinafter referred to as the "Secretary") is authorized to establish an Urban Park and Recreation Recovery

Program to provide financial assistance for rehabilitation and development of recreation areas and facilities in the form of challenge grants to local governments in urban areas. Such assistance shall be subject to such terms and conditions as the Secretary considers appropriate and in the public interest to carry out the purposes of this Act.

DEFINITIONS

SEC. 4. When used in this Act--

- (a) "recreation facilities" means indoor or outdoor facilities which are intended to serve the close-to-home recreation needs of community residents, with emphasis on public facilities readily accessible to residential neighborhoods, including multiple-use community centers which have recreation as one of their primary purposes, but excluding major sports arenas, exhibition areas and conference halls used primarily for commercial sports, spectator or display activities.
- (b) "recreation areas" means existing parks, building or sites dedicated to recreation purposes and administered by public agencies for use by the general public.
- (c) "grants" means matching capital grants to public agencies for the purpose of rebuilding, remodeling, expanding or developing existing outdoor or indoor recreation areas and facilities, including improvements in park landscapes, buildings and support facilities, but excluding routine maintenance and upkeep activities.
- (d) "maintenance" means all commonly accepted practices necessary to keep recreation areas and facilities operating in a state of good repair and to protect them from deterioration resulting from normal wear and tear.

- (e) "general purpose local government" means any city, county, town, township, parish, village or other general purpose political subdivision of a State, including the District of Columbia.
- (f) "special purpose local government" means any local or regional special district, public-purpose corporation or other limited political subdivision of a State, including but not limited to school districts, park authorities, and park, conservation, water or sanitary districts.
- (g) "State" means any State of the United States or any instrumentality of a State approved by the Governor; the Commonwealth of Puerto Rico.

GRANTS TO IMPLEMENT PROGRAM

SEC. 5. GRANTEES. -- (a) The Secretary is authorized to provide 50 per centum matching, rehabilitation grants directly to eligible general purpose local governments upon his approval of applications therefor by the chief executives of such governments. At the discretion of such applicants, and if consistent with an approved application, rehabilitation grants may be transferred to independent special purpose local governments: Provided, That recreation areas and facilities owned or managed by them offer recreation opportunities to the general population in their service areas.

(b) Payments may be made only for development or rehabilitation activities which have been approved by the Secretary. Such payments may be made from time to time in keeping with the rate of progress toward the satisfactory completion of a project.

(c) The Secretary may authorize modification of an approved project only

when a grantee has adequately demonstrated that such modification is necessary because of circumstances not foreseeable at the time a project was proposed.

(d) CRITERIA FOR GRANT ELIGIBILITY AND PRIORITIES FOR PROJECT APPROVAL. -- Eligibility of general purpose local governments for grants shall be based upon need as determined by the Secretary. Within 120 days after the effective date of this Act, the Secretary shall publish in the Federal Register a list of the general purpose local governments eligible to participate in the Urban Park and Recreation Recovery Program together with a discussion of criteria used in their selection. Such criteria shall be based upon the minimum standards for physical and economic distress established for the Department of Housing and Urban Development's Urban Development Action Grants.

The Secretary shall also establish priority criteria for project selection and approval which consider such factors as:

- (1) population;
- (2) age and condition of existing recreation areas and facilities;
- (3) demonstrated deficiencies in access to neighborhood recreation opportunities, particularly for low-income and minority residents;
- (4) public participation in determining rehabilitation or development needs;
- (5) the extent to which a project supports or complements target activities undertaken as part of a local government's overall community development and urban revitalization program;
- (6) the extent to which a proposed project would provide employment opportunities for low- and moderate-income residents in the project neighborhood and/or would provide for participation of neighbor-

hood, non-profit or tenant organizations in the proposed rehabilitation activity or in subsequent maintenance, staffing or supervision of recreation areas and facilities; and

- (7) the amount of State and private support for a project as evidenced by commitments of non-Federal resources to project construction or operation.

(e) LOCAL COMMITMENTS TO SYSTEM RECOVERY AND MAINTENANCE. -- As a requirement for project approval local governments applying for rehabilitation grants must submit to the Secretary interim evidence of commitments to ongoing rehabilitation, operation, maintenance, and service programs and planning for their overall park and recreation system. Such commitments should maximize coordination of all community resources, including other federally supported urban development and recreation programs. Following an interim period to be established by regulations under this Act, all local applicants must submit to the Secretary, as a condition of eligibility, complete park and recreation recovery plans identifying overall rehabilitation and maintenance objectives for the park and recreation system, including satisfactory demonstration by a local government of:

- (1) adequate planning for the development or rehabilitation of specifically identified recreation areas and facilities, including projections of the cost of proposed projects,
- (2) capacity and commitment to assure that facilities provided or improved under this Act shall thereafter continue to be adequately maintained, protected, staffed and supervised; and
- (3) intention to maintain total local public outlays for park and recreation purposes at levels at least equal to such expenditures in the year preceding that in which grant assistance is sought.

- (4) the relationship of the park and recreation recovery program to overall community development and urban revitalization efforts.

The Secretary shall establish and publish in the Federal Register requirements for preparation, submission and updating of local park and recreation recovery plans.

(f) PROGRAM DEVELOPMENT GRANTS. -- The Secretary is authorized to provide 50 per centum matching grants for program development and planning specifically to meet the objectives of this Act.

(g) STATE ACTION INCENTIVE. -- The Secretary is authorized to increase Federal grants authorized in section 5(a) by providing an additional match equal to the total match provided by a State of up to 25% of total project costs. In no event may the Federal matching amount exceed 75% of total project cost. The Secretary shall further encourage the States to assist him in assuring that local rehabilitation plans and programs are adequately implemented by cooperating with the Department of the Interior in monitoring local park and recreation recovery plans and programs and in insuring consistency of such plans and programs, where appropriate, with State recreation policies as set forth in statewide comprehensive outdoor recreation plans.

(h) MATCHING REQUIREMENTS. -- The non-Federal shares of project costs assisted under this section may be derived from general or special purpose State or local revenues, State categorical grants, special appropriations by State legislatures, donations of land, buildings or building materials and/or in-kind construction, technical and planning services, but not from any Federal grant program other than General Revenue Sharing and the Community Development block grant program. Reasonable local costs of plans

or program development to meet the requirements of subsection (e) of this section may be used as part of the local match only when local applicants have not received program development grants under the authority of subsection (f) of this section. The Secretary shall encourage States and private interests to contribute, to the maximum extent possible, to the non-Federal share of project costs. The amount of State and private contributions to the project, shall be considered as one factor in rating projects for approval.

(i) CONVERSION OF RECREATION PROPERTY. -- No property improved or developed with assistance under this Act shall, without the approval of the Secretary, be converted to other than public recreation uses. The Secretary shall approve such conversion only if he finds it to be in accord with the then existing local park and recreation recovery plan and only upon such conditions as he deems necessary to assure the provision of adequate recreation properties and opportunities of reasonably equivalent location and usefulness.

COORDINATION OF PROGRAM

SEC. 6. The Secretary shall (a) coordinate the Urban Park and Recreation Recovery Program with the total urban recovery effort and work with the the Secretary of HUD to insure maximum effectiveness of the program. The Secretary shall also coordinate to the fullest extent possible with other Federal departments and agencies and with State agencies which administer programs and policies affecting urban areas, including but not limited to, programs in housing, urban development, natural resources management, employment, transportation, community services and voluntary action; (b) encourage maximum coordination of the program between appropriate State agencies and local applicants; and (c) require that local applicants include

provisions for participation of community and neighborhood residents and for public-private coordination in rehabilitation planning and project selection.

AUDIT REQUIREMENTS

SEC. 7. Each recipient of assistance under this Act shall keep such records as the Secretary shall prescribe, including records which fully disclose the amount and disposition of project undertakings in connection with which assistance under this Act is given or used, and the amount and nature of that portion of the cost of the project or undertaking supplied by other sources, and such other records as will facilitate an effective audit. The Secretary, and the Comptroller General of the United States, or any of their duly authorized representatives, shall have access for the purpose of audit and examination to any books, documents, papers and records of the recipient that are pertinent to assistance received under this Act.

AUTHORIZATION OF APPROPRIATIONS

SEC. 8. There are hereby authorized to be appropriated for the grants authorized by this Act, not to exceed \$150 million for each of the fiscal years 1979 through 1983, such sums to remain available until expended. Not more than three per centum of the funds authorized in any fiscal year may be used for grants for the development of local park and recreation recovery plans and programs pursuant to sections 5(e) and 5(f) of this Act. Grants made under this Act for projects in any one State shall not exceed in the aggregate 15 per centum of the aggregate amount of funds authorized to be appropriated in any fiscal year.

LIMITATION ON USE OF FUNDS

SEC. 9. No grant funds available under this Act shall be used for acquisition of land or interests in land.

EXPIRATION OF AUTHORITY

SEC. 10. The authority for new appropriations under this Act shall expire on September 30, 1983. Funds already authorized and appropriated as of that date will remain available until expended.

Senator METZENBAUM. We are pleased to have so many distinguished witnesses and the committee appreciates your taking the time to take part in these hearings. Over the next 2 days we will hear from numerous State and local officials and national organizations and public interest groups concerned about this vital issue. We look forward to all of their testimony.

In our urban communities, one of the major problems is the need for our young people to identify with someone—to be able to choose someone who represents what they perceive to be their model for achieving goals in life. All too often, they find themselves in the position of emulating those who would destroy them.

Today, we are honored to have two men who have long recognized this problem and who have unselfishly given their time to work with our young people and provide the kind of example we wish every young person would follow.

So often we hear the trite phrase, "They need no introduction." It sometimes is trite and overdone, but in the case of our first two witnesses, it is the only proper thing to say.

I would like to welcome Wes Unseld, captain and most valuable player of the world-champion Washington Bullets; and Willie Mays, of the New York Mets.

I think it bodes well for the committee that they have taken of their own time to speak out today in support of urban recreation. The only fault I have to find with them is that it took me so long to get them through all of the staff and assistants who wanted their autographs. I am particularly pleased we could have them here today.

Wes and Willie, whichever of you wish to go first, please proceed.

Mr. MAYS. You want me to go first?

Mr. UNSELD. Yes.

STATEMENT OF WILLIE MAYS, NEW YORK METS

Mr. MAYS. Senator, I would like to start off by saying I know of two places, New York and San Francisco, that need help very dearly. I live in San Francisco right now. I feel money is greatly needed in that particular city. I know they moved the football field from one place to another. Kezar Stadium used to be the home of the 49'ers in San Francisco. They moved to where they play baseball, which ideally, is a good ballpark for them.

I know the cities need a great deal of indoor courts like baseball. I would say basketball, track and field. I have a son of my own who is about 18 years old right now. I think every father wishes his son could do something in life. The reason I was very pleased to come here is because I deal with many young kids, black and white, all over the country. I find out most of them if they have something to do as far as recreation is concerned, have no time for drugs, and no time for going out and getting in trouble. I feel the most important thing is that if you have these kinds of revenues to put into the areas, like New York City, which I know very well, and San Francisco, I think it should be studied; studied to the point where this money can go to the young people alone. I feel, again, when you do talk about the young people, you are talking about all ages, even down to 5; 5 to 20.

I deal with them consistently. I am always on the go for charities,

but I have to be very careful about that, you know how they use us so much for charities as far as kids are concerned. So even that way, I am aware of the needs for young people to understand athletes like myself, and Wes. We are all for them.

I know sometimes we as athletes are not really the backbone of the kids, unless it comes from their homes. The homes can play a great deal in the lives of the kids today. I found that out by going to many homes. You start with the young ones and you try to raise them from there. But what you are doing now is trying to pass a bill I feel is very much needed as far as finances are concerned. When we do get that type of bill I am one who, hopefully, will be a part of that bill. I don't know how. But when you talk about kids, all ages, all races, you have no color line there. You can only say this is a kid that needs help. I feel right now the world is really moving, but we have to move with our young people.

Senator METZENBAUM. Willie, let me say—first, I want to apologize. I think there was a Snafu at the airport in meeting you; I apologize for the staff, it was certainly unintentional.

Mr. MAYS. We have that in baseball, too.

Senator METZENBAUM. Let me say I don't want it to go unnoticed that you made it clear to my staff as well as to me here again today that when this program becomes a reality and when urban recreation programs become more involved from the Federal standpoint, that you would like to be a part of it. I, for one, speaking for the Federal Government, welcome you with open arms. You are exactly the kind of athlete that has been a model for young people over a period of many years.

I think it is great. You have the knowledge and the concern and you are willing to spend your own time, not only in speaking out but in being involved, I know, on a regular basis, what you are doing at the present time. I notice Senator Cliff Hansen, of Wyoming, has shown up and Senator Pete Domenici, of New Mexico, is here with us. We are very pleased to welcome them. I think it indicates their interest and concern both about the legislative program and also a special kind of welcome expressed to the both of you. Do either of you have prepared statements?

STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator HANSEN. Let me say two things, Mr. Chairman. First, I very much regret that my earlier morning activities included some work on some tax problems that precluded my being here to coincide with your appearance before the committee. I join with the chairman in welcoming both of you here. I know of no better way to underscore the importance of the legislation before the subcommittee than is indicated by your appearance here. You two people symbolize hope for young people in the United States. I am certain your appearance here today gives a real sense of urgency to this Government to do everything it can to make possible an expansion of opportunities for young people. Thank you so very much, both of you, for coming here this morning.

Senator METZENBAUM. Thank you, Senator Hansen.
Senator Domenici.

**STATEMENT OF HON. PETE V. DOMENICI, A U.S. SENATOR FROM
THE STATE OF NEW MEXICO**

Senator DOMENICI. I would say to Willie Mays and Wes Unseld if I had not shown up I would not be welcome at home. I only have eight children and they participate in every sport from football to hockey and I came to thank you for what you already are doing and to express my genuine interest in being a part of a Federal initiative to add to the recreational opportunities, particularly athletic opportunities, in our cities. We are rather fortunate, some of us. We live in areas where children can find a place to swim. There are all kinds of softball teams this summer, tennis, whatever it is, but I am fully aware that there are millions of young Americans where these long hot summers are hot times for them. If we can just find a way to help our cities do a better job. If the Federal program really did that that we promote, I will look carefully at the legislation. I hope we can do something to fill gaps, that is extensive, it is hard to put it together. Many of our cities are doing a good job. Many do not have the resources. I am just hopeful your appearance here will stimulate the committee to get on with the Federal initiative to help our cities where they are unable to provide this opportunity.

I, too, thank both of you for your past efforts for young people and hope we can supplement your effort and the efforts of hundreds of wonderful athletes in our country that take such a liking to the young people because they know what it was like when they were trying to get that time with the good athletes and the good recreational directors. So from my standpoint, I appreciate your appearance. Thank you very much for it.

Senator METZENBAUM. Thank you very much, Senator Domenici. We will have some questions but I would like at this point to hear from Wes Unseld and then we will come back. I felt dropping that last foul shot was very important.

STATEMENT OF WES UNSELD, WASHINGTON BULLETS

Mr. UNSELD. First of all let me apologize for being nervous, because I am. I don't know whether it is out of respect for the Senators, but I think it is the man sitting to my left here. I will not pretend I know all of the aspects of this bill but I do realize the importance of it. I think I realize the importance of it for two or three reasons. It goes back a long way but I think the main reason is that for many years I have grown up in Louisville. I watched my father personally finance himself into debt trying to get recreational activities not only for his five sons but for hundreds of other kids in our community.

I think, if anything, that has stayed with me over the years. It is that type of involvement and commitment that he had. Later while working with programs in Baltimore, and comparing these programs to my younger days of recreational activity, I can definitely see a difference in Louisville and in Kentucky where my particular sport of basketball was so important. It was nothing for us to go into a gym on a weekend, local elementary school, local high school, which would be open to us, and then turn to a city like Baltimore. There was hardly any inside activity at all.

I have been involved in programs in that area. I worked extensively with one called the Neighborhood Basketball League, which I think is now in 13 or 15 different cities across the country. We can see we have 30,000 or 40,000 young men and women involved in sports during the summer. We know even though it is barely financed, it is there. Also in being involved in this program I get a chance to go out and talk to people. If I can relate one thing to this committee which I think will summarize what I am trying to say, it is that I talked to the principal of a junior high school one summer and he came down especially, I think, 6 or 7 o'clock at night, must have been 98°, and we had 3 or 4 games going on on the asphalt outside, and he told me one thing that stayed with me all along. I guess it has kept my involvement in this program.

He said: "For the first time in this school's history, they will not have to replace the windows in the school because the kids in the neighborhood had something else to do that summer." I would hope if anything this would bring the point across for the need for this bill. Thank you. Thanks for letting me be here. If I can help—if there is anything else I can do, let me do it.

Senator METZENBAUM. I think that is a beautiful way of saying it, the story of not having to replace the windows. I think that capsulizes some of the problems and some of the answers and in a total way indicates what we hope to do. It is an emphasizing of the positive and eliminating the negatives of vandalism. Willie, I would like to ask you a question. You are somewhat familiar with the urban recreation programs in New York and San Francisco?

Mr. MAYS. Yes.

Senator METZENBAUM. Do you have any specific thoughts as to what should be done or might be done if the finances were there to do it?

Mr. MAYS. First of all, Senator, let me start with New York City. I think New York City is a city by itself. It is going to take a great deal of money to bring back New York kids. I am sure they know that and I am sure the world knows that. New York City has been having problems for a long time. But I think if a good bill is passed and people get involved and something is done, the kids in New York City can come back.

All I can say to the kids is that there is no other place in the world to play professional sports like New York City. We don't know the real meaning behind these things. I think that is why we are here today to try and help you get the revenues so we can help. I know I would be happy with New York City, the areas I am familiar with; I am sure there are many areas around where kids will need help.

Now, let's go to San Francisco. I know San Francisco very well. I live there. I know one school right now, it is just all out of proportion because they have no funds. A school called Booker T. Washington. They have kids every day by the thousands from 5 to about, I would say, 18 years old who come there to play. If this school goes out, that means not only 20 or 30 kids are not going to be occupied, we are talking about a small community in that particular area.

I would have to say a couple of hundred kids go to that particular gym and play basketball. You are talking about something, with me it is home, I know the need for funding as far as the kids are concerned. Maybe if I am involved, and maybe if you say to me, OK, let's go to

these areas, let's go to San Francisco, let's go to New York, maybe other athletes will follow and you can show me and you can look around. When you talk about an athlete, most kids, most fathers, most mothers, their eyes light up.

This is why I guess my life has been very good. Not from the beginning by any means. I lived in a log cabin, like anybody else, in Birmingham, Ala. So you talk about urban renewal. It is nothing new to me. It is these things that bring back memories of, gee, I lived in that log cabin and I don't want to go back there. I want the kids I teach and help right now not to remember the things I went through but to remember what you call greater Americans. You find me a city, a country, that is like this particular place here. I would say, "You stay here; because I have been many places around the world but the opportunity is just great. When you come to a place called America, it is a land of opportunity."

Senator METZENBAUM. Did you play sandlot baseball in Alabama?

Mr. MAYS. I was very lucky to play sandlot baseball when I was 14. I then played professional ball. I was what you call one of the lucky kids. My family consisted of 12 people when I was going to high school. I played professional ball in high school, and I was drawing about \$500 a month. That \$500 a month went to my family. Again, I was one of the lucky ones. But how many more who played in my school never had the opportunity to wear shoes, never had the opportunity to wear what you call overalls—they are wearing jeans now, we were wearing those way back but we called them overalls. When you talk about all of the new things coming out, we are really just going around and around in a circle. I wore those things a long time ago and I was proud to because that was all we had.

Now what the young kids have to remember for themselves is I don't want to hear about the good old days, but the days that can be good for them. This is why we fight so hard to make them believe. Forget about the drugs, forget about the hot stuff, forget about things that are going to hurt your body, and go ahead and try to make something out of yourself.

Senator METZENBAUM. Wes, you have worked with kids a long time. How important is recreation to young people? What kind of void does it fill in their lives, if it does?

Mr. UNSELD. Senator, I think the only way for myself, and the guys I grew up with, is to express for my point or view and their point of view. It was to us a hope. I never hoped to play professional basketball. It was more professional baseball, because I used to idolize this gentleman. But it was a hope at that particular time. For me, it was the only way I was going to be able to go to school, and I knew that. All of my brothers knew it. Everybody in the neighborhood knew it. The neighborhood—I used to keep a chart, probably on the wall of a building somewhere, I can't remember where it was kept, but when one of us would make it, it would be full-up for us. For the guys who flunked out, they would be on the down list.

If we had a dream, that was it. To be like Willie Mays or Jackie Robinson or those guys. I think that is the place. Young guys will have to be made aware, not all of them are going to make professional sports by any means. But it does offer a hope and I think within the inner city with a lot of kids, even though it might not be the ideal way, that is

the way it is; their hopes lie through sports and athletes and recreation as a means of getting there.

Senator METZENBAUM. Senator Hansen.

Senator HANSEN. I am greatly impressed with what you say, Mr. Unseld. I think you comprehend very clearly what many of us have not perceived quite so clearly, the relationship between recreation and athletics and educational opportunity. I have not heard it expressed better than you have just expressed it. Thank you very much.

Senator DOMENICI. I just want to ask Willie Mays, with your knowledge of San Francisco and New York, do you find a lot of young people who are trying to participate in recreation or sports that the facilities that they have to play on in certain neighborhoods, and that they have provided to use, is inadequate? I think this bill basically directs itself to trying to provide facilities in the areas. Could you speak of that a little bit, based on your own knowledge?

Mr. MAYS. Let's go to New York City, for instance. I think New York City right now needs a lot of help when you are talking about facilities because they have so many kids around there. They do have playgrounds where a lot of kids go to. But that is not what we are talking about. I don't really think the facilities are what they need, for the young ones to grow with. If we can build buildings where these young kids can go in and see how they are being prepared to be young men, I think sometimes that can happen in New York City. You are not going to find another city like New York City when you are talking about recreation because there are so many children. They call it the city that never sleeps. That could be very true. I hope it won't be true with the kids. If we do have the facilities you are talking about, maybe trying to build those in New York City would help. Mostly, they won't have time and will be too tired to go anywhere to do anything else. This is why I am fighting for this. This is what I went through. I was too tired to do anything. You play sports when you have a place to play and you don't have time to be running around the streets. Those are true facts.

Now, let's go to San Francisco. When I first went there, I did not know anything about it. But I studied San Francisco. We have a place called Hunter's Point which is very bad, very much in need of recreation. We have a Navy base that is very near to Hunter's Point, but they give no help, they are there to try to serve themselves. We give the facilities for them to say, "Our community has this for us." If those facilities are built and they are being used, I would say our kids would have a chance. But I would not want the facilities to be built and say here is a building, kids, and no one can use it. I would have to say the thing I just brought up about Booker T. Washington is in a community and is a building that is going down because it has no funds to keep it going. It is a day school as well as a recreation center. They have kids between 5 and 10 that they feed daily. These kids come up and play with the big kids. So as you know, if you have eight kids, you know what I am talking about. The young ones want to be old, and the old ones want to be young. I would have to say if the money is going to be used, if you happen to get lucky and get it, and the buildings are being built, I would have to stress we budget the facilities only if you use them, only if you go to school, only if you make these buildings pay for the money we are giving you.

You know a lot of money can be given to a city where it won't even go into a building. I am not here for that. I am here to say to you I am at your service. I am here to serve you if that is what you need to keep these young kids off the street.

With all of the things happening, there is a lot of things on the streets.

Senator DOMENICI. Thank you very much.

Senator HANSEN. Mr. Mays, Gateway Park in New York City and the Golden Gate Park in San Francisco are well known and certainly widely patronized. My question is to both of you: Would it be better to concentrate on one big park area or to establish smaller parks throughout big cities as New York and San Francisco are? Can more young people be reached and as cheaply as possible, in your opinion, that way?

Mr. MAYS. Are you talking to me?

Senator HANSEN. I asked both of you.

Mr. MAYS. He can talk about Baltimore.

Mr. UNSELD. Senator, I can tell you in my opinion only. I would tend to say it would be better if it was more of a neighborhood-type basis. We found in our Neighborhood Basketball League in Baltimore, some block-type situation. Each block had a team. We found we would have a whole block turn out at a playground. I mean just sitting around on hot asphalt to watch their teams play. It became block against block.

It developed into an instant rivalry. From that alone I would tend to think if a person can leave his door and walk a minimum amount of distance to an area where he can sit and watch kids play or be involved in some activity himself, I think this is better than having to travel 15 or 20 miles, which I think is such an inconvenience for people who live within the city.

Senator HANSEN. If I could make an observation, Mr. Unsel, let me say when we went up to New York City to look over the area that later became incorporated into the Gateway Park, we were impressed with the number of people in New York City who do not own cars; there is no reason to own cars, because there is a pretty fair mass transit system in existence. There were some 2.2 million people, as I recall, who would use that Gateway seashore area that did not have cars. So for all practical purposes, you had to think about how to get people from their homes or places where they work to that area. I was inclined on the basis of that experience to agree with you. If these areas can be numerous throughout the city in as small areas as possible, I think the opportunity to reach more people corresponds. Thank you for your answer.

Mr. Mays, would you like to answer?

Mr. MAYS. Senator, first of all, I think you can use this as an answer. First of all, Central Park is filled Saturday and Sunday, mostly with people who live miles away. This is what Wes is talking about. Why should they have to go so far to play at a playground when there is money available for them to compete on their own basis? I would rather see what Wes said. Sure, you can still use the same parks, like they have in New York, like they have in San Francisco. But it is not the same. You are not talking about the same type of kids, arrangements. Wes said something about, again, neighborhood environment. Each neighborhood has captains. Those captains grow up to be young

presidents. The neighborhood is more important. We have what you call a Babe Ruth League and a Little League. They want to play every day. These are what you call—not away from their homes. These communities, you cannot play on the team if you do not live in this community. This is what I am talking about.

Wes and I, we realize this. Hey, I don't want that guy across town beating me. I want to fight as hard as I can to make myself recognized as the best, not only for my neighborhood but the best in that particular city. And how do you do that? By being together and playing together, just like playing basketball with many of his players. He knows just about every move. In the communities, it is just about the same.

But take him out of the community, put him on another team or something, it takes a little while to get adjusted. So I am agreeing with him. I think there should be more neighborhoods.

Senator HANSEN. Thank you, Mr. Chairman.

Senator METZENBAUM. Willie and Wes, I want to thank both of you for your testimony this morning. You are not experts on this bill and we would not expect you to be experts on this bill, but you are experts in what is happening in the cities of America, and your testimony has been extremely valuable to us, not alone in the words you said but by your presence here this morning. I believe your presence and your sense of commitment is a message to all America that urban recreation can be very meaningful and very important to young people of this country. I want to express on behalf of not only myself but the entire committee our grateful appreciation to you for taking time on your own to see fit to come down this morning. I know you had to leave very early in the morning to get here. You have set these hearings off on a great tone, and I think your testimony will be very helpful to us in moving this legislation forward, hopefully to be enacted into law before we conclude this session this year.

On behalf of the committee and on behalf of the people of America, I want to thank you for your participation. We are very grateful to you. One note of caveat to the audience. I join you all from leaving en masse as they get ready to go out the door.

Senator DOMENICI. Mr. Chairman, could I have one closing remark? I believe both witnesses have made an excellent point. If I read what they are saying, they are saying to really have a successful recreation program for young boys and girls that we have to try to build into it maximum opportunity for the community to be with them, mothers, fathers, neighbors, and that only in that way will you really get the kind of pride that comes from living in an area that we ought to strive for. I think that point comes through loud and clear. Certainly a team can get a lot of individual pride getting in a couple of station wagons, traveling 25 miles for a couple of games. But if they are in an area where the mothers and fathers and shopkeepers and uncles and aunts can find it easy to go with them, the chances are, if I read Mr. May's testimony correctly, the chances of them sticking together and helping each other grow in the right way are greatly magnified. Is that what you are saying to us?

Mr. MAYS. I agree.

Senator DOMENICI. I don't know how we can build that into this legislation, but it does appear to me—

Mr. MAYS. The funds, and the rest will build themselves.

Senator DOMENICI. From my experience, there is no question the successful growing up of young people is going to be enhanced if there are neighbors and relatives participating as much as possible.

Mr. MAYS. Excuse me, if I may go on, Senator, but I think it should be a family affair. I have traveled all over the country. I hate to take so long in talking about it. This is very important to me. I don't know about other people, and I don't get involved too much with things I don't know too much about. But I do know once a family is united together and this family can stick together, the whole neighborhoods always are there to see their young girl or young boy participate in some kind of recreation. This makes the young kid grow up to have what you call a greater education. I found out in my growing up that education makes a smart kid in sports. He is intelligent, he makes the right moves.

Now, what you are doing is helping him to make the right move at a younger age. You are helping the mother, the father, to make sure this young man or young woman comes along very well. I am saying to you that you can only give the money. If the people in the community do not participate, then we will still have problems. But we are on the right road again. You look at all the athletes around the country and ask each one to help a kid out and you will see what happens. You will see how bright that kid lights up.

These are the things I want to see. These are the things I want to get involved with. I don't want to keep preaching about getting involved because I am already involved. But I want to know more about the young ones. How can they involve themselves into the program you are trying to help them get into. That is really what I am involved with.

Senator DOMENICI. Thank you, sir.

Senator METZENBAUM. Thank you, gentlemen. We appreciate it very much.

[The hearing was recessed from 10:55 to 11 a.m.]

Senator METZENBAUM. We are happy to welcome Lieutenant Governor O'Neill.

STATEMENT OF LT. GOV. THOMAS P. O'NEILL III, COMMONWEALTH OF MASSACHUSETTS

Mr. O'NEILL. Mr. Chairman, members of the committee, I am Tom O'Neill, Lieutenant Governor for the Commonwealth of Massachusetts and chairman of the Advisory Board of the Coalition of Northeastern Governors, comprised of seven Northeastern States representing 50 million people.

Senator METZENBAUM. Excuse me, Governor, let me apologize for the interruption—

Mr. O'NEILL. I am flattered; I cannot think of anyone else I would rather be interrupted by.

Senator METZENBAUM. Let me say we did not have a 10-minute rule for our two distinguished guests, but we also have other distinguished guests. We will have to invoke a 10-minute rule. But everybody's entire remarks will go into the record. We will ask that you confine your oral remarks to 10 minutes.

Mr. O'NEILL. Let me be brief. I am pleased to be here today to testify in favor of the Urban Parks bill, S. 3163, a bill aimed at rehabilitating one of our Nation's greatest resources—our urban park systems. The Northeast is blessed with an abundance of unique urban parks, many of which are historic and obvious social significance. These parks have in the past and will continue to play a major role in the lifeblood of Massachusetts and other Northeast urban centers.

They serve not only as multiuse open space and recreation areas but also provide a focal point for social activity and a link to other human resource amenities such as libraries, art, and educational centers. In the last decade, urban centers have been called upon to accommodate the demand for increased access to recreational opportunities, especially for the poor, the elderly, and the young. That was obviously highlighted by the two speakers who preceded me. Parks also serve as a tangible link to our Nation's past, and because many are of regional and national historic significance, the demand on their use is further intensified.

The above factors, combined with the rapidly increasing capital costs for repair and maintenance, have unfortunately resulted in substantial park deterioration in the last few decades. In general, cities are faced with undertaking much needed infrastructure investments in a wide range of areas including water and sewer systems, roads, education and health care centers, and other vital needs. With municipal budgets already severely strained the additional burden of park rehabilitation and modernization has been deferred, if not forgotten.

While some cities in the Northeast have attempted to deal with this problem via special park districts or regional services agencies with independent bonding and/or assessment powers, the scope of the problem is simply too large for these entities to handle without additional assistance. Yet we cannot afford to think of parks and open space areas as luxuries that can be postponed until better times.

Fifteen years ago, Jane Jacobs in her classic book "The Death and Life of Great American Cities," focused national attention on the vital role of neighborhoods as stabilizing forces in an otherwise chaotic urban society. She wrote about how the daily face-to-face contacts, the easy communications, the protectiveness neighbors practice toward one another all make for liveability and social order. And, she pointed out the value of open space and recreational facilities in the ecosystem of a neighborhood.

We were talking about Boston, two of the major areas in downtown Boston, it is estimated for every person using either of those two major parks the cost of maintenance and overall is approximately \$1 per person. While some cities have attempted to deal with the problem—

Senator METZENBAUM. When you talk about \$1 per person or \$1 when a person comes back 8 or 10 times in a year.

Mr. O'NEILL. It is \$1 per person, as many times as that person may attend.

Senator METZENBAUM. That person might come back 30 times and it would still only be \$1?

Mr. O'NEILL. That is correct. We understand there are between 300,000 and 500,000 people who utilize either one of the two downtown major parks within the city confines.

In Massachusetts, public investments in parks and recreational facilities have provided a framework for stabilizing the physical condition of neighborhoods as well as promoting development. We have found that the State's commitment to build a waterfront park on the site of the Old Charlestown Navy Yard has triggered a multimillion dollar housing development there. Likewise, the State's commitment to build a waterfront park on the Chelsea Naval Hospital site holds out the promise for the future development of that facility. State government has, at least in Massachusetts, taken it upon itself to keep sustaining the operational opportunities for these park lands and these open spaces.

Senator METZENBAUM. You believe this legislation ought to provide recreation with respect to the States coming up with matching funds for urban recreational centers in addition to the cities?

Mr. O'NEILL. Yes; I do. As the bill points out, there is an opportunity for 75-25 percent matching funds when the State opportunities are there. We would ask as a State and a region that you increase that to 80 and have an 80-20 match. The sense being behind that is very explicit. We have so many parks within our urban areas and park communities they really need as much in financial resources as we can possibly get into.

Mr. Chairman, for the record, I will submit the rest of my statement. I go on in the statement basically to tell about some of our Northeast cities, the activities entwined between cities like Lynn, Malden, Springfield, and Chelsea, Mass., and the Commonwealth of Massachusetts. What we in the State government are trying to do by bringing together some of our own State's finances to create what is called the Heritage Park where there will be combinations of indoor and outdoor recreational facilities, bicycle parks, and so forth, all in an effort to beautify and update the setting in our city to make that quality of life everyone is talking about.

Senator METZENBAUM. What amount of State funds are presently going into urban parks?

Mr. O'NEILL. We have a pilot project going in Lowell, Mass. It is the first of a Heritage Park concept, something we will be unveiling in a more formal way in the next month or so. The State's contribution for Lowell, Mass., was \$9 million. We have a program we will be unveiling and introducing to the public in 1 month's time totaling \$4 to \$5 million. That would be part of a capital outlay program we can piece together which we will call the Heritage Park program of Massachusetts.

Senator METZENBAUM. Do you have any thought as to whether the Federal program ought to be directed solely to rehabilitation as provided for under the administration program or a broader base usage of funds?

Mr. O'NEILL. Perhaps a broader based use of the funds is a little ambiguous. To define the word "rehabilitation," we know that there are some areas in that park, wooden park benches. It would seem to me if you used concrete slabs, something that is vandalproof, it would make an awful lot of sense. It does not have a tremendous amount of rehabilitative cost and the maintenance would be less. We are talking about spray fountains, those types of things that tend to create havoc

and a lot of cost within communities. I think they can be done away with and I think we could find alternatives to them.

Senator METZENBAUM. Do you envision Federal participation to assist the Federal assistance program to be in the nature of a permanent commitment in this area? Or do you envision after a 5-year program it could be phased out and the local governments accept the responsibility?

Mr. O'NEILL. I don't have to be hit over the head, like anybody else in public life. I would like to say we would see an end to this type of legislation. But when you put legislation of this type together you do realize we are working with a fixed or financial resource, Federal as well as State money. I think if we put our collective resources together, we can understand in a 5-year period make parks what they ought to be.

Senator METZENBAUM. Senator Hansen.

Senator HANSEN. Governor, did I understand you to say if you were to recommend a change in funding ratio it would be your thought the Federal Government be allowed to participate up to 80 percent and the State and cities to 20 percent?

Mr. O'NEILL. That is correct, sir.

Senator HANSEN. I thought maybe it ought to go the other way.

It seems the greater the share of the Federal grant the less discriminating and the less participating States and county governments can be. I know when I was Governor of Wyoming we put together a book, a handbook, trying to summarize the types of Federal grants that might be applicable in Wyoming. Oftentimes we would have representatives from a community come in and they would talk specifically about what their need was. Then, as they started examining the kind of grants available and looking at the Federal-State-local mix, they would find merit in those programs that provided a greater percentage of Federal dollars and fewer local dollars. It seemed to me, from my observation 4 years there in the Governor's Office, the opportunity to secure more Federal dollars blurred the specific need the community had earlier expressed. Have you had any experience or observation in that phenomena?

Mr. O'NEILL. No, Senator, except maybe there is a sensitivity about spending dollars, whether it is Federal or State level. Even though we are asking for a higher participation from the Federal Government, we still are talking about expenditures of both Federal and State moneys as well. These are tough times. We have experienced very difficult financial times in Massachusetts, not unlike other Northeastern States.

But if we are sincere in putting together what is known to be a very good, comprehensive urban policy, then we had better put our money where our mouth is and if there is to be life in our poor cities, our poor communities, we learn to channel these moneys in the best possible way we can utilizing not only Federal moneys but to complement them with State and more local moneys. It is still an expenditure whether it is done by capital outlay or the general fund. It is going to have to be borne by the local property taxpayers or, from the State's point of view the general fund which is paid into by the income tax. I think we are all paying attention to that. Obviously we have to go with the amount of money that is nearest and biggest and that means Washing-

ton, D.C., today. I have no qualms in telling you that. But at the same time I am willing to tell you we are willing to face up to our own participation, our own commitment and do what we think can be done in a most responsible fashion.

Senator HANSEN. The fact that these are tough times underscores all the more the need we have to spend our money wisely. I know of no better way to spend our money wisely than to increase the amount of money that has to come out of our individual pockets. The more that can come out of Uncle Sam's pocket, the less discriminating and discerning we are going to be in my opinion. I am struck from the same premise where you began and reached the opposite conclusion that the best way to insure we spend our money wisely is to have to put in more of our own dough.

When we talk about Washington, D.C., these days, you know with inflation possibly going to be back into the double digit area this year, with the balance-of-payments problems the United States has, Washington, D.C., while we can print unlimited amounts of money, and have demonstrated an ability to do that very well, the fact remains there are lots of people in the country that feel the amount of taxation we have been subjected to has almost reached the point of diminishing returns. You can add to the rate but you can probably find a diminution of individual activities so you could indeed have fewer taxes collected.

I think we saw this in the—

Mr. O'NEILL. All you are calling for is an authorization of \$150 million for 5 years, leave it alone, leave it up to the States to become as innovative, resourceful as they can, to bring about that money, still only spending the same fixed sum. What I am saying we are counting the number of parks within our local cities and towns that could come in theoretically and petition for that money. What I am saying to you is leave it up to the States and States working along with local municipalities, that they can go out and get as much money as possible. We are talking about a thousand parks who could possibly come in and take advantage of such a program.

The only moneys we currently have are Bureau of Recreation moneys and it does not meet the challenge or meet the need. What I am saying to you is if you give us \$150 million a year more nationwide and then leave it up to the States to come in and get that money, I assure you the money will be spent in a correct fashion.

Senator HANSEN. Thank you. I have no further questions.

Senator DOMENICI. Just a couple of questions, Governor. When you cite a thousand parks that might participate, what are available in parks that you speak of for the people? Are we talking about a park of open space that is indeed an enhanced environment for people to get away to or are we talking about parks that may have a multiplicity of uses of a type our first two witnesses and the Senators were talking about?

Mr. O'NEILL. I think probably both. As I understand the bill you are talking about, along with that, both indoor and outdoor facilities which are existing and which become available to poor communities or urban centers. I think it is really up to the amount of commitment both from the State government, the local government and the private sector in packaging together a very worthwhile program that adds to the quality of life, both from a public and private point of view that can

endear itself to getting an application in process and agreed to by the Department of the Interior.

Senator DOMENICI. Governor, the Bureau of Outdoor Recreation fund, while it definitely is different than this in terms of targeting, it is on the other hand far more flexible, is it not, in terms of what it can be used for?

Mr. O'NEILL. That is right.

Senator DOMENICI. And perhaps the other difference is it is not targeted to so-called cities in distress or whatever the words in the bill are. Wouldn't you want maximum flexibility whether it is \$150 million for the program or a half-a-billion-dollar program?

Mr. O'NEILL. I don't know what you mean by major flexibility. I think if you give us the 80 percent, that is the extent of flexibility using the formula it calls for.

Senator DOMENICI. The lack of flexibility in this bill is directed at parks and in one reading of it it is existing parks. That would be rehabilitation. You have said maybe it is not that type but I believe that is what its original purport was.

Mr. O'NEILL. I think that is the intent of the bill. I would not question that. But what I am saying to you there may well be existing opportunities to use existing facilities. For example, we have some armories in the State of Massachusetts which have been converted to recreational facilities, one in Everett, the second one in Springfield. To make that total package come about and work for us we have used some BOR moneys. If you were to take some idea of what this legislation calls for, the flexibility, even with the formula, I think we can use this money to bring that type of thing about.

That is the flexibility—if that is the flexibility you are talking about, I would say yes, I absolutely agree.

Senator DOMENICI. You don't think if they are going with a new commitment of dollars it would be as good to look at the Bureau of Outdoor Recreation program and add money to it since it obviously is not doing everything we would want to do—

Mr. O'NEILL. I am saying there is not enough money in the Bureau of Recreation program under the Land and Water Conservation Act to do what we would like to do and so forth. There are too many opportunities even the moneys that come in directly to State governments are disbursed by the State Governors from BOR are just not there. There is I think—there is too much demand. EDA alone is demanding some \$26 billion in programs, only \$6 billion to be—this type of thing.

Senator DOMENICI. Twenty-six and six is right.

Senator METZENBAUM. Much of this bill has to do with indoor recreation facilities which BOR cannot expend its funds for, as I understand it. And I don't think we ought to lose sight of that.

Senator HANSEN. The Congress passing the Lowell bill for restoration and we all appreciate the historical significance of it, but at that time I asked for the articulation of a policy which would state what the position of the Federal Government is in this whole area of urban parks. I still would hope that statement might be made, that it would be forthcoming. It seems to me to attack these problems piecemeal—but there are some real dangers in it. Those persons or programs or States that come in early are likely to get first attention and we will embark upon a policy that simply cannot be followed to a logical and

fair conclusion. Would you agree it might make sense to have some definition of what the Federal Government's policy will be as regards urban parks?

Mr. O'NEILL. That is an interesting question. I was Chairman of the Lowell National Park Commission. I think we have the design put in place to begin the initial stages of the Lowell National Park in conjunction with the State Heritage National Park System up there, to begin to utilize some of the past traditions and history of Lowell, a mill town. I think there are so many variables that have to be weighed that it is pretty difficult to add guidelines. I think now as we are beginning construction phases, you will have ample opportunity with your collective Federal agencies under Departments working with us to build into a regulatory or administrative law base some guidelines that have not been there and probably cannot be there beyond the Federal stage at this point.

Senator METZENBAUM. Governor, thank you very much. We appreciate your being with us this morning.

[The prepared statement of Lieutenant Governor O'Neill follows:]

STATEMENT OF LT. GOV. THOMAS P. O'NEILL, III,
COMMONWEALTH OF MASSACHUSETTS

Mr. Chairman, members of the committee, I am Tom O'Neill, Lieutenant Governor for the Commonwealth of Massachusetts and chairman of the advisory board of the Coalition of Northeastern Governors, comprised of seven Northeastern States representing 50 million people.

I am pleased to be here today to testify in favor of the urban parks bill (S. 3163), a bill aimed at rehabilitating one of our Nation's great resources—our urban park systems.

The Northeast is blessed with an abundance of unique urban parks many of which are of historic and social significance. These parks have in the past and will continue to play a major role in the lifeblood of Massachusetts and other Northeast urban centers.

They serve not only as multiuse open space and recreation areas but also provide a focal point for social activity and a link to other human resource amenities such as libraries, art, and educational centers.

In the last decade urban parks have been called upon to accommodate the demand for increased access to recreational opportunities especially for the poor, the elderly, and the young. They have become critical links in the attainment and maintenance of a decent "quality of life" for urban residents.

Parks also serve as a tangible link to our Nation's past and because many are of regional and national historic significance the demand on their use is further intensified.

The above factors, combined with the rapidly increasing capital costs for repair and maintenance, have unfortunately resulted in substantial park deterioration in the last few decades. In general, cities are faced with undertaking much needed infrastructure investments in a wide range of areas including water and sewer systems, roads, education and health care centers, and other vital needs. With municipal budgets already severely strained the additional burden of park rehabilitation and modernization has been deferred, if not forgotten.

While some cities in the Northeast have attempted to deal with this problem via special park districts or regional services agencies with independent bonding and/or assessment powers, the scope of the problem is simply too large for these entities to handle without additional assistance. Yet we cannot afford to think of parks and open space areas as luxuries that can be postponed until better times.

Fifteen years ago Jane Jacobs in her classic book, "The Death and Life of Great American Cities," focused national attention on the vital role of neighborhoods as stabilizing forces in an otherwise chaotic urban society. She wrote about how the daily face to face contacts, the easy communications, the protectiveness neighbors practice toward one another all make for liveability and social order. And she pointed out the value of open space and recreational facilities in the eco-system of a neighborhood.

In Massachusetts public investments in parks and recreational facilities have provided a framework for stabilizing the physical condition of neighborhoods as well as promoting development. We have found that the state's commitment to build a waterfront park on the site of the old Charlestown Navy Yard has triggered a multi-million dollar housing development there. Likewise, the state's commitment to build a waterfront park on the Chelsea Naval Hospital site holds out the promise for the future development of that facility.

Throughout the Commonwealth our priority for allocation of scarce Federal Bureau of Outdoor Recreation Grants has been the State's urban areas.

For example, cities such as Lynn, Malden, Springfield, and Chelsea have through the use of land and water conservation funds and community development block grant moneys have begun the process of upgrading their entire park networks. However the cost of upgrading an entire system is a burden that cannot be met through existing programs. Springfield, Mass., for example will expend over \$3 million in upgrading and rehabilitating a portion of their park system over the next 2 years. The city of Chelsea, a small community a few miles from Boston, is now undertaking a \$2 million rehabilitation of its park system using community development block grants and funding from the State through the land and water conservation fund program.

And the committee will find similar examples throughout the Northeast which further underscore the need for legislation such as that before you today. Existing Federal and State programs have simply been unable to adequately cope with the need either because they are limited in funding authorization, have narrow grant requirements, or have unrealistic matching requirements.

And with all the rehabilitation and modernization programs that are underway the need far exceeds the available resources. We need only to look at the demand that was placed on the EDA local public works program to see the level of deferred capital investment projects in cities across the nation. More than \$24 billion in requests were made to EDA for \$6 billion in funds. And a major number of project requests were for park development and park renovation projects.

Thus, you can see that the vitality of our urban parks has taken on new significance over the last few years. The Carter administration has articulated a policy which calls for the economic rejuvenation of our cities and Massachusetts has found frankly that parks can play a major role in that rejuvenation. I have referred to two examples in Charlestown and Chelsea but we are also utilizing park investments to stimulate downtown revitalization, to complement neighborhood housing rehabilitation programs, and historic district programs.

The use of public moneys to leverage private investment in urban areas is at the heart of the Massachusetts urban policy. Park moneys are the most visible and perhaps effective vehicle to accomplish this goal. By demonstrating a financial commitment to urban areas and enhancing their visual appeal the State has been successful in enticing private economic development efforts into the city, as well as strengthening and encouraging neighborhood involvement. And we are not alone. The State of New Jersey has been at the forefront in the development of Liberty Park that serves not only Jersey City but also the New York-New Jersey metropolitan area. This is a unique development that has involved HUD, EDA, Corps of Engineers, and the State government, among others, to turn an underutilized waterfront into a significant recreational asset.

Moreover, to maximize our urban investment strategy and to further highlight the importance park systems play in this effort Massachusetts has established a statewide urban heritage park program.

This effort, now in a pilot project stage, seeks to identify and build upon a city's heritage as the key to its economic future. This pilot effort actually builds on our experience with the Lowell National Heritage Park.

With the Lowell Park as our model, we will develop in Massachusetts four similar projects in the program's first year. Programs such as the Massachusetts experiment in conjunction with the proposed Urban Park and Recreation and Recovery Act will go a long way in achieving the goals and needs I have outlined above.

In reference to S. 3163 I would like to raise for the committee's consideration the following thoughts:

1. The bill currently provides for up to 75% Federal participation in instances where the State provides an incentive grant. While I applaud this effort, I would urge that Federal participation be raised to 80% of total project cost in very distressed communities.

2. Because of the limited amount of funds available I would urge that criteria be established, perhaps legislatively, to guarantee the maximization of Federal dollars spent. These criteria at a minimum should include:

(a) How a park proposal fits into an overall economic development plan for the city;

(b) Has the park been designed in such a manner as to minimize operation and maintenance cost. In conjunction with this criteria a city should be required to commit itself to an operation and management schedule which will avoid the need for future Federal investment in that facility; and

(c) The park proposal should indicate how it will meet the needs of area residents taking into account transportation access for the elderly and the handicapped, types of recreation to be offered, and how this proposal further meets the goals of neighborhood stabilization and/or downtown revitalization.

I would like to thank the committee for this opportunity to testify and I offer my help in assisting the committee to secure passage of this bill.

Senator METZENBAUM. Our next witness is the Honorable Douglas DeGood, mayor of the city of Toledo, Ohio. Mayor DeGood is one of the "Outstanding Young Mayors" of this country at the present time and he represents the U.S. Conference of Mayors, and I am particularly pleased to welcome you to Washington. The last time I saw you you were walking with me in Toledo.

**STATEMENT OF HON. DOUGLAS K. DeGOOD, MAYOR, CITY OF TOLEDO,
OHIO, ON BEHALF OF THE U.S. CONFERENCE OF MAYORS**

Mayor DeGood. Mr. Chairman, members of the subcommittee, I am Douglas K. DeGood, mayor of the city of Toledo, Ohio. I am here today representing the U.S. Conference of Mayors which is the national spokesman for mayors of virtually all cities with population in excess of 30,000. The Conference of Mayors endorses the enactment of an urban park and recreation recovery program. As recently as last week, the U.S. conference adopted a resolution supporting this concept. A copy of the conference's policy resolution is attached. Also, I will be elaborating on some of the elements of the resolution throughout my statement.

Our policy is based on the conclusion that urban recreation is a vital component of the livability of our cities. We are concerned that our recreation systems are in serious trouble with deteriorated facilities, inadequate staffing, reduced budgets, and increased demands. We are also disturbed that there has been no overall policy to meet open space and recreation needs in urban areas. Over the past dozen years, we have found that the land and water conservation fund, the only categorical grant program specifically for park and recreation purposes, has had a limited role in our cities. This has been caused by several factors including a bias on the part of many States toward suburban and rural areas in the distribution of LWCF funds, the restriction requiring LWCF funds to be used for outdoor facilities only, and the 50 percent local share match requirement. Our experiences have led us to the conclusion that several of the findings of the recent national urban recreation study are correct. The report has highlighted the degree of difficulty cities have in the delivery of adequate leisure services for our urban dwellers. The Conference of Mayors commends the Department of the Interior for the outstanding work done on the national urban recreation study. We have to continue to work with the Department to see that some of the options presented in the study are refined and im-

plemented. We hope that the study will lead to a more concerted effort by the Department of the Interior in addressing the needs of our urban areas in the manner that it has worked so closely with rural areas in the past.

Prior to the passage of our policy resolution last week, the Conference of Mayors circulated a summary of findings of the national urban recreation study. This survey was initiated in order to determine how our membership felt about the Interior Department effort. We are still in the process of tabulating the results of the survey. However, to date, without exception, our mayors support the study's findings. The Nation's mayors feel that immediate action must be taken to implement several of the study's recommended policy options. In response to the survey, one mayor, Michael A. Bilandic of Chicago, wrote that in order to resolve our urban recreation problems, efforts should be made to undertake major new Federal funding initiatives to bring local park and recreation systems up to an acceptable standard. He continued, by pointing to the fact that moneys are unavailable for the most serious needs of the park district, programs and services. Mayor Bilandic's comments were echoed by other mayors time and time again. The preliminary responses led us in part to the adoption of our policy resolution. We intend to complete the tabulation of our responses and make these materials available to the subcommittee. We hope our comments will be useful in your deliberations.

At this point our survey has showed us that the needs are critical and that our cities want comprehensive policy to meet growing leisure demands. For that reason, we reviewed with great interest the proposed Urban Park and Recreation Recovery Act. We strongly support several of the initiatives embodied in the legislation. In particular, the conference is on record in favor of a program which provides grants for rehabilitation of both indoor and outdoor recreation facilities. We feel that direct grants to cities will insure equitable distribution of the funds and will allow the Department to become more familiar with urban programs. We see the planning requirements in the bill as necessary restrictions which will assist in overall program operation. And, we support the legislation's attempt to target funds to fiscally hard-pressed areas. However, while the administration bill provides the opportunity for a first step toward comprehensive reform, it is only a first step. This proposal should be expanded if we expect to accomplish a major recovery of our urban park systems. In our plenary session at our annual meeting in Atlanta, the conference agreed that this legislation could be strengthened by providing for ongoing review of all urban recreation programs. To accomplish this objective, we support the reestablishment of the Federal Recreation Advisory Council. The Council could provide specific policy guidance and coordinate inter-agency activities dealing with parks and recreation, including policy-oriented research.

During our sessions we also agreed that a Federal interdepartmental task force to coordinate manpower programs that affect recreation should be established. The task force could be responsible for maximizing the effectiveness of several manpower programs which now randomly contribute to State and local manpower demands in the area of recreation. One more attempt to improve communication is suggested by our membership. That is to undertake activities including a White

House Conference on Recreation and Leisure. The Conference could serve as a forum for expression of opinions and suggestions useful to the administration and Congress on relevant policies and programs. In the area of program implementation, we are concerned that the administration bill has too limited a scope. We were quite encouraged by a discussion draft of legislation which will be introduced by Senator Metzenbaum containing many of the programs we would like included in a national urban recreation recovery program. We commend the Senator for his recognition that this is a vital issue. He should be complimented on his exceptional proposal.

Many of the concepts in the Metzenbaum draft are particularly notable. Specifically, the Conference feels that operation and maintenance management practices are a critical issue. The urban recreation study and reports from our membership indicate that operation and maintenance are becoming the largest expenditures in our recreation budgets. It is our understanding that Senator Metzenbaum's draft bill recognizes the need to consider operations and management practices in the recovery program plan. We welcome this change in the policy. Our membership is also on record in favor of programs which encourage the recycling of abandoned school buildings and other public buildings for recreational use. The administration's proposal does not target on this issue. However, the Department's study viewed the joint use of schools for recreational purposes as being universally regarded as cost effective and energy efficient. We see the conversion of these underutilized facilities to be an excellent way to provide needed indoor opportunities. We also see projects of this sort as excellent cooperative community activities.

The Conference of Mayors supports many of the numerous innovative and cost-effective programs incorporated in the Metzenbaum draft. Among these proposals are: Recreational use of abandoned railroad rights-of-way under programs coordinated with the conversion of such rights-of-way under the Railroad Rehabilitation Act; neighborhood self-help recreation projects such as community gardens and recreational use of street-space; new approaches to the provision of transportation to, from and within recreational facilities; and coordinated planning, where appropriate for the provision of public recreational use of certain waterfront areas within urban waterfront development or redevelopment projects. All of these suggestions add to a community's ability to consider all aspects of urban recreation in their overall plans. The creative programs I just mentioned illustrate the wide range of possibilities available to us. However, these alternatives and major rehabilitation of our existing facilities can only be realized if there is a shift in resources. The urban park and recreation recovery program would provide at least some of the needed funding. The administration proposal calls for at least a 50-percent Federal share which could be supplemented up to 75 percent if a State would contribute half of the required local match. We are skeptical about this option because we are uncertain whether or not States would respond to this incentive. The match could remain at 50 percent if the State chose not to participate.

Our membership is on record in favor of at least a 75 percent Federal match for recreation projects. Without these proportional changes, we are concerned that the urban recreation recovery program

would have some of the same problems with implementation as have been found with LWCF.

In particular, the problem that cities have in obtaining the necessary 50 percent local share. We urge the committee to consider at least a 75 percent match that could be supplemented if State support was received. Mr. Chairman, this morning I have outlined several options that the Conference of Mayors feels would strengthen the Urban Recreation Recovery Act. I hope that the committee considers our view-concern about this matter.

I appreciate having the opportunity to appear here today. I would be pleased to answer any questions to aid in clarification of my statement. I have also submitted the statement of my good friend Neil Goldschmidt, who is mayor of Portland, Oreg., and who is unable to be here this morning.

[The resolution attached to Mayor DeGood's statement and the prepared statement of Mayor Goldschmidt follow:]

URBAN RECREATION RESOLUTION

Whereas urban recreation is a vital component of the liveability of our cities, but our urban recreation systems are in serious trouble with deteriorated facilities, inadequate staffing, reduced budgets, and increasing demands; and

Whereas the Department of Interior has completed the National Urban Recreation Study documenting urban recreation problems and presenting options for resolving these problems; and

Whereas the major objective of the study was to establish an urban park policy to give full recognition to the needs, problems, and opportunities of urban recreation, which would provide a framework to guide Federal programs affecting recreation; and

Whereas the Land and Water Conservation Fund can generate the levels of funding needed to adequately support urban park and recreation needs; and

Whereas urban forestry is a key element in maintaining the environmental balance in our urban areas and ensuring the attractiveness of our urban parks and neighborhoods; Now, Therefore, be it

Resolved that the U.S. Conference of Mayors recognizes the urgent problems facing our urban recreation systems and resolves to assist in the development and implementation of solutions to these problems by:

Commending the Department of Interior for the outstanding work done on the National Urban Recreation Study and resolving to continue working with them on refining the options presented in the study;

Urging the Congress and the Administration to strengthen and extend the Land and Water Conservation Fund to fund the National Urban Recreation Program;

Supporting the urban forestry bills, to ensure that our cities will receive assistance in planning and caring for their arboriculture needs; and

Supporting the President's \$150 million urban recreation program in the Urban Policy, but only after analyzing the enabling legislation to ensure that it adequately addresses urban recreation needs; Now, therefore, be it further

Resolved by the U.S. Conference of Mayors, That the following options outlined in the National Urban Recreation Study be hereby adopted:

Section 1. Undertake selected communication activities, including convening a White House Conference on Recreation and Leisure. The Conference would serve as a forum for expression of opinions and suggestions useful to the Administration and the Congress on relevant policies and programs.

Section 2. Re-establish the Federal Recreation Advisory Council chaired by the Vice President. The Council would provide specific policy guidance and coordinate interagency activities dealing with parks and recreation, including policy-oriented recreation research.

Section 3. Establish a federal interdepartmental task force to coordinate manpower programs that affect recreation. The task force would be responsible for maximizing the effectiveness of several manpower programs which now randomly contribute to state and local manpower demands.

Section 4. Increase the state and local government's share of the Land and Water Conservation Fund to not less than 60% nor more than 75% of each annual appropriation. Direct greater amounts of Land and Water Conservation Fund resources to urban areas, and increase the present 50/50 federal/state matching requirement to not less than 75% federal/25% state; provide full appropriations from the Land and Water Conservation Fund.

Section 5. Encourage local governments to make better use of surplus school facilities and other public buildings for recreation purposes.

STATEMENT OF HON. NEIL GOLDSCHMIDT, MAYOR, CITY OF PORTLAND, OREG.

Mister Chairman, Members of the Senate Subcommittee on Parks and Recreation, I am Neil Goldschmidt, mayor of the city of Portland, Oregon.

I would like to speak with the committee today about the importance of Portland's commitment to park and recreation services; how these services are centrally tied to the vitality and long-term livability of the city; and how the Urban Park and Recreation Recovery Act can be an important tool in shaping the city's future.

Since Portland's inception, its citizens and city officials have held the view that park and recreation services are integral to the quality of life in the city. As a result, there are currently more than 160 parks and 5,000 recreation programs available to the public throughout the many neighborhoods and business districts of the city.

Portland has been heralded as one of the nation's leading examples of comprehensive park and recreation planning development. Not only has the city planned, developed and maintained large multiple-use regional parks, it has also established a significant array of neighborhood parks, public golf links, swimming facilities, waterfront parks, community centers, public restroom facilities and a comprehensive street tree program.

From a program standpoint, the city has viewed the recreation and leisure-time needs of its citizens in a comprehensive manner. Portland now delivers a full range of cultural, community, educational, and sports services to residents of all ages, interests and abilities.

While scarce resources are a constraint facing recreation programs, the city has relentlessly sought new cost-effective ways to deliver these services. By working closely with the Portland School District and local colleges and universities, the city now provides recreational programs in some thirty inner-city schools. These and other joint-use arrangements have extended the reach of the city's recreation program, dramatically increased the use of typically underutilized public schools, reduced the costly duplication of urban service delivery, and greatly expanded after-school recreation opportunities for both children and adults.

Similarly, the city has initiated self-sustaining, "Pay-as-you-go" leisure services, including: arts and crafts, indoor tennis, cultural services, golf, museums and historical centers, and sports activities. These efforts have helped to balance the books on costly specialized services, and have allowed the city to diversify its programs to best meet the needs of its citizens. It should be emphasized here that we keep careful track of which specialized programs are actually being used.

In Portland, diverse park facilities and recreation services have played a major role in minimizing many of the urban problems confronting other major cities. Planning for park and recreation facilities is part of the City's Comprehensive Planning process, which examines where HCD (Housing & Community Development) funds will be spent, how the transportation priorities should reinforce a sense of community and how the city's overall land use planning should maximize the use of existing open space and other recreational facilities. In addition, as I have mentioned above, our recreation planning is very closely tied to the School District's future planning for existing facilities. It makes no sense to build something new if you can get greater use out of existing facilities, regardless of which government may "own" the property or facility. That sense of co-operation has allowed Portland's Park and Recreation program to be an integral part of Portland's efforts to keep families in the city. It has provided us solutions to inner city blight and helped restore a sense of community in many of our neighborhoods.

Portland's park and recreation system, with its linkages to school programs, has provided the city's youth with positive opportunities to recreate, learn, socialize, and otherwise make constructive use of their leisure time. These opportunities, I argue, have helped to check many of the concerns about public safety.

Park and recreation development in Portland has also bolstered citizen awareness of the benefits of participating in decisions affecting their communities. Working closely with neighborhood associations, user and business groups, our park planners have been able to make recommendations which are clearly responsive to community objectives, allowing city officials to establish citywide park and recreation policy on a neighborhood-by-neighborhood basis.

But, defining citizen demand is not enough. We must also meet that demand. While the city has responsibly met the need to develop comprehensive plans encompassing the many present and future recreation needs of its residents, capital resources necessary to implement these proposals fall critically short of our documented requirements.

Almost sixty of our park sites have either never been developed, have become dilapidated over their many years of use, become inefficient "green elephants" from a maintenance or energy standpoint, or are not readily accessible to handicapped and elderly persons.

Perhaps more important, undependable capital improvement funding has placed the city in a position of not being able to implement a total urban recreation plan. Our experience indicates that piecemeal planning and development is costly and inefficient use of capital resources. Our limited annual capital improvement budget is allocated to many parks, and generally no one park is ever fully completed. Consequently, programming and maintenance costs become inordinately high, relative to the benefits available to the community.

Additionally, several areas within Portland are not within walking distance of community parks and recreation programs. In general, these are heavily populated areas, which have had shifting development patterns and had only limited citizen involvement in the planning process. These communities have now established their priorities and are in need of park and recreation programs. We have the property; we need development resources.

The Urban Park and Recreation Recovery Act is clearly responsive to our concerns in Portland, and is an act which will, undoubtedly, be responsive to urban concerns elsewhere. By establishing a comprehensive process for urban park and recreation development, and appropriating the necessary funds, Congress is not only mandating that the urban "recreation gap" be filled, but is also reinforcing the important view that park and recreation services are intimately tied to the many factors that make a city livable. In addition, this act reinforces our belief that recreation opportunities need to be close to where people live. From the city's perspective that is important from an energy conservation point of view, and we believe it will become far more important in the future.

Mr. Chairman, that concludes my remarks on how Portland, Oregon, views the administration's proposal from the perspective of our ongoing planning process. I hope it is clear that the general guidelines in the bill are consistent with Portland's overall goals for a "complete" park and recreation program. I would now like to offer a suggestion for possible clarification in the bill, and, in addition, I would like to make a brief comment on the land and water development fund.

Section 6 of S. 3163 speaks to coordination of the program. I would like to see it made clear that the state-local relationship is an equal partnership and that the intent is not to give States a monitoring function over local plans.

When local grants are submitted, they will be scrutinized carefully at the Federal level. It seems to me that once a grant is given, a local jurisdiction should work with the State to assure a successful project. The contractual relationship, however, is between the Federal Government and the local agency, and that should not be diluted.

As this subcommittee is aware, the Land and Water Conservation Development Fund has not received the urban focus that many had hoped for. I would certainly hope that as S. 3163 makes its way through the process, it will be made clear that the \$150,000,000 appropriated under the bill is not the "total" urban recreation program. It would be most unfortunate if the administration's bill became the only urban park bill and the land and water fund was directed out of urban areas.

I would strongly encourage a total look at urban park and recreation needs that do not play one Federal program off against the other.

That concludes my prepared remarks. If there are questions, I'll be happy to answer them.

Senator METZENBAUM. Thank you, Mr. Mayor. We appreciate your statement and your comments with reference to legislation we are

contemplating. I have a number of questions. But the Chair is faced with the dilemma of asking you questions and precluding the opportunity of other witnesses having sufficient time to testify, some of whom have come long distances, and submitting the questions in writing. It is more in the interests of moving this legislation, I think, that we move these hearings along with dispatch. Therefore, I will submit my questions to you in writing and hope that you will respond as promptly as possible in writing to the committee in connection with these matters.

Senator Hansen and Senator Domenici may have a long list of questions.

Senator DOMENICI. We will agree with you, Mr. Chairman.

Senator HANSEN. Mr. Chairman, I think your question is very wise, very timely. These witnesses are tremendously knowledgeable people. I do have questions to ask. I will submit them in writing and I would hope we could have the benefit of their responses.

Senator DOMENICI. Mr. Chairman, I agree with your statement with one reservation. If I could ask the Mayor if he would submit something under separate cover to me; since the CETA manpower bill will be coming to the floor fairly soon I would be interested, mayor, if you could submit the Conference of Mayors' position, or your own analysis of it, in terms of the need for more effective use of manpower programs for recreational endeavors. I would assume you have something more than the general statement found on page 4.

Mayor DeGood. Yes, sir. That is right.

Senator DOMENICI. I think it might be opportune to consider some amendments to the CETA bill or the report language that might move them in the direction of recreational endeavors. If you have such, I would appreciate your giving it to me—unless the chairman wants it—I don't think it is relevant to this committee, it could be submitted to the committee or to my office. Would you like to have that also?

Senator METZENBAUM. Why don't you make it available with a letter to Senator Domenici and copies to the hearing record? I appreciate the cooperation of the minority and I commend you for having Susan Turnbull on your staff, she used to be on mine, and that is part of the reason for your doing such a commendable job.

Mayor DeGood. You are right. And thank you.

Senator METZENBAUM. Mr. Cahill.

STATEMENT OF RUSSELL W. CAHILL, DIRECTOR, DEPARTMENT OF PARKS AND RECREATION, STATE OF CALIFORNIA

Mr. CAHILL. My name is Russell W. Cahill. I am the director of the State of California's Department of Parks and Recreation. I am testifying on behalf of the State of California and the Western Governor's Association has asked that I represent a portion of their position. They want you to know they are in favor of the bill, the language contained in S. 3163.

They have some reservations about some of the positions I have developed in California and they are studying it right now and are not prepared to commit themselves. This has to do with criteria for eligibility in the grant program, but they wanted you to know they are

very much in favor of the idea behind the legislation and hope it can be worked out. My testimony has several points of detailed technical nature which has to do with eligibility criteria and planning structure. With your permission I will submit that testimony in writing and summarize that verbally. I am sure it comes as no surprise to the committee the urban parks are in rough shape. The cities themselves are in rough shape. Public facilities, some of which were constructed more than 100 years ago, have fallen victim to decay. Now they are faced with a shortage of municipal capital funds as taxpayers leave the cities, settle in the suburbs, and isolate the nation's poor in the nation's older cities. America's older city parks revolve concurrently with great national parks.

As you know, the National Parks have received many millions of dollars for the rehabilitation of facilities but in the cities the parks and recreation situation is bleak. I have heard from Mr. Mays and Mr. Unseld, heard them discuss the problem of people who have no automobiles to get to some of these parks.

I can tell you some of our statistics in California, show you the people in Watts and Willowbrook in southern California, 40 percent of the families do not have private automobiles. In California during the last 2 years we have taken a system which dealt by and large with the great national heritage of that State and turned it toward an emphasis on the needs of the State's urban population. For example, 4 years ago very little in California shared in the Land and Water Conservation Fund, it went into impacted urban areas. Last year, 92 percent of the local area went to urban communities and much of that went to impacted urban communities. During 1976 and 1977, \$50 million in State general funds were expended on an urban parks grant program. This is in addition to our share of the Land and Water Conservation Fund to help local government meet its needs. This year's program, because of the Proposition 13, will likely be reduced but not eliminated. California's program is simple, direct, unreasonably low administrative costs; I hope you can design a similar system.

In fact if all of the States had urban park programs similar to ours, I believe the administrative problems with the Parks Recovery Act would be simplified. Eliminate the UDAG criteria, and the details are described in my testimony, but basically it seems it is trying to shove a square peg into a round hole. America's cities do not need any regionally biased criteria. They need help. On review day communities in California like Grass Valley and Farmerville qualify while Watts and Willowbrook in Los Angeles County do not. No. 2, I would use poverty and overcrowding as two of the primary criteria.

If I were writing the thing myself, I would try not to fund cities under 50,000 in population, try to keep the money in those areas that have the most need. No. 3, I would add in a 10-percent discretionary fund and have the States use that fund for projects, ineligible urban areas which meet the intent of the act but not the criteria. For example, unincorporated urban impact areas that I mentioned before such as Watts and Willowbrook.

In planning I suggest you let the program ride on existing planning infrastructure and require only a statement from local government that their project meets the city's generally approved plan. That is in conformance with the State's comprehensive outdoor recreation plan.

Mr. Chairman, I believe we are doing enough planning now. If we raise the quality of it, we would not need to jack up the quantity. Because my background is in the rural parks, national parks, State parks in other States also, I have had conversations with many managers of both park and recreation departments in California cities. They are receiving the brunt of the taxpayer's rebellion right now. Recreation programs, libraries, things like that are the first things being cut out of budgets. They identified some areas of need which they hope this legislation will address. I notice some of these things in your draft, Senator, but I have not had time to study it. I looked at it just before I came up here to testify. But those people in the city parks in California would like to see a major vandalism contingency fund with simplified grant procedures. When a facility is trashed or heavily vandalized, the action breeds similar actions. Immediate rehabilitation if coupled with day labor contracting for local help could create a better climate around these parks.

The city representatives also mentioned in the smaller neighborhood parks are so rundown, requiring major capital improvements. We hope the funds can be used for these smaller projects.

The third issue of concern is for the ornamental parks, Golden Gate, Central Park, Fairmont, Brookfield, Schenley and Boston's Public Garden are good examples. These parks, by an enlightened generation of Americans, have been turned over to this generation in tarnished condition. It is our hope in California these which are surrounded by some of our poorest citizens in California can blossom to life. I would like to close my testimony with a personal story. Two of my grandparents emigrated from Hawaii to the United States after World War I. My grandfather relocated his family after service in the war to take advantage of jobs on ships which had San Francisco for a home port. My grandmother, a lady of the Island of Maui, could not conceive of living in a place where one could not walk barefoot once in a while so they live directly across from Golden Gate Park so she would have a place to walk in the grass. I hope this legislation will allow others now and tomorrow to walk in the grass, on the grass in our great cities.

[The prepared statement of Mr. Cahill follows:]

STATEMENT OF RUSSELL W. CAHILL, DIRECTOR, DEPARTMENT OF PARKS AND RECREATION, STATE OF CALIFORNIA

My name is Russell W. Cahill. I am the Director of the State of California's Department of Parks and Recreation. The State of California has a long history of substantial commitment to the problems of urban parks within the State and we are pleased that the Congress and the President are focusing on this urban need.

In the past 10 to 15 years, a host of regional, statewide and national urban park and recreation studies have quite clearly pointed out the condition of the nation's urban parks and recreation areas: rundown, unappealing, misplaced, unused and abandoned. The Department of Interior's National Urban Recreation Study is the best of recent studies, underscoring previous findings. It should be clear by now that the problem is not going to go away and that local government cannot resolve the problem by itself. It is a national problem requiring Federal assistance. And the problem is not one of acquiring and developing new facilities in our urban centers, but of rehabilitating and making more usable and attractive the existing park and recreation areas.

I do not intend to take up your time today in recounting all the facts that point to the need for Federal financial assistance to urban park and recreation areas. I merely wish to indicate to you that I feel that Federal assistance for this

purpose is the best way that Congress and the Federal Government can deal with this issue.

The Land and Water Conservation Fund, while a very successful program and a greatly appreciated source of assistance, has historically been used throughout the country in areas outside the inner-city. HUD's comprehensive development grants have generally placed parks in low priority.

Today I wish to speak in support of the general concept presented in the administration's urban parks and recreation recovery proposal (S. 3163) and offer some significant changes that I believe will better serve the nation's urban areas.

In making this statement to you I feel I speak from a point of experience in urban issues and in managing grant programs. California is the most urban state in the nation. Ninety-four percent of our people live in cities or suburbs, on two and one-half percent of the land. As the Director of Parks and Recreation, I oversee six recreational and historical grant programs which, in the main, give emphasis to urban assistance. But they are not enough and we are losing ground.

Two-thirds of the approximately 5,000 local park units in California are in urbanized areas of the State. Many of these are not fully functional because they are old, poorly designed facilities, inadequate for today's users, and lacking in access; again, conditions prevalent throughout the nation's parks. Rehabilitation of these urban park and recreation areas will re-attract users and add considerably to urban aesthetics. For many years there has been the need for a Federal program giving categorical assistance to parks in urban areas and that can assist with the rehabilitation of indoor recreation facilities, which the administration's proposal seeks to fulfill.

The Urban Park and Recreation Recovery Program can be an outstanding and fully effective program if it provides: (1) a Federal match that recognizes the fiscal constraints of local governments and allows a local match in the form of ongoing maintenance and operation expenditures; (2) simple planning requirements and is coordinated with existing state and local planning functions and statewide urban strategies; (3) funds to the larger urbanized areas where problems are greatest and the needs most urgent; (4) an equitable funding mechanism and eligibility criteria that truly reflects areas of need and directs the program to those areas; (5) a discretionary fund to allow the program the flexibility to respond to special areas of need.

FEDERAL MATCH

The proposed 50 percent federal match should be increased to 75 percent and the Secretary should be directed to provide 80 percent advanced funding of the federal share of an approved project.

Federal matching requirements inflate local government expenditures, in most cases from the regressive property tax. In view of Proposition 13, it is time to rethink the effect of federal match requirements on local government budgets.

Increasing the federal match to 75 percent would allow grant recipients to earmark additional funds for maintenance and operation costs while avoiding the inflationary impact of a 50 percent nonfederal match. Advance payment of 80 percent of the federal share of an approved project would increase the grant recipient's budget flexibility and result in a faster project completion rate.

The local government match should be acceptable in the form of commitments for expenditures on the maintenance and operation of the project. These expenditures should be allowed either in the form of direct outlays or in-kind services. By allowing local governments this additional match flexibility, the long term maintenance of the grant program can be ensured.

PLANNING REQUIREMENTS

The administration's proposal requires that each grant applicant submit a Recreation Recovery Plan. This requirement is another time-consuming and costly administrative burden for local government and would only produce another single-purpose plan without any relationship to the scores of other piecemeal federally and state-mandated local plans. Local property taxpayers cannot afford to pay for such "planning".

I recommend that this proposed requirement be deleted and applicants only be directed to submit statements indicating current and future park and recreation recovery efforts and the proposed projects conformance and consistency with the applicant's general land use plan; the statewide comprehensive recreation plan; and the statewide urban strategy such as proposed in the administration's urban policy and already in effect in a number of states, including California.

Each local government application and accompanying consistency statement should be made available to an appropriate state office as appointed by the Governor for review prior to action by the Secretary.

If the program's proposed planning requirement is deleted, funds within the Act designated for this purpose could be more productively spent on direct recreation and recovery activities.

ELIGIBILITY

Even once the planning requirements and the funding provisions of the Urban Parks and Recreation Recovery Program are changed to allow the more effective use of Federal and local funds, attention must be paid to the program's basis of eligibility if the program is to succeed in meeting its stated purpose.

The administration's proposal ties a local government's eligibility to the minimum standards for physical and economic distress established for HUD's Urban Development Action Grants, known as UDAG criteria. While the formula is intended to target areas of greatest urban need, the UDAG criteria do not identify these targets. The UDAG indicators are neither accurate or reliable.

To be eligible under UDAG, a local jurisdiction must be able to meet three of six criteria:

Age of housing.—at least 34 percent of its 1970 housing must have been built prior to 1940;

Change in per capita income.—between 1969 and 1974, per capita income did not increase by more than \$1424;

Population lag/decline.—between 1960–1975, population increased by less than 15.5 percent;

Job lag/decline.—between 1967–1972, jobs increased less than 7.08 percent;

Poverty.—in 1969, at least 11.24 percent of the population was in poverty;

Unemployment.—in 1976, at least 7.69 percent of the work force was unemployed.

All six of these criteria are measured for the entire jurisdiction; rather than by individual neighborhoods.

When these criteria are examined, their short-comings become apparent. Let's look at each of them briefly.

(1) *Age of housing.*—Incidence of pre-1940 housing proves nothing other than the age of the jurisdiction's housing. In fact a "correlation analysis" of 435 cities with a population greater than 25,000 (cities with community development block grant entitlements) shows that age of housing is greatest where minority populations are smallest; where youth in poverty are less prevalent; where poverty is less prevalent and less common; where residential crowding is less frequent; and where medium income is higher. In effect, the "age of housing" criteria works almost like a wild card for those jurisdictions with adequate pre-1940 housing. Even though they are less distressed in terms of minority populations, youth in poverty, residential crowding, and median income, the age of a jurisdiction's housing—if substantially pre-1940—means that it must meet only two of the remaining five UDAG criteria; statistically speaking, a far less difficult task. This "age of housing" wild card, of course, does not necessarily mean that condition of housing, let alone condition of community or condition of recreational facilities, is distressed. It is truly an irrelevant and even misleading factor to consider eligibility for this program.

It is, of course, in the western states that less pre-1940 housing is found and so this "wild card" criteria is not available for cities in the West. In fact, because the pre-1940 housing criteria is difficult for western cities to meet, they are faced with meeting three of the remaining five criteria, while others must meet only two.

(2) *Change in per capita income.*—Per capita income is only meaningful when taken in terms of cost of living; and because cost of living has increased at a greater rate in some areas than others, measuring changes in per capita income without adjusting it to cost of living is unfair to those areas where cost of living increases have been greatest.

(3) *Population/lag decline.*—Because all UDAG criteria are measured on a jurisdiction-wide basis, "pockets of distress" can be eclipsed or statistically diluted by areas of growth within the same jurisdiction. Thus, cities that experienced population increases through annexation or through new development at their fringes between 1960 and 1974, are at a disadvantage under this UDAG indicator. This is quite typical of most California and many western cities. Fur-

ther, cities that consolidate, according to sound principles of government operation, are penalized; while those that avoid annexation through economic gerrymandering are rewarded. Indianapolis is a good example of a city that consolidated, and is ineligible under UDAG but which would have been eligible if it had not consolidated.

(4) *Job/lag decline*.—As with "population lag/decline", increase in employment, when measured on a jurisdiction-wide basis, may eclipse "pockets of distress" with little if any job increases. Indeed, much of the increase in jobs in California and other western cities has come through annexation and development far removed from pockets of distress.

(5) *Poverty*.—Use of a uniform, national level of poverty does not acknowledge that different areas have differing costs of living. A family that is slightly above the poverty line in some western cities may actually be living at a lower standard of living than a "subpoverty family" in a city with a lower cost of living. However, the former family would not be counted in determining its local jurisdiction's eligibility under UDAG while the latter family would affect the UDAG totals.

(6) *Unemployment*.—Use of 1976 unemployment data locks this program into past circumstance at one arbitrary point in time and does not recognize changes in employment since that date. If a jurisdiction had relatively good employment during 1976, it would have more difficulty qualifying for this program, despite some subsequent "employment disaster" not reflected in the 1976 data.

We have examined the UDAG criteria and have shown them to be inaccurate, inequitable, and moreover, misleading. Alternative criteria must be established if this program is to be effectively and accurately targeted to the nation's distressed or declining communities. UDAG criteria do not do the job.

I recommend that the Secretary be directed to publish in the Federal Register a list of the general purpose local governments eligible to participate in the Urban Park and Recreation Recovery Program based upon certain criteria including the following: overcrowded housing; change in minority populations; change in youth in poverty; poverty level adjusted by cost of living; current employment.

"Overcrowded housing" is a more accurate indicator of housing condition and community decline/distress, than is age of housing.

"Change in minority populations" is better correlated with changes of employment, income, and education than is change in population.

"Change in youth in poverty" would reflect the increasing needs for public recreational facilities.

"Poverty level adjusted by cost of living" is a more equitable measure of poverty among different areas and regions.

"Current employment" allows for an ongoing readjustment of this criteria to reflect changes in local employment.

Most important, the program should be directed under the general grant program only to those general purpose local governments with populations over 50,000 so as to relate the program to urban park and recreation deficiencies in true urban areas.

DISCRETIONARY FUNDING

Any general criteria is imperfect, although as we have pointed out, some criteria are more imperfect than others. The changes we have recommended in the proposed criteria are essential to ensure that this program is available to those areas of greatest actual needs. However, some discretion in the program's eligibility requirements is also essential in order to provide areas of need with assistance even though those areas are not captured within the eligibility criteria. Accordingly, a discretionary fund equal to 10 per centum of the program's total appropriation should be set aside and made available to states for use in those communities in distress or decline but not eligible under the established criteria. This discretionary fund should be apportioned among the States by the Secretary pursuant to regulation. Each State should be required to make allocations from this funding to otherwise ineligible local jurisdictions in a manner that involves broad public and local government consultation and that follows the intent of this program. The States should be required to report annually upon all allocations made from this discretionary fund, identifying the basis of allocations, their compliance with the program's intent, the manner of public and local government consultation and findings that the allocations are consistent with the

State's comprehensive recreation plan; urban strategy; and with the local government's general land use plan.

Thank you for the opportunity to present the State of California's views on S. 3163.

Senator METZENBAUM. Thank you very much. May I make a suggestion to you. Although our staff has met with some of your representatives, I think while you are in Washington it might be helpful if you sat down to talk to them to see whether or not there might be some discussion in some of these areas, in the suggestions you have made, rather than trying to do it long distance or through representatives.

We have a number of questions we would like to submit to you. Those will be presented to you by the staff. I hope you will respond as promptly as possible. Other members of the committee may also have questions.

Mr. CAHILL. Thank you.

Senator METZENBAUM. Dr. Krichbaum.

STATEMENT OF DR. DANIEL H. KRICHBAUM, ON BEHALF OF MAYOR COLEMAN A. YOUNG, CITY OF DETROIT, MICH.

Dr. KRICHBAUM. Senator Metzenbaum, and members of the Parks and Recreation Subcommittee, on behalf of Mayor Coleman Young, of Detroit, I express appreciation for the opportunity to appear before your committee to testify on S. 3162. Mayor Young enthusiastically endorses this national program because it focuses directly upon the recreational needs of urban residents. The problems of urban recreation, as documented by the Department of the Interior's National Urban Study, are compounded by inadequate health, employment, and educational services. While the Federal Government is making strides in facing these issues, funds also must be focused on direct recreational services so that deterioration in one urban system does not undermine progress in other service areas.

Detroit, like many other urban areas, is faced with deteriorating parks and recreation buildings. Many of our facilities are older and have needed renovation for some time. Facilities which were not originally intended for recreational use, but were converted from industrial or commercial use, are especially inadequate. Oftentime located in deteriorating middle-class or poor socioeconomic areas, they provide the mistaken impression that cities are content to maintain inferior facilities. Unlike previous Federal appropriations, the "Urban Park and Recreation Recovery Act" has been developed specifically to address these types of problems. Detroit welcomes the increased flexibility of this legislation. This is demonstrated by a recognition that expansion of indoor facilities and the rehabilitation of declining structures can be eligible projects. Previous capital improvement funds such as the land and water conservation fund usually have precluded such considerations.

Another positive feature of this program is the use of eligibility criteria that will target funds toward population centers which exhibit the most serious urban problems. However, as Mayor Young has pointed out, cities cannot limit their programs only to impoverished areas. Urban legislation must also address middle-income neighborhoods in these eligible cities which are deteriorating or in danger of

the rapid socioeconomic destabilization that creates new ghettos. Therefore, we applaud the Department of the Interior's intention in implementing this legislation to focus on projects which alleviate deficiencies throughout a recreation system. Because of the improved fiscal situation in Detroit, the recreation department is now in a better position to maintain renovated buildings and/or redeveloped parks. However, few large urban cities including Detroit have the initial resources to do the necessary rehabilitation and redevelopment work. I want to cite one example of what can occur when Federal, State, and local efforts are applied imaginatively and in a coordinated way to redevelop park and recreational space. In Detroit, this has been done at Belle Isle, a regionally oriented park which sits in the middle of the Detroit River.

During Mayor Young's first term, a commitment of expenditures in excess of \$10 million was made to upgrade Belle Isle Park. The results of this revitalization symbolizes the positive impact which improved recreation can have for people in the Detroit region. Previously, the park had been poorly maintained for an 8- 10-year period. Attendance dropped dramatically and Belle Isle became known as a "poor folks" park. Now, large numbers of people, representing every ethnic and income group, from ADC mothers to corporate presidents, can be found enjoying this beautiful island.

The renovation of parks and recreation systems is neither simple nor inexpensive. We have learned that the type of physical improvement demonstrated by Belle Isle involves expensive underground drainage, replacement of deteriorated walkways which are hazardous to many handicapped or senior citizens, and similar items which do not carry the high visibility impact of newly created facilities and opportunities.

However, we have also learned that people become proud of land and facilities which are maintained and operated at a high level. When a facility or park has been renovated, citizens themselves become committed to maintaining that resource. We are proud of our parks and playgrounds in Detroit. Potentially, we have a fine recreation system in our city which could offer a broad range of services to the general citizenry as well as to special populations and special interest groups. Some of our park areas and recreation facilities have been adapted over the years to meet the changing desires of people. However, many others still need to be redeveloped to alleviate either unavailable or overlapping recreational activities and to make our facilities safer, more useful, and more attractive to today's users.

Mayor Young is appreciative of the efforts which have brought this Urban Park and Recreation Recovery Act to the point where it is today. The Nation's urban poor and middle class need to know that they have not been forgotten and that Government dollars can be spent effectively in a way that creates humane urban conditions. This, in turn, provides citizens with the motivation to redress the negative factors in their own lives. The Urban Park and Recreation Recovery Act will make a meaningful step in that direction, and we urge that it be passed as quickly as possible.

Senator METZENBAUM. Dr. Krichbaum, thank you very much for your statement and we appreciate the interest of Mayor Coleman Young who is doing such a fine job in Detroit. We do have some ques-

tions for you. Following the procedure previously indicated by the Chair, those will be submitted to you and we hope you will respond as promptly as possible.

Dr. KRICHBAUM. We will be glad to do that as promptly as possible.

Senator METZENBAUM. We have three other witnesses. The Chair has been advised this committee has been meeting somewhat contrary to the rules of the Senate for almost an hour and I think about 12 we are going to terminate. Therefore, we are going to ask Mr. William Lienesch, of the National Park and Conservation Association, and Miss Linda Billings, of the Sierra Club, both of whom I believe are Washington based, to return tomorrow, and we will take Mr. Harry G. Haskell, Jr., board of trustees of the National Recreation and Parks Association, who is from out of the city.

**STATEMENT OF HARRY G. HASKELL, JR., BOARD OF TRUSTEES,
NATIONAL RECREATION AND PARKS ASSOCIATION;
ACCOMPANIED BY BARRY TINDALL, DIRECTOR OF PUBLIC AFFAIRS,
NATIONAL RECREATION AND PARKS ASSOCIATION**

Mr. HASKELL. Mr. Chairman, I am Harry G. Haskell, Jr., and I am a member of the board of trustees of the National Recreation and Parks Association, and with me is Barry Tindall, who is head of public affairs for the same organization, and I am a former Congressman and mayor and was on the Intergovernmental Relations Advisory Commission.

I am here to place before you our National Recreation and Parks testimony which I would like to ask be submitted for the record.

Senator METZENBAUM. The entire statement including the attachments will be included in the record.

Where were you a Congressman from?

Mr. HASKELL. From Delaware. You know the fine line between urban and nonurban areas has become fainter over a period of time, but almost all of our people live in about a 2 percent area of the country. As a member of the Advisory Commission on Intergovernmental Relations I am aware of the balance between the State government, city government, Federal Government. We have listed here some of those imbalances which we know exist. It is our considered opinion the quality of life in the urban areas is closely related to the availability of a comprehensive system of leisure services. Socially and environmentally sound park and recreation systems are, we believe, indicators of urban stability. The National Recreation and Park Association has been and continues to be an advocate for park and recreation opportunities for all people, regardless of place of residence or station in life. It will continue to maintain this holistic perspective. We especially want to commend Meg Maguire, deputy director for planning of the Heritage Conservation and Recreation Service for her untiring personal leadership of this effort.

Following the release of the report's executive summary in February, NRPA convened three regional workshops to review the report, and to develop basic positions on the major policy, financial, land, and program options. We got together about 80 percent of the lay and professional leaders and these 45 position comments are listed in our attachment.

The lack of a comprehensive national recreation policy and related executive structure, as a result of this our national policy for parks and recreation has been extremely fragmented and in many respects is nonexistent. In fact, the authorization of each new unit of, say, the national park system, contains a statement of national policy. "Recreation" policy is frequently expressed as an element of transportation, community development, air, water, education, arts and humanities legislation, among many subject areas. It is administratively, organizationally, and politically impossible to neatly put the "recreation" aspects of all policies and programs in a single package. Instead, we recommend that the committee consider legislation which establishes an "overview" national policy for recreation (not a national urban recreation policy) which would guide not only this committee but all congressional committees, and the executive branch, the States and others, in those actions which potentially influence recreation opportunities. A central element of such legislation would be to require that the recreation benefits of, say, housing legislation, be fully analyzed and incorporated, consistent with the primary objectives of the program. "Recreation" amendments were included, for instance, in the 1977 "Clean Water Act." This concept, generally referred to as "leveraging," allows a variety of public benefits to be derived from "single purpose" legislation. Similar results could potentially be achieved through executive order.

Organizationally, we believe the reestablishment of the Federal Recreation Advisory Council, under the permanent chairmanship of the Vice President, would be a desirable and timely action. The original Council played a significant interagency policy and program coordinating function prior to its unfortunate abolishment in 1969.

Effective national recreation policy also requires public understanding of the issues and objectives of such policy. Within the Federal establishment, the Advisory Council as earlier mentioned could play a significant information role. But other actions would be significant, too. For instance, a White House Conference on Recreation and Leisure could, we believe, bring together representatives of all sectors of society to critically examine man's increasing use of discretionary time—and its full socioeconomic and environmental implications. Far too often recreation and leisure are perceived as "frills" with little or no significance to the individual or to society. Nothing could be further from the truth. Also, it has been 20 years since the bipartisan Outdoor Recreation Resources Review Commission was created to examine our national estate for outdoor recreation and to make necessary recommendations. We believe it is time to seriously consider creation of a similar commission to comprehensively examine our recreation needs as a people, urban or rural, rich or poor. This effort, perhaps of a 2- to 3-year duration, could either precede or culminate in the White House Conference mentioned earlier.

The lack of a sufficiently focused Federal recreation research effort may be one reason that national recreation policy has been so fragmented and Federal recreation resource management decisions so frequently at cross purposes. In the absence of a range of appropriate research activities the Federal Government and indeed the Congress lacks information necessary to national policy and program development (and termination) and resource use decisions.

Both the National Urban Recreation Study and nationwide outdoor recreation planning efforts have dramatically demonstrated the need for a continuing research effort, rather than sporadic "crash" efforts. Accordingly, we strongly recommend that this subcommittee consider legislation authorizing specific annual amounts for recreation research. Such legislation should also authorize the development of "centers of excellence" within our universities; a grants program, and establishment of processes to receive and disseminate research results, both domestically and internationally. More detailed recommendations, based on a recent workshop on recreation research policy and organizational needs, has been made available to the subcommittee.

At one point the National Urban Recreation Study Executive Report states:

If Federal assistance is to more adequately respond to urban recreation, restructuring (of selected programs) will be necessary to direct more resources where they are needed the most. Federal efforts should strengthen, rather than preempt, the roles of states and localities in responding to such needs * * *

This section of the study continued by stating that "the greatest deficiencies" are still in "large, older, hard-pressed cities and suburbs", but that "growing cities also" have pressing recreation needs.

We concur with these observations, and these views will be reflected in our recommendations. Our comments will also be based on the following assumptions, developed and documented by the Advisory Commission on Intergovernmental Relations in 1976.

We have listed in our attachment human resources. On-going maintenance should be used only sparingly, if at all. It is our view—I run a company, for instance, on a 4-day workweek. As mayor of a city rated in the top 10 in riots in the sixties, I know of nothing that means as much to the crime rate and the survival of the cities as getting the kids out where they can physically expend energy and have an opportunity to gain some form of recreation. It is really very fundamental. Unfortunately, a lot of our people have forgotten this basic factor. When you are dealing with recreation and leisure time, you are really dealing with the heart of the problem in our opinion of the urban problem and really the most basic difficult problem in America.

[The prepared statements of Mr. Haskell and Mr. Tindall follow:]

STATEMENT OF
NATIONAL RECREATION AND PARK ASSOCIATION
BEFORE THE
SUBCOMMITTEE ON PARKS AND RECREATION
COMMITTEE ON ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE
ON
URBAN RECREATION ISSUES
JUNE 26, 1978

Mr. Chairman, Members of the Subcommittee:

We appreciate the opportunity to appear before you today.

I am Harry G. Haskell, a member of the Board of Trustees of the National Recreation and Park Association. I am presently a corporate executive in Wilmington, Delaware. It has been my privilege to serve as a Member of Congress and as the Mayor of Wilmington. I am accompanied today by Barry Tindall, director of Public Affairs for NRPA.

The National Recreation and Park Association is a national public interest, education and research organization representing citizen and professional leadership in the recreation and park movement. Our membership of some 18,500 includes professionals working in public park and recreation agencies, members of policy making board and commissions, educators, leaders in the private recreation and leisure industry, and concerned lay citizens. We are dedicated to improving and expanding opportunities for personal development and fulfillment through parks, recreation and leisure activities.

This hearing provides an excellent opportunity to share with you some of our general perspectives on recreation in America and to suggest other specific policy and legislative strategies which this Committee may pursue.

Our focus today will be on recreation for urban populations. This focus is most appropriate. But we should not forget for one moment the equally important recreation needs of non-urban populations. As the Advisory Commission on Intergovernmental Relations reminds us in a recent analysis of urban issues: "The distinction, indeed, between urban and rural problems seems steadily to grow fainter." Similarly, we should not overlook the fact that millions of urban residents effectively seek or desire recreation experiences in places well beyond the central city.

Nonetheless, today some 75 percent of all Americans live on two percent of the American land area, and a majority--about 70 percent of them--are crowded into over 275 areas defined as "metropolitan" by the Federal government. Between 1960 and 1970 most of the U. S. population growth went to the Nation's SMSA's--some 20 million to metropolitan areas--and less than 4 million in the remainder of the country. Since 1974 there has been some evidence, however, that the growth rate of large metropolitan areas (those exceeding 2 million people) is tapering off.

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"Urban America," including both central cities and metropolitan regions, is beset with a myriad of continuing problems:

- increasing fiscal and political fragmentation resulting in a mismatch of needs and resources;
- increasingly doubtful viability of many local units of government;
- an imbalance among Federal, state, and local revenue sources;
- the presence of disorderly, uneconomic, and frequently anti-social patterns of development and land use;
- failure of most state governments to provide remedies within their own boundaries and of the Federal government to coordinate its impact on areawide metropolitan development; and
- citizen alienation or apathy in the face of seemingly ineffective or impossible governmental actions, among others.

Public park and recreation resources and programs, one element of complex urban delivery systems, are impacted heavily by these conditions. In some cases recreation resources can mitigate some of these problems. In other instances, they, like other public services are negatively impacted.

It is our considered opinion that the quality of life in urban places, in both a social and physical sense, is closely related to the availability of a comprehensive system of leisure services and functional park and recreation resources. Socially and environmentally sound park and recreation systems are, we believe, indicators of urban stability.

The National Recreation and Park Association has been and continues to be an advocate for park and recreation opportunities for all people, regardless of place of residence or station in life. It will continue to maintain this holistic perspective.

Yet the conditions cited above, and recently more specifically documented in the National Urban Recreation Study, strongly suggest that the Congress should express a special concern and more sharply focus its attention on park and recreation opportunities in and near America's urban places.

NRPA supported the Land and Water Conservation Fund Act amendment in the 94th Congress directing the U. S. Department of the Interior to undertake a study of urban-oriented recreation issues. The Department, especially the Heritage Conservation and Recreation Service and National Park Service have, we believe, provided significant amounts of information upon which to base national policy and program initiatives.

We especially commend Meg Maguire, deputy director for Planning of the Heritage Conservation and Recreation Service for her untiring personal leadership of this effort.

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Following release of the report's Executive Summary in February, NRPA convened three regional workshops to review the report, and to develop basic positions on the major policy, financial, land, and program options. About 80 lay and professional leaders participated in these sessions, held in San Francisco, Kansas City, Missouri and at our national headquarters in Arlington, Virginia. Our preliminary position on some 45 of these options is attached to this statement. These will be officially adopted by the Board of Trustees next month.

In the interest of time, I would like to briefly touch on what we believe to be some of the more important issues and options addressed in the report, and some not mentioned.

The Lack of a Comprehensive National Recreation Policy and Related Executive Structure.

National policy for parks and recreation has been extremely fragmented, and in many respects is nonexistent. In fact, the authorization of each new unit of, say, the National Park System, contains a statement of national policy. "Recreation" policy is frequently expressed as an element of transportation, community development, air, water, education, arts and humanities legislation, among many subject areas.

It is administratively, organizationally and politically impossible to neatly put the "recreation" aspects of all policies and programs in a single package. Instead, we recommend that the Committee consider legislation which establishes an "overview" national policy for recreation (not a national urban recreation policy) which would guide not only this Committee but all Congressional committees, and the Executive branch, the states and others, in those actions which potentially influence recreation opportunities. A central element of such legislation would be to require that the recreation benefits of, say, housing legislation, be fully analyzed and incorporated, consistent with the primary objectives of the program. "Recreation" amendments were included, for instance, in the 1977 "Clean Water Act." This concept, generally referred to as "leveraging," allows a variety of public benefits to be derived from "single purpose" legislation. Similar results could potentially be achieved through executive order.

Organizationally, we believe the reestablishment of the Federal Recreation Advisory Council, under the permanent chairmanship of the Vice President, would be a desirable and timely action. The original Council played a significant interagency policy and program coordinating function prior to its unfortunate abolishment in 1969.

Effective national recreation policy also requires public understanding of the issues and objectives of such policy. Within the federal establishment, the Advisory Council as earlier mentioned could play a significant information role. But other actions would be significant, too. For instance, a White House Conference on Recreation and Leisure could, we believe, bring together representatives of all sectors of society to critically examine man's increasing use of discretionary time--and its full socioeconomic and environmental implications. Far too often recreation and leisure are perceived as "frills"

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with little or no significance to the individual or to society. Nothing could be further from the truth.

Also, it has been 20 years since the bipartisan Outdoor Recreation Resources Review Commission was created to examine our national estate for outdoor recreation and to make necessary recommendations. We believe it is time to seriously consider creation of a similar Commission to comprehensively examine our recreation needs as a people, urban or rural, rich or poor. This effort, perhaps of a two- to three-year duration, could either precede or culminate in the White House Conference mentioned earlier.

The lack of a sufficiently focused Federal recreation research effort may be one reason that national recreation policy has been so fragmented and Federal recreation resource management decisions so frequently at cross-purposes. In the absence of a range of appropriate research activities the Federal government, and indeed the Congress, lacks information necessary to national policy and program development (and termination!) and resource use decisions. Both the National Urban Recreation Study and nationwide outdoor recreation planning efforts have dramatically demonstrated the need for a continuing research effort, rather than sporadic "crash" efforts. Accordingly, we strongly recommend that this Subcommittee consider legislation authorizing specific annual amounts for recreation research. Such legislation should also authorize the development of "centers of excellence," within our universities; a grants program, and establishment of processes to receive and disseminate research results, both domestically and internationally. More detailed recommendations, based on a recent workshop on recreation research policy and organizational needs, has been made available to the Subcommittee.

Financial Issues

At one point the National Urban Recreation Study Executive Report states:

If Federal assistance is to more adequately respond to urban recreation, restructuring (of selected programs) will be necessary to direct more resources where they are needed the most. Federal efforts should strengthen, rather than pre-empt, the roles of States and localities in responding to such needs..."

This section of the study continued by stating that "the greatest deficiencies" are still in "large, older, hard pressed cities and suburbs," but that "growing cities also" (emphasis added) have pressing recreation needs.

We concur with these observations, and these views will be reflected in our recommendations. Our comments will also be based on the following assumptions, developed and documented by the Advisory Commission on Intergovernmental Relations in 1976.

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- The fiscal problem of urban American is not monolithic.
- Intergovernmental aid continues to have a greater impact in the suburbs than in the central cities.
- Intergovernmental financial help has yet to come in sufficient magnitude to "turn the tide" for the nation's most hard-pressed central cities.
- The most elastic and productive public revenues are those of the national government; most of the long-term solutions to urban problems must be paid for by state and local governments, with less responsive revenue systems.
- Generally, urban jurisdictions are left with the property tax and miscellaneous "nuisance" taxes as their chief sources of revenue. The property tax is perhaps the least satisfactory tax utilized by government, and certainly the least popular.

The appendix to this statement contains our position on many of the Report's finance options. However, at least one option, the provision of federal fiscal resources to rehabilitate existing urban park facilities in distressed cities, is the subject of S.3163. We strongly support the objectives of this legislation. Building on the concepts contained in this proposal, we believe, even more effective and comprehensive legislation can and should be developed. We recommend the following:

- Higher initial Federal share, perhaps to a basic 70/30 ratio;
- Secretarial discretion to provide additional Federal resources, say to 90 percent, should state/local fiscal conditions, specific projects (i.e., greater than local significance) or some of some other factor(s) warrant;
- Increased incentives for greater state contributions of both fiscal and other resources but with the realization that some, perhaps many, states will themselves be able to contribute little;
- A directive that fiscal resources being applied to urban park systems from allied Federal programs not be diminished as a result of this legislation, including the Land and Water Conservation Fund and the Community Development Block Grant program.
- Specific authority for additional Federal participation in recreation resource planning, acquisition and management on a metropolitan scale, and for appropriate technical assistance;
- Primary attention to the nation's most distressed urban places generally, but with discretion to make some resources available for projects in less distressed areas.

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- Authority for specific appropriations for recreation research.

Other witnesses will, I am sure, address additional aspects of the pending legislation.

Some may find it difficult to address one or more of the above items, say, metropolitan or regional park planning and land use controls, in the context of "rehabilitation" legislation. We believe that it is imperative that we gain and not lose sufficient momentum to consider a much more comprehensive package of legislative and executive actions addressing many of the excellent options in the report. Improved strategies for considering "national" park and recreation area proposals in urban regions was clearly of interest to the Congress in authorizing this study. It should be among the legislative priorities.

Human Resources

During the course of the study, there were several references to "operations and maintenance" needs. In the end, these are largely "people" issues--professionals, technicians, and laborers, among others.

How, or whether, federal resources are used to address the "people" issues is, we suggest, among the more difficult the Subcommittee will face. For instance:

- Manpower issues can and do have a temporal nature, that is, do we address "short run" or "long run" manpower needs?
- Congressional jurisdiction for manpower generally is largely beyond this Subcommittee;
- Do we develop programs to provide manpower primarily to "produce," or do we focus on training and subsequent private sector employment?
- Do Federal manpower programs (like CETA) influence the incentives for necessary long-term state and local staff commitments?
- What is the potential impact on the substantial existing park and recreation education and in-service training efforts?
- How does the program equitably distribute Federal resources among local agencies which are efficiently managed and those which are not?
- What Federal "paperwork" requirements would be attached to manpower programs?

Our general view is that Federal support for such activities as on-going maintenance should be used only sparingly, if at all. One possibility, discussed more fully in the attached materials, would be

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a strategy whereby Federal resources could be available on a decreasing basis over a reasonable time period. Even under these conditions manpower needs should be identified and included in the initial application. If public park and recreation resources are to be perceived as integral functions of local and state governments, and in most places they are, then these governments must weigh the net long-term costs and benefits, and make the necessary organizational and fiscal commitments.

Previous NRPA testimony on the Administration's welfare reform proposals and reports on our special analyses of park and recreation manpower have been made available to Subcommittee staff. We would be pleased to discuss these issues more fully.

Conclusion

As mentioned at the outset, materials supplementing this statement contain our views on numerous other aspects of the study. We hope the Subcommittee will examine these positions and related comments and consider them in the context of this testimony.

Thank you for the opportunity to appear before you. We would be pleased to respond to any questions the Subcommittee may have.



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PRELIMINARY POSITIONS
OF
NATIONAL RECREATION AND PARK ASSOCIATION
ON
SELECTED OPTIONS
OF THE
NATIONAL URBAN RECREATION STUDY
U. S. DEPARTMENT OF THE INTERIOR



June, 1978

THE CONGRESS FOR RECREATION AND PARKS • MIAMI BEACH • OCTOBER 14-18, 1978

STATEMENT OF POLICY (DRAFT)
PARKS AND RECREATION IN URBAN AMERICA

The quality of life in urban places, in both a social and physical sense, is closely related to the availability of a comprehensive system of leisure services and aesthetically pleasing park and recreation resources. Socially and environmentally sound park and recreation systems are indicators of urban stability.

But too many urban places have declined as a result of years of changing patterns: shifts in economic investments; central cities ringed by residential belts; and public investments in single mode transportation, among others.

The condition of the American city--as a place of work, commerce, education, and numerous other elements of contemporary life are documented in a continuing series of analyses. Urban recreation experiences, as a daily element of individual and community life, and the conditions and opportunities of and for restoring or expanding park resources is most recently documented in the National Urban Recreation Study (February 1978), an analysis by the U. S. Department of the Interior.

The National Recreation and Park Association has been and continues to be an advocate for park and recreation opportunities for all people, regardless of place of residence or station in life. It will continue to maintain this holistic perspective.

Yet the conditions cited above and recently more fully documented in the study strongly suggest that the Association should express a special concern and more sharply focus on park and recreation opportunities in and near America's urban places.

Accordingly, it is the policy of the National Recreation and Park Association and the intent of the Board of Trustees to:

- Examine the Association's existing capacity to effectively analyze and participate in the development of national policies and programs designed to meet specific urban needs.
- Develop a strategy and capacity to give special attention to the need for park and recreation opportunities in and near urban places.
- Support those national public policies and programs which will effectively resolve park and recreation deficiencies.

In partial fulfillment of this policy and objectives the Board of Trustees adopts the following positions on specific national policy and programmatic options contained in the National Urban Recreation Study.

POLICY OPTIONS

Objective: DEVELOP A NATIONAL RECREATION POLICY WHICH GIVES FULL RECOGNITION TO THE NEEDS, PROBLEMS, AND OPPORTUNITIES OF URBAN RECREATION AND WHICH PROVIDES A FRAMEWORK TO GUIDE FEDERAL PROGRAMS AFFECTING URBAN RECREATION.

Option: Stimulate discussion of urban recreation directed toward defining a national policy.

The Association firmly supports this option. Broadly-based discussions will increase public understanding of urban recreation needs and possible courses of action to meet these needs. Given broad understanding of the issues, there should be more support for the development and maintenance of an effective national urban recreation policy. The Heritage Conservation and Recreation Service has initiated some activities in the context of this option and is encouraged to pursue this course.

Option: Hold a White House Conference on Recreation.

NRPA strongly supports this option. There would be no better means of stimulating national interest in the subject. It would serve as a forum for expression of "grass roots" opinions and suggestions that would be useful to the Administration and the Congress. White House support would help dispell the feeling still held in many that recreation is a "frill" and not a social necessity in our society. The conference should be broadly representative of the American public and the various public and private entities involved in or imparted by parks, recreation and leisure.

We further recommend that a national Commission on Recreation and Leisure be established to systematically examine relevant issues and to provide technical and professional support for a White House Conference.

Option: Initiate a national information campaign on the significance of recreation.

Such a campaign could be useful and we support this option. It should emphasize the individual and social values of recreation, among other things. It should not be solely a Federal campaign; but should include non-Federal inputs. The Federal government should not only "initiate" it should also systematically continue this effort as well as encourage and assist other levels of government in such an effort.

Coordinate Federal programs affecting urban recreation.

Option: Establish a Federal recreation ombudsperson to help local governments deal with the State and Federal agencies.

We oppose this option. The net effect would be creation of an additional administrative "unit" with little additional value. We support, however, efforts to more effectively inform local governments of Federal programs and regulations.

The following four sub-options are closely related and are considered together:

1. Re-establish a Federal Recreation Advisory Council chaired by the Vice President...
2. Designate, by Executive Order, a Federal agency as the central coordinating agency for all Federal recreation programs and as a national clearinghouse for channeling Federal recreation program information to State and local governments.
3. Establish an inter-agency task force of all Federal land-managing agencies...
4. Establish a Federal inter-departmental task force to coordinate all manpower programs that affect recreation.

We support the re-establishment of a Federal Recreation Advisory Council under the chairmanship of the Vice President. The original Recreation Advisory Council was established by Executive Order in 1962 and included the Secretaries of Interior, Agriculture, Defense, Commerce, and Health, Education and Welfare, and the Administrator of the Housing and Home Finance Agency. In 1966 it was expanded and renamed the President's Council on Recreation and Natural Beauty. The Bureau of Outdoor Recreation served as staff to the Council. Until 1968 the chairmanship rotated each two years among the members. The group operated effectively under the chairmanship of the Secretaries of the Interior and Agriculture but lost momentum under the Secretary of Commerce, who had only the most peripheral interest in the subject. To overcome this problem, President Lyndon Johnson, by Executive Order, appointed the Vice-President as permanent chairman in 1968. The new arrangement was never implemented, however, because shortly after his assumption of the chairmanship, Vice-President Humphrey launched a Presidential campaign. The Council was abolished in 1969.

We believe that the earlier Council achieved significant results as a coordinating mechanism and that it would have become increasingly effective under the permanent chairmanship of the Vice-President, had that been possible. The HCRS, with assistance from other agencies with park/recreation expertise, should provide staff support for the Council.

We do not recommend the establishment of separate inter-agency task forces on the problems of land management and manpower related to recreation. These functions would be logical and appropriate subjects for consideration by the proposed new Council.

The inclusion of the second of the four sub-options, proposing a central Federal coordinating agency, is puzzling and somewhat disturbing. Its language describes quite precisely functions that HCRS (formerly BOR) is or should now be performing under the existing authority of P.L. 88-29, commonly referred to as the BOR Organic Act. We strongly recommend that the full range of authorities and directives contained in this Act be understood and pursued by the Administration.

Option: Implement the Federal Program Information Act (P.L. 95-220) to better inform local agencies of recreation-related programs.

We support this option. It is suggested, however, that "Utilize", in lieu of "Implement" as the first word would more accurately reflect its intent.

Option: Establish regional Federal recreation boards to coordinate Federal actions and provide grant application assistance at the local level.

We strongly disagree with this option. Such boards would be an additional, unneeded layer of bureaucracy. The functions of the proposed regional boards appear to duplicate regional HCRS office functions and those of State Outdoor Recreation Liaison Officers.

Option: Revise the Office of Management and Budget's Circular A-95 to strengthen requirements for metropolitan coordination and to help insure that all Federal projects, including those which significantly affect urban recreation and open space, are compatible with each other and with regional plans and goals.

We support OMB Circular A-95 in its present form with respect to Federally-assisted State and local projects. Federal projects should also be subject to full review relative to impact on metropolitan or areawide park/recreation systems.

FINANCE OPTIONSOverview:

We concur with the National Urban Recreation Study conclusions:

"If Federal assistance is to more adequately respond to urban recreation needs, restructuring (of selected programs) will be necessary to direct more resources where they are needed the most. Federal efforts should strengthen, rather than preempt, the roles of States and localities in responding to such needs."

The analysis also concludes that: "The greatest urban deficiencies for lands, facilities, and services are still in the Nation's large, older, hard-pressed cities and suburbs." The study also indicates that growing cities also have pressing recreation needs. It is important that the full range and diversity of urban recreation needs not be overlooked in the formulation of policy and programs.

Objective 1: CHANGE THE LAND AND WATER CONSERVATION FUND (P.L. 88-578) TO ADDRESS HIGH PRIORITY URBAN RECREATION NEEDS MORE EFFECTIVELY.

Amend the Land and Water Conservation Fund to:

Option 1: Provide direct Federal assistance to local jurisdictions without going through the States.

The Association opposes this strategy. Almost without exception, state and local park and recreation officials at NRPA workshops favored continuing the present procedure whereby LWCF grants are made to local governments through the States. Reasons for this position include:

- Many local governments could not compete successfully on a nationwide basis.
- Bypassing the State could mean bypassing the Statewide Comprehensive Outdoor Recreation Plan process.
- State review of local projects helps provide regional coordination and lessens unnecessary duplication of facilities.

This option could also have the effect of relieving the States of responsibility for helping local governments. We believe the States should be assuming a greater responsibility. It is unlikely that Federal authorities could deal effectively with thousands of local grant applications.

While the performance of some States in distributing LWCF resources leaves much to be desired, we feel that the proper strategy is to correct these weaknesses rather than to eliminate the States from the process.

Option: Increase the States' share of the Fund allocation from a maximum of 60% to 75%.

We recommend amending the Land and Water Conservation Fund Act to guarantee that the State/local share of the Fund be not less than a fixed percentage. A range of 60% to 75% of the present funding level appears to be necessary to reasonably address State/local needs.

Option: Make LWCF resources available for the development of Federal park/recreation resources in urban areas having the potential to meet identified recreation needs.

The development of Federal areas is now supported through appropriations from the general treasury of the United States. To shift the funding source (in whole or part) to LWCF would in all likelihood result in a net reduction of Federal fiscal resources for parks and recreation. At the same time it would increase Federal-State competition for LWCF resources. Accordingly, we oppose this option.

In terms of Federal development (or maintenance) priorities, we believe areas and facilities potentially most responsive to public recreation needs should receive first consideration.

Option: Allow the funding of indoor recreation facilities.

The relative priority of public recreation space and facility requirements should be determined in the context of local and statewide needs assessments and in planning processes. The LWCF Act should allow discretionary use for identified priority needs, including indoor facilities. (The impact of this option would be limited to the policies and practices of each individual state and each state plan.) Needs assessments should include a full analysis of the potential use of existing community facilities, including multiple use of schools, prior to utilization of LWCF for indoor facilities. The Association strongly recommends that utilization of LWCF resources for facility development be consistent with the best available technology for energy conservation.

Option: Increase the Federal matching share to 75% of the total share in core-city areas of identified high need.

We support the concept of increased assistance necessary to aid distressed areas or meet high priority needs. We recommend, however, that this strategy not be limited to core-city areas, since there are other areas of high need where additional Federal support could be justified. Further, we urge State governments to subsidize local matching requirements where a high need is demonstrated.

Option: Make operation and maintenance allowable as a part of the total project cost for selected jurisdictions not to exceed 25% of the project and for no longer than 3 years.

We oppose the utilization of the Land and Water Conservation Fund for long-term operation and/or maintenance functions.

However, limited, short-term operational costs may be justified if identified and included as an integral part of the initial application.

The unknown present or future magnitude of such costs, coupled with wide variations and expectations in program and maintenance "standards", manpower costs and productivity, among other issues, raise serious questions about the long-range utility and equity of this option. Workshop attendees agreed that implementation of this option would inevitably lead to excessive "paperwork" requirements and lessen state and local support for park and recreation functions as a legitimate public need and responsibility. Other federal programs, including the State and Local Fiscal Assistance Act (General Revenue Sharing) and the Comprehensive Manpower and Employment Act (CETA), among others, are available for these purposes.

Adopt selected administrative changes in the LWCF program.

Option: Give priority to a substantial portion of the Secretary's Contingency Fund for meeting identified neighborhood recreation needs or for urban projects developed jointly by local jurisdictions and States.

We support this proposal. This would be a highly appropriate use of the Secretary's Contingency Fund.

Option: Provide the means for advance approval of grant proposals for large areas which involve multi-jurisdictional, multi-agency or public-private cooperation.

We strongly support the concept of encouraging multi-jurisdictional and public-private cooperation in the provision of recreation opportunities.

Option: Require States to establish an Urban Contingency Fund to include a percentage of their annual allocation (10% perhaps); this Fund could be available on short notice for use in urban projects where timing is critical.

We oppose this option. A variety of policies, strategies and techniques can and should be developed by the States to effectively respond to urban needs.

Option: Allocate funds to States on the basis of other need indicators (e.g., using such criteria as income, age of housing, etc.), in addition to population.

We question the feasibility of injecting such additional criteria into the allocation formula. We recommend, however, that the portion of the Fund divided among all States equally be reduced substantially below the present 40% level. This would have the effect of more equitably allocating resources on the basis of population.

Options (3): Utilize recently mandated annual evaluations of each State's LWCF program to encourage better statewide distribution of allocations on a per capita basis.

Require States to make full assessments of the recreation delivery systems in large urban areas as part of Statewide Comprehensive Outdoor Recreation Plans.

Require States to remove administrative constraints to funding of urban projects.

We support these three related options and believe they should be carried out as parts of the SCORP process. They reflect our basic belief that the SCORP, if creatively and effectively developed and administered, can significantly contribute to the improvement of urban recreation opportunities and at the same time be responsive to state-wide concerns. We urge Federal authorities to place increased emphasis on enforcement of the SCORP requirements in the LWCF Act, as amended.

In the third of these three sub-options, we recommend that "legal" as well as "administrative" constraints be removed. At present, a majority of the States reserve 50% of its apportionment for state-level projects, including parks, forests and fish and wildlife projects. The net effect of this practice is to reduce the number of projects which could be funded in urban areas.

Option: Provide increased State technical assistance to local governments.

The States should provide appropriate and necessary technical assistance to local governments. However, we do not favor special grants from the LWCF for this purpose.

The language under this option suggests that "States might be required, in order to receive LWCF funds for technical assistance to develop a priority analysis of local government needs in the parks, recreation, and conservations fields..."

We believe that this could and should be carried out as part of the SCORP process or through other State programs. We believe technical aid to local governments is a legitimate part of a State's responsibility in the preparation and maintenance of an adequate plan. The SCORP can be funded in part by planning grants to the State.

OBJECTIVE: MODIFY THE COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM (P.L. 93-383, AS AMENDED, TO IMPROVE ITS USE FOR PARK AND RECREATION PURPOSES.

We support amendments to the Community Development Act and related regulations which provide appropriate focus on park and recreation systems. These changes should require, among other things, that communities which receive CDBG funds for any purpose have an up-to-date comprehensive park/recreation plan. Application of CDBG funds for, say, housing, should require provision of a recreation component.

We further recommend that special park and recreation districts be directly eligible for Community Development Block Grants. Since such districts can and do provide comprehensive urban recreation opportunities in many metropolitan areas, it is shortsighted to deny residents of these districts those benefits which can accrue from use of CDBG funds.

Option: Improve existing uses of CDBG for parks and recreation by improving coordination and technical assistance and by providing funds for developing implementation strategies.

Require inter-agency review of CDBG projects at the local level with participation of park and recreation representatives to encourage and facilitate integration of park and recreation into all community development projects.

We believe this option has substantial merit. Participation by park and recreation officials in such a review could help recreation receive a higher priority in the allocation of CDBG funds by local governments.

Option: Remove constraints on the use of CDBG for operation and maintenance.

We disagree with this option. The CDBG funds should continue to be used primarily for capital improvements, including major rehabilitation of degraded public park/recreation facilities.

Objective: ADMINISTER THE GENERAL REVENUE SHARING PROGRAM (P.L. 92-512) AMENDED BY P.L. 94-488) TO ENCOURAGE EFFECTIVE COORDINATION OF RECREATION WITH OTHER MUNICIPAL SERVICES IN LOCAL ALLOCATION OF FUNDS.

As with the CDBG program, we recommend that special park districts be made directly eligible to receive funds under the State and Local Fiscal Assistance Act.

Objective: UNDERTAKE MAJOR NEW FEDERAL FUNDING INITIATIVES TO BRING LOCAL PARK AND RECREATION SYSTEMS UP TO AN ACCEPTABLE STANDARD.

Option: Create new direct assistance programs.

Option: (Provide) facility rehabilitation grants.

See comments under Land Objective 4.

Option: Establish a new categorical grant program for recreation programs and services only.

We support this option with the proviso that grants must be oriented to meet special conditions and be on a decreasing scale over a specific period of time. The program should not cover routine operation and maintenance or be used to merely supplement regular staff.

Options(4): Expand development and use of recreation facilities through tax incentives to the private sector.

Amend the Internal Revenue Code to allow commercial recreation enterprises which provide their services at no cost through public agencies to claim, as a charitable deduction, the full face value of services provided.

Increase tax incentives for private development of employee recreation facilities in industrial, commercial, and office buildings.

Provide tax incentives to industries which open their recreation facilities to the public.

It is probable that certain public recreation opportunities could be provided or enhanced through rational changes in the Internal Revenue Code.

We strongly support a more comprehensive investigation which would more specifically assess the benefits of tax code changes.

FEDERAL OPEN SPACE AND RECREATION LAND OPTIONS

Objective: DEVELOP A RANGE OF NEW TOOLS AND APPROACHES AT THE FEDERAL LEVEL FOR DEALING WITH COMPLEX LAND USE ISSUES AND FOR INSURING PRESERVATION OF NUMEROUS IMPORTANT LANDSCAPES THROUGHOUT THE COUNTRY.

The following four options are listed under this objective:

1. Establish additional urban National Recreation Areas.
2. Utilize the "national heritage" program to protect cultural and natural resources.
3. Give special assistance to local governments (in urban areas) in acquiring necessary open space and recreation land.
4. Create a comprehensive national reserve program based on a partnership between local, State, and Federal governments.

Option 1: The creation of numerous urban national recreation areas is neither feasible nor necessary as a means of meeting the extensive recreation deficiencies identified in the study. Federal budget constraints would seem to preclude (1) the massive funds that would be needed for predominantly fee acquisition of many large areas of land; and (2) the continuing commitment of substantial Federal funds for operation and maintenance of these areas. A limited number of additional urban NRA's may be justified, however, these should be established sparingly and only if an area is of truly national significance.

Option 2: Utilization of the proposed "national heritage" program does not appear to be a significant or feasible strategy for meeting urban recreation needs.

Options 3 and 4: Both of these options have substantial merit and we support Executive and Legislative initiatives to achieve these objectives. Legislative initiatives include S.2306, authorizing a System of National Reserves. These options are not mutually exclusive, since special Federal assistance to acquire certain recreation land for subsequent transfer to a State or local government (Option 3) could be a component of a national reserve or "greenline park" strategy.

The most logical approach to the possible use of Federal funds in assuring the protection of an area deemed desirable for urban recreation would be to evaluate it first in terms of the national reserve program (Option 4). The results of such an evaluation should indicate the need, if any, for special Federal assistance as proposed in Option 3.

Objective: BETTER UTILIZE EXISTING LAND AND WATER RESOURCES FOR RECREATION.

This is obviously a desirable course of action that should be vigorously pursued.

Make better use of existing Federal land for recreation.

Comments and suggestions on certain specific items under this option are as follows:

National Park System urban areas.

We take exception to the following statement on page 153: "Existing NPS sites in and near cities offer the best opportunity to meet recreation needs and demonstrate new programs which may be of interest to other park providers." There is no evidence that the best opportunities to meet recreation needs are found on existing National Park System sites. Demonstration activities should utilize the best examples--Federal, State, regional or local--to serve a specific objective. Regional and local facilities will offer some opportunities and experiences not generally available in Federal areas.

Bureau of Land Management/Federal Public Domain

The first priority in the transfer and use of Public Domain lands should go to nearby communities that need them. This strategy should take precedence over land transfers to provide recreation land in another State or region, such as the transfer of BLM lands in Nevada for land in the Point Reyes National Seashore, California. While it was important to acquire the land at Point Reyes, it need not have been at the expense of Nevada's recreation needs.

"Land banking" by a community needing BLM or other Federal land for future recreation use should be permitted to retain undeveloped lands substantially beyond the 5-year period presently allowed.

Corps of Engineers/Federal Water Projects

We strongly support Corps of Engineers' initiatives to implement the "non-structural" program of flood protection. This strategy could provide important recreation benefits in addition to flood protection.

Maximize protection of flood plain open space.

We strongly support this option. Flood plains are suitable for many types of recreation and generally unsuitable for commercial and residential development. HCRS should be included among agencies mentioned in connection with the development of a coordinated flood plain management technical assistance program. HCRS could and should help communities plan for appropriate recreation use of flood plains.

Maximize recreation on watershed lands

Recreation should have a high priority in the use of watershed lands. Such lands should be purchased in fee or less than fee as necessary to insure their availability and use for recreation.

Protect existing parks from Federally-assisted encroachments by increasing advanced monitoring and coordination under Section 4(f) of the Department of Transportation Act.

Strong enforcement of Section 4(f) is extremely important and should be given high priority in the assignment of staff. Current efforts to weaken Section 4(f) should be vigorously resisted. If any changes in the law are made, these should strengthen and require replacement and appropriate mitigation of recreation resources lost to, or damaged by, transportation projects.

Objective: USE SELECTED NATIONAL RECREATION AREAS AS NATIONAL DEMONSTRATION AND TRAINING CENTERS TO ASSIST LOCAL GOVERNMENTS IN IMPROVING THEIR PARK SYSTEMS AND PROGRAMS.

Appropriate training of park and recreation personnel is clearly a worthwhile objective and has been an important aspect of NRPA's overall effort! This option may have some limited value. Demonstration and training activities should not be limited to the National Park Service or to the urban National Recreation Areas administered by NPS. We suggest that it embrace many other types of areas, including State and local parks, and that the instructors should be drawn from all levels of government and private organizations.

Objective: MAKE OPEN SPACE RECLAMATION AND REHABILITATION AN INTEGRAL ELEMENT OF THE TOTAL REDEVELOPMENT OF DECAYED URBAN AREAS.

We strongly support this objective. The reclamation and rehabilitation of existing and potential recreation lands and facilities should be an integral part of overall efforts to restore decayed urban areas. We support this aspect of the Administration's proposed comprehensive urban strategy announced March 27.

Undertake a new Federal assistance program for rehabilitation of large urban parks with regional or national significance.

We strongly support such a rehabilitation program and urge that the specifics of the program be carefully tailored to meet only the most pressing identified urban recreation needs. The new program should be carefully coordinated with the Land and Water Conservation Fund and other Federal programs to insure that new funds are not merely substituted for expenditures that could or should appropriately be made from the Land and Water Conservation Fund or other programs, including the Community Development Block Grant Program.

Utilize existing and abandoned utility and circulation corridors for recreation.

We consider this option extremely important and believe that efforts of this nature deserve much greater attention than they have received in the past.

Conversion of abandoned railroad rights-of-way, for instance, is a never-to-be-repeated opportunity to provide important and highly cost-efficient recreation benefits in many urban areas.

There is also great potential benefit in the joint use for recreation of water pollution control facilities, particularly the placement of urban trails on interceptor-sewer rights-of-way. Such joint use is authorized and encouraged by the Federal Water Pollution Control Act of 1972, as amended.

PROGRAM OPTION

Objective: ENCOURAGE AND SUPPORT MORE EFFECTIVE USE OF PHYSICAL
COMMUNITY RESOURCES THROUGH JOINT USE OF SCHOOLS,
COMMUNITY CENTERS, AND PRIVATE FACILITIES.

Option: Encourage local governments to make better use of school
facilities for public recreation.

The Association strongly supports the thrust of this objective. We have long believed that the non-availability of many public school facilities for public recreation during non-school hours is a disgrace. Every possible action should be taken to correct this situation through cooperative planning, financing and programming of educational facilities. Minor amendments in Federal aid to education laws could increase enormously both indoor and outdoor urban recreation opportunities.

The Community Schools Act of 1974 is not effective in terms of encouraging or providing comprehensive public recreation opportunities.

STATEMENT OF
NATIONAL RECREATION AND PARK ASSOCIATION
ON H.R. 9030
BEFORE THE
WELFARE REFORM COMMITTEE
OF THE
COMMITTEE ON AGRICULTURE
COMMITTEE ON EDUCATION AND LABOR
COMMITTEE ON WAYS AND MEANS

U.S. HOUSE OF REPRESENTATIVES

NOVEMBER 4, 1977

Mr. Chairman and Members of the Committee:

I am Barry S. Tindall, director of Public Affairs for the National Recreation and Park Association. I am accompanied by Dr. Donald Henkel, director of Professional Services, NRPA. We are pleased to comment on the Administration's proposed "Program for Better Jobs and Income" which would be authorized by H.R. 9030. Our comments are directed specifically and exclusively to Title II of the bill as that title would create a new Title IX, "Employment Opportunities Program," under the Comprehensive Employment and Training Act of 1973.

The National Recreation and Park Association is a national private, nonprofit organization devoted to the improvement and expansion of park, recreation and leisure systems and services for all people. Policy is determined by a Board of Trustees representing lay persons responsible for public policy for parks, recreation and leisure, and professional and technical staff who directly plan and manage a diverse range of park and recreation facilities and services. Our membership exceeds 17,500 individuals, agencies and organizations. Those Association members professionally employed in this field are primarily from the public

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sector, particularly state and local governments. NRPA's historical roots go back to the late 1800's and early 1900's when an emerging interest in the preservation of open space and provision of recreation programs for urban and central city youth began as divergent thrusts, later to become merged and significantly expanded in scope.

Over the past 50 years, NRPA has provided professional and technical assistance to a broad variety of park/recreation jurisdictions; developed education and training programs; set standards in accreditation of park/recreation curricula in higher education; established voluntary registration and/or certification for practitioners; and provided employment assistance for both employers and those seeking employment in our field.

The interest of the National Recreation and Park Association in the Title II of H.R. 9030 and other parts of CETA has a direct relationship to our organization's historical role, and the growth of parks and recreation as a public service. This growth was nurtured in such depression-era programs as the Civilian Conservation Corps and Works Progress Administration. Out of these programs grew a larger interest in, and clearly identified need for, trained park and recreation personnel to serve public, quasi-public, and private leisure agencies.

The Administration's proposed "Program for Better Jobs and Income" recognizes the important role that park and recreation agencies have traditionally played in providing meaningful temporary employment for a large number of individuals. Of the 1,400,000 proposed jobs an estimated 400,000, or 29%, relate directly or indirectly to parks, recreation or leisure services. Other sec-

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tions of the Comprehensive Employment and Training Act already support considerable employment and training opportunities in parks and recreation, although the precise level of involvement is unknown.

Despite both historical and present contributions to national employment efforts, certain "overview" conditions should be stated at the outset. These are:

Public park and recreation systems should not be perceived as an area where virtually any unemployed person can contribute to the mission of that agency or receive training and experience appropriate for private sector employment. In most instances there are specific numbers of people and educational and/or training requirements which should condition recruitment and placement efforts.

The net effect of existing CETA programs and the present proposal on the long range ability of public park and recreation systems to provide quality facilities and recreation and leisure experiences is unknown. Systematic efforts to determine this impact should be undertaken immediately.

It is important, we believe, that the Committee be fully aware of existing issues as federal support for jobs has, and is, impacting public park and recreation systems. These observations should be helpful as the Committee considers the probable effect of H.R. 9030. These perceptions are based on information gathered by NRPA at three regional "listening sessions" early this year and the findings of a recent short-term study of selected

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aspects of CETA, sponsored by the Department of the Interior. The observations follow:

- The uncertainty of the level and duration of CETA support makes both short and long-range manpower planning difficult.
- The \$10,000 federally-supported salary limit for certain titles restricts, or makes difficult, the hiring of individuals at a supervisory or professional level.
- There are perceived inequities in hiring practices between CETA and non-CETA applicants when permanent positions become available.
- Confrontations between unionized labor forces and CETA employees exist.
- CETA creates a negative impact on obtaining firm local support for public park/recreation systems, including delay of approval or funding for permanent positions.
- There are excessively high agency planning, administrative and logistical costs associated with CETA programs and participants.
- Increasingly agency and/or community reliance on CETA support and manpower substitutes for qualified permanent staff.
- There is an incongruence in continued pressure to "operate efficiently" on one hand and create labor-intensive projects on the other.
- There is an incongruence in perceived park/recreation agency manpower needs and qualifications of CETA applicants.
- There is a lack of full knowledge of CETA authorities and subsequent "gaps" in park/recreation agency manpower planning and

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requests to prime sponsors.

- There are limited communications between prime sponsors and park/recreation agency.

Some of these conditions and negative aspects of other CETA titles and regulations can and should be remedied through amendments to other titles.

As we stated at the outset, the public park and recreation movement has been perceived as a logical and appropriate participant in federal jobs programs. Given the above observations about other CETA titles, however, we believe it is extremely important to focus on some of the assumptions and conditions related to H.R. 9030. We offer the following observations:

- The reliability of some important data is in question.
- The proposal appears to substantially overstate the number and type of jobs potentially usable by public park/recreation systems and the probability of future employment in the private sector.

Of the estimated 1.4 million full-time jobs and training positions to be created through enactment of this bill, 400,000 are potentially targeted for recreation-related functions.

Several other job categories could relate to parks and recreation. For example, many recreationists and therapeutic recreationists aid the elderly and sick. Clearer definitions of these job categories are needed both by employing agencies as well as job applicants.

The Administration's estimates should be put in perspective and supporting rationale examined. For instance, the Department of Labor estimates that 200,000 jobs "building and repairing recreation facilities" will be available. Jobs would include work in national parks and national forests as well as state and local

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park/recreation systems. At the state and local level, the Department of Labor estimates 104,000 positions (over half of the total in this category) would be utilized for recreation facility maintenance and improvement projects. The number of facilities identified by the Department of Labor substantially exceeds recent NRPA estimates for the same type facility. For instance, the Department of Labor estimates 14,237 indoor recreation centers. Our data indicates existence of 7,500 recreation centers.* Building new state, municipal and county parks would create an additional 34,000 jobs the Department of Labor estimates. This estimate largely ignores the extremely tight budget conditions of many, if not most, public park/recreation agencies and the non-manpower costs associated with park system expansion. These costs, including site acquisition, planning and design, and materials will restrict or limit employment opportunities.

Conversion of abandoned railroad rights-of-way for recreation (and transportation) purposes and other "bikeway projects" is another type of project described by the Department of Labor. These potential projects, while laudable, are negatively impacted by other Administration actions. For instance, the Department of Transportation recently recommended against enactment of a section of S.1793 now pending before the Senate Committee on Commerce, Science and Transportation. That section would author-

* See Parks and Recreation, Vol. II, No. 7, July 1976, p.26 and Recreation and Park Yearbook, 1976-77, NRPA, (In process).

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ize \$75 million in FY 79 to convert abandoned rights-of-way for recreation and conservation purposes.

Given the reliability of present data and limiting conditions it is reasonable to assume that the estimated jobs may be less than one-half that estimated by the Department.

It is important to remember also that the public park and recreation systems identified as probable employers of Title IX participants are largely the same agencies already eligible for and utilizing employees under other CETA titles, including Titles II, III, VI and VIII. The cumulative impact of these authorities is largely unknown. The Department of Labor should, in our opinion, immediately examine these conditions.

- Title II (of H.R.9030) and other CETA programs should provide adequate authority for comprehensive manpower planning and utilization, rather than focus narrowly on certain "classes" of unemployed persons.

Public park and recreation systems, especially in urban settings, require a diverse mix of professional, technical and other competencies and skills. Federally-supported jobs programs should recognize these needs and allow for appropriate job planning and hiring. The CETA "trend" is perceived as separate programs for separate populations. Achieving the most appropriate "mix" of authorities and jobs is increasingly difficult for public park and recreation agencies.

A recently completed comprehensive nation-wide study of full time, year-round personnel employed in public, tax-supported municipal, county, and special district park and recreation agencies and state park systems and a recent survey of park and recreation programs in colleges and universities illustrate our concern.* We found:

* See Parks, Recreation, and Leisure Services Employment, 1977 and Report on the State of Recreation and Park Education, 1975, NRPA.

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- 3,600 park and recreation agencies currently employ 84,000 full-time, year-round personnel. The Administration estimate of 400,000 jobs in this sector not only seems questionable, as indicated earlier, but the supervisory/administrative costs and problems need thorough analysis.
- Of the 84,000 personnel currently employed approximately 50 percent hold a maximum of a high school diploma. They appear to be in job categories appropriate to their background. A number of the job categories in Title IX would be appropriate to this level of education, such as the building and repairing of local recreation facilities.
- However, the NRPA manpower study also found that many of the job categories in park and recreation agencies require trained personnel. Currently, 32 percent of all employees have college/university degrees. From the perspective of the park and recreation agency, qualified personnel are essential.
- The NRPA college/university survey has identified approximately 350 park/recreation curricula and 35,000 students presently enrolled in these programs. A major conclusion of our manpower study is that the available job openings in public park and recreation agencies may be substantially less than the number of graduates of recreation and park curricula seeking employment. Our data strongly suggests that we currently have an excess of trained, educated, and unemployed graduates.
- Forty percent of all park and recreation agencies had a "hiring freeze" at the time of the survey. Also, an average

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of 15 percent of the current full-time, year-round personnel are employed under "temporary" funding sources, such as CETA.

- Taking all of the above into consideration, most of the current CETA employment programs, and the proposed Title IX program would provide funding for non-skilled personnel. This is appropriate for many job categories in public parks and recreation. The current and proposed CETA programs, with few exceptions, do not provide funds to employ the large number of unemployed college graduates who are already trained in parks and recreation, and for which park and recreation agencies need their services.

There is also variation in salaries among the various CETA programs which can lead to administrative difficulties and possible salary inequities. It is our opinion, shared by others, that wages under all CETA programs should be at the prevailing or entry level wages.

- The proposal does not appear to address local agency needs in terms of both permanent staff training and facilities and materials necessary for training of CETA employees.

The capacity of most public park/recreation agencies to engage in major training programs appears limited. Effective training and skill development requires a variety of professional and technical talents, adequate logistical support including meeting space and training materials appropriate to the particular subject. We are not aware of any efforts by the Department of Labor to analyze or acknowledge these needs. At the present time a substantial number of 2-year and 4-year institutions provide special-

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ized training in park management and for recreation programming. Some of these institutions are obviously in or near prime sponsor locations and might assist in training efforts. Other types of training and professional and technical development alternately is provided by the National Recreation and Park Association or might be provided by NRPA. In either instance, the Department of Labor should provide support to develop necessary training processes and materials. The development of a small number of model training programs could have major impact nationally.

- Public park and recreation agencies should be adequately represented on local manpower planning groups and the State Manpower Services Council.

According to the Department of the Interior, park and recreation agencies are presently represented on about 12 percent of the local prime sponsor manpower planning groups. This representation is, we believe, disproportionately low given the high proposition of CETA jobs associated with public park and recreation systems.

Similarly, state-level council (established under Section 107 of H.R. 9030) and program reviews should include representatives of state park and recreation agencies and private organizations representing all park and recreation interest in a given state.

We believe that both public entities and the unemployed can substantially benefit from an appropriate mix of manpower sources and job opportunities. Hopefully these comments will enable this Committee and others to make these possibilities a reality.

We will be pleased to respond to any questions the Committee may have.

Senator METZENBAUM. Mr. Haskell, thank you very much.

One question I want to ask you I did not hear you address yourself to. Does your organization, the National Recreation and Parks Association, and do you generally, support the legislation pending before this committee?

Mr. HASKELL. Yes, we do. Very definitely.

Senator METZENBAUM. I really did not hear you say that.

Mr. HASKELL. Thank you, Mr. Chairman, the whole thrust of our testimony is to hope that you will pass the legislation.

Senator METZENBAUM. I think that is an appropriate time for us to conclude these hearings. We do have some questions staff will present to you. Staff will ask you to respond to those in writing. Excuse me for having to foreclose on your time.

[Whereupon, at 12:01 p.m., the hearing was recessed, to reconvene Tuesday, June 27, 1978, at 10 a.m.]

[Subsequent to the hearings, Mr. Tindall supplied the following:]

NATIONAL RECREATION AND PARK ASSOCIATION,
Arlington, Va., July 5, 1978.

Hon. HOWARD METZENBAUM,
Vice Chairman, Subcommittee on Parks and Recreation,
U.S. Senate, Washington, D.C.

DEAR SENATOR METZENBAUM: We are pleased to respond to the questions which you submitted to us during recent hearings on S. 3163 and urban recreation needs.

Question 1. How would you rank the following three categories with respect to urban recreation needs? (a) Physical recovery of existing facilities; (b) Improvements in operation and maintenance activities; (c) Augmenting urban park systems with new areas, facilities and programs.

The physical recovery of existing facilities should be the highest priority. We say this with the full knowledge that "recovery" strongly implies that regular maintenance functions must immediately follow restoration activities, and that existing facilities will never fully meet the continuing demographic changes and development patterns in and around our cities. If the Congress, through a statement of national policy and a fiscal or technical assistance program to the cities, determines that restoration of urban parks is significant (and we agree that it is) then improvements in both operation and maintenance functions must follow. We do not believe the federal government should directly support normal operation and/or maintenance functions.

Rehabilitation/restoration efforts should not assume that each existing facility was the most appropriate and in the best location in the first instance. Many existing facilities should be restored or modified, but others do not warrant additional public investment. Accordingly, all public efforts to provide viable park and recreation facilities and programs must be aware of the real recreation needs of the potential service area, and any federal aid should require that such analyses be made.

Relative to new areas, you may recall that our prepared testimony cited the need for greater intergovernmental efforts to plan, acquire and manage new park and recreation facilities in urban regions. In our view it is logical to consider both the present and future park, recreation and open space needs of urban America while we still have options for significant new areas available to us.

Question 2. What do you think of (recycling and multiple use of various structures) for augmenting recreational opportunities?

Many abandoned or underutilized structures and areas have considerable recreation potential; others have little practical public recreation value. The "test" for adapting abandoned or underutilized structures is essentially the same as that for new facilities—does it provide an appropriate level of recreation opportunities for a given population?

In terms of schools, it is estimated that about 500 public school buildings have been abandoned over the last five years. Many of these have already been adapted for recreation use. Several others have been adapted for other public purposes, and in some instances, for private use. Where school age populations have de-

clined to such a point that a school facility becomes of marginal public benefit, it is questionable whether that facility would have recreation potential for the same age groups.

The recreation benefits through multiple use of both public and private structures has been effectively demonstrated. In Arlington County, Virginia, for instance, the Aurora Hills Recreation Center is actually part of a combined recreation center/library/fire station complex. Metrorail service is nearby. The Thomas Jefferson Center is a combination middle school/recreation center/cultural arts complex. Both of these facilities illustrate a critical point: The multiple use of a new structure can be best achieved by considering such multiple use in the initial funding and design stages of a project, rather than at some later stage. NRPA has been a strong advocate for the multiple use of waste water treatment projects, and many have been adapted to provide significant recreation benefits.

In the case of abandoned railroad rights-of-way, these represent some of the most significant recreation resources potentially available to the public. A study done for the U.S. Department of Transportation in 1975/76 revealed that about 15,000 miles of abandoned railways in the United States have recreation potential. (The survey included segments of $\frac{1}{4}$ mile lengths or more in cities.) These rights-of-way also have significant public benefits beyond recreation, as many serve as commuter bikeway linkages between jobs and residential areas.

I am pleased to attach to this letter a copy of "Effective Utilization of Abandoned Railroad Rights-of-Way for Park/Recreation Purposes" which you and your associates may find of interest. It more fully describes issues involved in converting abandoned railroad rights-of-way for recreation use.

The magnitude of response by state/local governments to \$5 million available for rail conversion in FY 1978 is illustrative. The Heritage Conservation and Recreation Service received 135 pre-applications totalling over \$70 million in federal share. (This was a 90/10 program authorized by Sec. 809(b) of the Rail Revitalization and Regulatory Reform Act of 1976. This particular section of the law has expired.)

Derelict lands also have potential recreation value. Again, however, numerous other conditions—proximity to residential areas, accessibility, cost to convert for recreation use, and other factors would determine its ultimate public recreation value. In at least one instance, the Trust for Public Land, a private San Francisco organization is involved in an experimental project to vest the improvement and management of vacant city lots in neighborhood organizations. Referred to as the "Newark (N.J.) Project," it may be useful for staff to investigate the strengths and weaknesses of this initiative.

Question 3. What should be the federal role relative to providing indoor recreation?

National policy relative to "recreation" has historically been biased toward "outdoor" recreation functions. This is reflected both in management practices of several agencies and in grants-in-aid and technical assistance functions. These policies and practices largely ignore the fact that most recreation activities, on an annualized basis, do in fact take place indoors. There are several factors that impact this, not the least of which is climate.

Federal recreation policy should be balanced. That is, neither indoor nor outdoor recreation should dominate. Policy should reflect the significance of recreation as an indicator of individual and national wellbeing. Federal initiatives should include a range of programs and activities which encourage the provision of recreation opportunities. Inasmuch as "indoor" recreation opportunities are more generally provided on a local or community basis, the real question is: Should the federal government manage facilities at this level? Our view is that it should not.

We believe federal programs should provide sufficient flexibility for state and local agencies to develop or support projects responsive to particular needs. The Land and Water Conservation Fund Act, for instance, should provide discretion to develop (perhaps with State and/or local funds) sheltered facilities where state and local conditions warrant. The federal involvement proposed in S. 3163 is, we believe, a highly appropriate role vis-a-vis "indoor" recreation.

Clearly the federal government provides "indoor" recreation opportunities at many historical sites in the National Park System and through such programs as Community Development Block Grants.

Question 4. How would you characterize the problem (of excessive use of CETA) and could you recommend any solution?

A recent survey by this organization indicates that CETA employees represent from 5 to 22 percent of the staff of state, local and special district park and recreation agencies. These percentages range from a low in the Southeast to a high in the Northeast. In terms of federal funds going to park and recreation agencies, the CETA program, according to the Heritage Conservation and Recreation Service, exceeds all other federal funds, but they are widely dispersed. I am pleased to append to this letter a copy of the NRPA statement on H.R. 9030, the Administration's "Welfare Reform" proposal submitted to Congress in 1977. Our suggestions relative to this legislation begin on page 3 of the statement. I believe the testimony describes the problems and solutions which we generally recommend relative to the CETA program. Unfortunately, most local park and recreation agencies lack the ability to engage in full training programs. This, linked with the high supervisory costs of CETA employees generally, tends to diminish their net value to public park and recreation agencies.

In the context of CETA and some current efforts to reduce local tax burdens, the present Act generally requires that CETA employees be dismissed prior to dismissing permanent government employees holding the same type of position. In two instances in California, however, local governments have been temporarily enjoined from dismissing CETA employees.

We hope you will find these views helpful. We would be pleased to discuss them further with you and your staff as necessary.

Sincerely,

BARRY S. TINDALL,
Director of Public Affairs.

Enclosures.¹

¹ The enclosures submitted by Mr. Tindall have been retained in committee files.

URBAN PARK AND RECREATION RECOVERY ACT

TUESDAY, JUNE 27, 1978

U.S. SENATE,
SUBCOMMITTEE ON PARKS AND RECREATION,
OF THE COMMITTEE ON ENERGY AND NATURAL RESOURCES,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:10 a.m. in room 3110, Dirksen Office Building, Hon. Howard M. Metzenbaum presiding.

Present: Senators Metzenbaum and Hansen.

Also present: Laura Beaty, professional staff member.

OPENING STATEMENT OF HON. HOWARD M. METZENBAUM, A U.S. SENATOR FROM THE STATE OF OHIO

Senator METZENBAUM. The subcommittee will come to order.

The subcommittee will not hear from Mr. Joseph as our first witness representing the Under Secretary of the Department of the Interior only because Senator Hansen wishes to be present at that time, and Senator Hansen has gone to the floor of the Senate for a vote.

Mr. William Lienesch, National Park and Conservation Association; Ms. Linda Billings, Sierra Club.

I think you both know our rules about the 10-minute time limit.

STATEMENT OF WILLIAM C. LIENESCH, NATIONAL PARKS AND CONSERVATION ASSOCIATION, WASHINGTON, D.C.

Mr. LIENESCH. Thank you, Mr. Chairman.

Yesterday in your opening remarks we noted that you felt that S. 3163 was an excellent initial step but that more really had to be done, and we share those viewpoints completely. We believe that there are certain major changes that should be made to the legislation, but before turning to those, I would like to briefly summarize some of the provisions of the bill which we believe are very important which should be retained, although they might be modified somewhat.

There are four of these. First of all, the legislation would target the funds for the neediest areas, principally by using the criteria established under the urban grant program. While we are not wedded to those criteria, we do believe that the money must be targeted so that those areas that are worst off can be helped the most. Second, the planning requirement which we also feel is very important and would help identify the major problems in many of the urban areas and some of the more effective solutions. However, we caution that this is not a planning program and should not be viewed as a planning program

and, therefore, that the planning requirement should be kept as minimal as possible and that the time and money spent on planning should be as short as possible and as small as possible.

Thirdly, the legislation allows local areas to use in-kind services and other sources of funding to come up with their match. We believe that this should be retained in the legislation. The principal reason for this is that because many of the areas do not have a ready supply of available cash for purposes especially the most needy areas and, therefore, would have to turn to in-kind matching of some sort. Fourth, the legislation provides for coordination with the Department of Housing and Urban Development as well as with other Federal agencies and State agencies that have some impact in urban areas. We feel that this must remain in the bill because the program should not be viewed as a categorical recreation program; rather it must be viewed as one program within many of our urban strategy to help revitalize the cities. We would also ask that this section of the bill be expanded to include other Federal agencies and even State agencies that have lands with recreational potential. For example, the Department of Defense had underutilized or unused land in or near urban areas that could be used for recreation and we believe that the Department of Interior should be required to work with these agencies in order to recognize and attain the recreation potential of those lands.

Turning for a moment to the major changes we believe are needed in the bill, first, the bill is basically a rehabilitation program, a rehabilitation bill. We believe that the eligible activities should be increased, expanded, and I can give you some ideas about the areas where we think expansion will be worthwhile.

First of all, there are public buildings and private buildings scattered throughout cities that are unused, underutilized, vacant in many cases, which could be used for recreation. We believe that this should be included in the recreation. This use of these buildings should be in the eligible category. Second, we believe that it is very important to deal with neighborhood groups and this can be done in many cases. For example, you could have operations and maintenance contracts with these groups. You could have service contracts with these groups. You could develop programs around community gardening, around the use of street space that might be gotten by closing off the streets. We feel that many opportunities are here. We also believe that it would be useful to include as an eligible category the ability to deal with the issue of transportation. There are recreational opportunities in urban areas, but they are not being met because people cannot get to them and this again could be an eligible category contained in the bill. There are numerous other ones which I will not go through, but these will exemplify some of the other areas in which we feel that changes should be made in the eligible categories.

We also believe that the matching formula should be changed. As presently written, it is conceivable that an area would be required to come up with a 50-percent match. Many areas, we believe, do not do this, and we would urge that the matching formula be increased so that the most needy areas can continue or can have the necessary ability to provide the match in order to participate in the program. And, we would support increased authorization above the \$150 million that is currently in the bill. We would support to, say, \$200 million per year.

Finally, Mr. Chairman, I would like to make one comment with respect to the National Park Service. One of the major reasons the urban study was called for was to get information to Congress about the appropriate role of the National Park Service in urban areas. The study contained some information on this, but not a great deal. We believe and we have shown this in our support previously of urban parks, that the National Park System should continue to be involved with urban parks. We have, for example, supported Cuyahoga Valley which you are very familiar with. In so doing, however, we believe that these areas must meet a test of national significance. The Park Service should not be expected to manage parks that are really of local or State significance and, second, that the Park Service has to be given the resources commensurate with the increased responsibilities that would come from new urban park system units.

Finally, with respect to the National Park Service, yesterday Senator Hansen raised the question, I believe it was to Mr.——

Senator METZENBAUM. On that score, how would you define or distinguish between those parks that are of a national interest and those that don't?

Mr. LIENESCH. Currently, Mr. Chairman, the Park Service already has criteria which are supposed to be used in determining national significance. For the most part, we feel that these criteria adequately spell out the test that should be applied to an area. For example, it must be within a range of a certain number of population. It must attract national visitors, not just local and State visitors. We feel that if these criteria were applied rigorously, that we would be able to determine whether or not units really qualify for the national park system.

As I was saying, Mr. Chairman, yesterday Senator Hansen had raised the question I believe to Mr. Mays, which would be more effective, local parks near to people or new urban parks in the national park system?

We believe this is not an either/or question, rather they both have definite purposes as opposed to recreation in one case and the preservation of larger areas that will remain more natural that will serve many people as well. So we would urge the committee in viewing the role of the national park system not to view it as an either/or situation but rather in recognizing that both the national park system and urban parks have a role that is close to home recreation and rehabilitation systems which, of course, is the major impetus of the bill at the present time.

That concludes my testimony, Mr. Chairman, and I would be happy to answer any questions that you might have.

Senator METZENBAUM. We will submit to you on our procedure yesterday a list of questions, and we will say to you as well as others to whom questions were submitted yesterday that we are not expecting any lengthy period of delay and the Chair would indicate that we would expect or hopefully that all the answers would be back in no later than Friday of that week that we recess, whatever date that happens to be.

Mr. LIENESCH. That is fine, Mr. Chairman.

Senator METZENBAUM. Thank you.

[The prepared statement of Mr. Lienesch and a subsequent submittal follow:]

STATEMENT OF WILLIAM C. LIENESCH, NATIONAL PARKS AND CONSERVATION ASSOCIATION, WASHINGTON, D.C.

Mr. Chairman and other distinguished members of the Subcommittee; I am William C. Lienesch, representing the National Parks and Conservation Association, located at 1701 18th Street NW., Washington, D.C. 20009. NPCA is the principal national conservation organization dedicated to the preservation of the national park system. We are also deeply interested in urban recreation and in seeing the establishment of programs which will alleviate the problems facing urban recreation systems throughout the Nation.

The National Urban Recreation Study which was released by the Department of the Interior earlier this year documents the many existing problems encountered by urban recreation systems. The problems touch virtually all aspects of urban recreation including programs, services, operations and maintenance, personnel, development and land acquisition. To address successfully all aspects of the problem will require more effective use of existing programs as well as establishment of a new program.

S. 3163 would establish a new program to provide financial assistance for the rehabilitation and development of recreation areas and facilities. The primary intent of the legislation is to provide matching grants to eligible general purpose local governments to rehabilitate existing recreational areas and facilities. NPCA supports S. 3163 and believes that it is an excellent initial step toward solving our urban recreation problems. However, we believe that S. 3163 can be improved significantly in several ways.

Before examining our major suggestions for improvement, it would be useful to review certain provisions of S. 3163 which we believe are important and should be retained basically in their present form. First, Section 5(d) specifies the criteria for grant eligibility and priorities for project approval. The intent of this section is to target program funds to the areas most in need. We believe this is a very important section of the legislation because it helps ensure that the program will be directed toward the neediest areas. Section 5(d) requires that the criteria "be based upon the minimum standards for physical and economic distress established for the Department of Housing and Urban Development's urban development action grants. We support this provision but believe that the Secretary of the Interior should be given explicit authority to establish eligibility for other needy areas which do not meet the standards established under the urban development action grants.

Second, Section 5(e) requires, as a condition of eligibility, that applicants submit "complete park and recreation recovery plans identifying overall rehabilitation and maintenance objectives for the park and recreation system . . ." We believe that such plans are necessary and that they will help identify the most pressing needs and best possible solutions. However, a major intent of this program is to fund actual improvements and not to subsidize the preparation of plans. We therefore urge that the planning requirements be consistent with the purpose of the legislation and that the amount of time and money spent on planning be kept as small as possible.

Third, Section 5(g) provides incentives for state involvement. We believe that it is important to include the state in this program. In addition, because of the lack of available funds in many cities, state financial involvement could be very helpful in providing the necessary matching funds. NPCA supports the use of incentives which would help ensure state involvement in this program.

Fourth, Section 5(h) allows applicants to meet the matching requirements by using various sources including in-kind construction, technical, and planning services. Since many areas eligible for this program may not have adequate amounts of money available to match the federal share, we believe it is necessary to allow applicants to use various sources to fulfill the matching requirement.

Fifth, Section 6 requires the Secretary of the Interior to "coordinate the urban park and recreation recovery program with the total urban recovery effort and work with the Secretary of Housing and Urban Development to insure maximum effectiveness of the program." This provision is critical since recreation is a very important component of our urban environment. It would be very easy to view the recovery program as a categorical program and divorce it from the larger efforts to revitalize the cities. For this program to be most effective, it will be necessary to tie it in with numerous programs administered by the Department

of Housing and Urban Development. Section 6 also requires the Secretary to coordinate with other Federal departments and state agencies which administer programs and policies affecting urban areas. We support this provision and believe it should be expanded to require the Secretary to work with federal and state agencies who administer land in urban areas which have recreational potential. The Department of Defense, for example, has unused or underutilized lands in or near urban areas which could be used for many different types of recreational activities.

There are certain major changes which we believe should be made to S. 3163. The first and most important of these is to expand the eligible activities. S. 3163 provides funds primarily for the rehabilitation of existing recreational areas and facilities. In many areas, there are recreational needs which are just as important or even more so. Other activities which could be eligible for funding include special training programs, new approaches to operations and maintenance, operations service contracts with nonprofit community organizations, recycling and reuse of public and private buildings, and use of compensated and uncompensated land regulation to produce new recreational opportunities. There are, of course, many other activities which should be considered for eligibility. It is important to allow areas to identify their most pressing needs and to determine where federal matching funds will be most effective. The program should not be limited to rehabilitation but should allow for innovation and funding of a range of possible activities.

Second, we believe that the matching formula should be changed. S. 3163 authorizes the Secretary to provide 50 percent matching grants. The Secretary is also authorized to provide an additional match equal to the total match provided by a state of up to 25 percent. Under the matching provisions in S. 3163, it is quite possible that an area will be required to provide 50 percent of the funds for a project. The most financially needy areas will find it difficult if not impossible to meet the necessary matching requirements. Since one of the purposes of this legislation is to help the neediest areas, we strongly recommend that the matching requirement be amended to ensure that such areas can afford to participate in the program.

The legislation could also be improved by increasing the authorization. S. 3163 provides for an annual authorization of \$150 million for fiscal years 1979 through 1983. We would recommend that this be increased by approximately \$25 to \$50 million annually.

While the primary purpose of this hearing is to review the proposed urban park and recreation recovery program, we believe that there is one additional issue which deserves consideration. One of the major reasons why Congress required the Department of the Interior to prepare the National Urban Recreation Study was the need to provide information on the establishment of new urban units of the national park system and on the appropriate role of the National Park Service in urban areas. The urban recreation study provides some information on this but not a great deal.

The National Parks and Conservation Association has supported the establishment of urban units of the national park system and will continue to do so when areas qualify for inclusion. These units, because of their proximity to urban areas and large numbers of people, can serve a tremendous number of residents. These units are also extremely valuable because they preserve natural areas near urban centers and because they provide the opportunity for various natural experiences and environmental education.

In establishing these units we must be sure that they qualify for inclusion in the national park system. The National Park Service should not be expected to manage parks which should be managed by the localities and the states. We must also ensure that the National Park Service is given sufficient funding to manage these parks. Because of their high visitation rates, these parks often have high resource demands. Existing park system units and existing Park Service responsibilities should not be shortchanged so that new urban units can be funded. As the National Park Service becomes more involved in urban areas, it must be given the resources to meet both its more traditional responsibilities as well as the growing ones in urban areas.

We appreciate the opportunity to present our views to the Subcommittee, Mr. Chairman, and would be happy to answer any questions you may have.

NATIONAL PARKS AND CONSERVATION ASSOCIATION,

July 7, 1978.

Hon. HOWARD M. METZENBAUM

Vice Chairman, Subcommittee on Parks and Recreation, U.S. Senate, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR METZENBAUM: This letter is in response to your request at the hearing on the urban park and recreation recovery program to provide written responses to four questions related to urban recreation. The first question deals with the ranking of three urban recreation needs. NPCA believes that the most important need is physical recovery of existing park and recreation facilities. Augmenting urban park systems with new areas, facilities and programs would be the second most important, and improvements in operation and maintenance the least important. All three of these needs, however, are very great and we support allowing local governments to deal with all three in any new urban recreation program. With respect to operations and maintenance, for example, a new program could fund projects demonstrating innovative operations and maintenance programs.

We would also recommend that any new program realize the need to provide open space in our cities. The Land and Water Conservation Fund and other federal programs such as Community Development Block grants can be used to finance open space acquisition. It is essential that a new program be closely coordinated with existing programs to ensure that as many recreation needs as possible are addressed.

The second question is concerned with augmenting recreational opportunities through recycling of school buildings and other public and private structures, multiple use of buildings, recreation use of abandoned railroad right-of-way, and temporary or permanent use of derelict land for recreation. NPCA supports expanding S. 3163 to allow all of these activities to be eligible for funding, although railroad right-of-way opportunities could be dealt with by extending the authorization for Section 809(b) of the Rail Revitalization and Regulatory Act of 1976. Additional ideas for expansion are included in our statement submitted at the hearing. We believe it is essential that localities be given some latitude in determining their most pressing recreation needs and the most effective ways of handling them.

The third question involves indoor recreation and the role of the federal government, and in particular the Department of the Interior, in providing indoor recreation. While the Department of the Interior has not played a large role in providing indoor recreation, the federal government has played a role through such programs as the Community Development Block Grants and General Revenue Sharing. NPCA believes the Department of the Interior should continue to be involved primarily with outdoor recreation and the preservation of natural areas. The Department can become somewhat more involved in indoor recreation as envisioned in S. 3163. However, it must be given the resources to do this. Existing programs must not suffer if the Department takes on added responsibilities such as those included in S. 3163.

There is a definite need for expanded indoor recreation opportunities. We believe that S. 3163 amended along the lines we have recommended would help meet indoor recreation needs. The new program which would be established by S. 3163 in conjunction with existing programs would be an appropriate level of federal involvement in indoor recreation at this time.

The fourth question is concerned with the problems of using CETA employees to staff recreation departments. The Urban Recreation Study adequately describes the problems. Some cities are placing too much reliance on CETA employees to staff their recreation system. In many cases, the CETA employees are not adequately trained. Additional problems also exist such as inadequate communication between park departments and agencies responsible for administering CETA. Some of these problems could be remedied by amending the CETA legislation as discussed in the Urban Recreation Study. Part of the problem could also be alleviated by allowing some of the funds from a new urban recreation program to be used to train CETA employees.

The National Parks and Conservation Association appreciates the opportunity to provide information on these questions and would be happy to provide additional information if you desire.

Sincerely,

WILLIAM C. LIENESCH,
Administrative Assistant Parks and Land Use.

Senator METZENBAUM. Ms. Billings, we will be pleased to hear from you.

STATEMENT OF LINDA M. BILLINGS, THE SIERRA CLUB, WASHINGTON, D.C.

Ms. BILLINGS. I will summarize my statement and ask that it be included in the record.

Senator METZENBAUM. All of the statements made today will be included in their entirety in the record.

Ms. BILLINGS. I would just briefly run through some of the highlights of my statement and let me first say that I associate myself completely with the remarks of Bill Lienesch from the National Park and Conservation Association, and I won't try to duplicate in total the comments that he made on the legislation. But I do support the provisions that he mentioned and do support the changes that he suggested. Some of my comments would be a little bit duplicative simply to highlight what I consider to be important parks. First, let me make it clear that the Sierra Club strongly supports S. 3163, the urban parks and recreation recovery program. We feel that it is very worthwhile legislation. We urge your prompt enactment of it. We feel that it is important to try to target this program at areas with the greatest need and to make it as a part of an overall community improvement program, if possible.

I think that there would be problems if you simply went in and did a part of a problem which is usually something of an overall community decay situation, and you probably would want to try to encourage lengthening this program to both Federal programs that are going to improve other parts of the community, too. I think it is also important to emphasize the outreach to voluntary organizations and community groups in dealing with problems of operation, maintenance, and rehabilitation. It is very important for obtaining public participation and it is also probably an untapped resource in terms of people who are willing to give up their time and efforts and creativity to help improve the park in a community that has been run down. I think it is very important that this legislation not be limited to simply existing park and recreation areas and facilities. Usually, I think you will find in areas that are having financial distress and urban decay situations that they are older urban areas, the urban course grew up before that had time to plan things like parks and recreation facilities.

So I think in these communities you want to make this money available to rehabilitate or develop a band of land, or land that is abandoned for a right-of-way, something like that, turn that over into a community park or take a building that has been abandoned or closed and recycle that, rehabilitate that so it can be used as a recreational community facility in that community. I do see that it is important to emphasize the need for recovery of existing park systems, and I don't mean to detract from or dilute that effort, but I do think we want to take into consideration that there will be communities that simply lack any park or recreational facilities at all, and they ought to be able to utilize this money to create such a facility and park area.

It is important to keep in mind that rehabilitation of existing facilities have certain spinoff benefits, for example, protection of unique

systems of architecture that you want to keep within a community. Also, rehabilitation efforts tend to be more labor-intensive efforts and tend to lend themselves more to youth employment and job training skill programs. I also want to emphasize the need to preserve open space if possible. Let's say an interstate project has been abandoned. There might be an excellent opportunity to turn that over to open space or park area.

We are also concerned about overemphasis in planning. We certainly know we need to have comprehensive planning so that the projects address the real priorities. However, some areas lack the personnel and the time to do this kind of planning immediately, and you may find that the funds will not get to the areas that need it simply because they lack the personnel to do the kind of planning that is required of a comprehensive nature. So we want to make some flexibility and adjustment there. Also, I think you should be concerned about the quality of planning. It shouldn't just be planning for planning sake or planning just to follow an old mode of planning.

Senator METZENBAUM. How do you go about doing that?

Ms. BILLINGS. Well, for example, I think you provide technical assistance to cities who are trying to develop plans. The National Park Service, for example, has a lot of expertise in developing park plans, obtaining public participation. I think this kind of guidance would be very welcome to city park planners who, perhaps, could better utilize the space and facilities if they have some ideas about alternative planning.

Senator METZENBAUM. If you had to pick a rough figure and it is \$150 million that is talked about per annum in this program, what portion of that should be allocated for planning?

Ms. BILLINGS. I really cannot say, but I would say let's keep it to something of a minimum, probably around the area of \$25 million, but that is an uneducated guess. I would recommend that you seek the experts.

Senator METZENBAUM. I am sure you don't mean \$25 million. That would be a sixth of the total. You wouldn't want to do that, would you?

Ms. BILLINGS. Well let me defer that, if you would. Thank you.

Also, we feel the need to increase the match ratio. If you can look at what has happened under the land fund, the HUD open spaces program, you find that urban communities are unable to utilize those programs because they don't have the 50-percent match to come up with.

Now, recognizing that the program does provide for using commuter development blocks and revenue sharing money to come up with the match, but that is really not an answer because in the kinds of communities that this legislation is trying to reach, we find that they do not use their community development block grants for any kind of recreation programs, so it is unlikely that they are going to utilize that money for a match for this purpose.

Let me just conclude my comments by also echoing our strong support for future national park system in urban areas. We do feel that this is a worthwhile effort, and we feel that it is a limited kind of effort. There are limited criteria that can apply.

It is not an open ended, multiheaded kind of a threat that we need to deal with. We feel that it could be done in a limited manner where standards are maintained and where valuable functions are formed.

I just want to emphasize again that you are talking about two different functions.

You are talking on the one hand about a natural area of resource protection where you have significant resources that happen to be in an urban area of such a large nature that the Federal Government has to give and assist and also that certain significant resources, and those are really—you are primarily protecting a resource, but you are also having public ownership and management to assure public access, to assure protection of that resource and to insure the enhancement of visiting experience, but it is a different kind of recreational experience that people are seeing.

It does not serve the same kind of recreation needs as the neighborhood parks do which are very important to serve ongoing community functions, ongoing athletic activities, things that are part of people's day-to-day life and day-to-day routine. It is quite a different subject that you are talking about.

So I think it is important to keep in mind that we need both. We need both urban national park needs and we need both community park facilities, and one cannot substitute for the other in terms of the functions they fill, and it would be a great disservice to our urban areas and to our urban recreational programs as such.

That concludes my statement. Thank you very much, and I will be happy to answer any questions.

Senator METZENBAUM. I would like to ask you both just one question; then I will submit some questions to you for the record. You have a limited amount of money, as always. Would you care to list your priorities as to, A, physical recovery of existing parks and recreation facilities, which I think might be rehabilitation; B, improvements and operations in maintenance activities; or C, augmenting the urban park system and cities with new areas—in other words, operation of maintenance, rehabilitation, or new facilities?

Which should get priority of the money? Or if you care to, you could indicate how you would divide the money; in other words, 95 and 5, 70, 15 and 15, I don't care. I just want to hear what your position is.

Mr. LIENESCH. With respect to those three categories, Mr. Chairman, we believe that rehabilitation would be the first.

Second would probably be new facilities, and third would be operations and maintenance, but the reason I would put operations and maintenance third is that that need is so large, I think even larger than the other two, that the amount of money, the \$150 million per year, would not really make a big dent into that, though we could see where you might have some special projects which would exemplify the best ways of going about that kind of a learning experience for other areas, but I would put them in that order.

As I mentioned in my statement, Mr. Chairman, there were some other eligible activities which should be in the legislation.

Senator METZENBAUM. Miss Billings.

Ms. BILLINGS. I would tend to agree with that. I think that the rehabilitation effort with the caveat that I explained, that you have some flexibility so the communities that are really targeted on by the Carter urban program which has lacked any recreational or park facilities in their neighborhood, those, too, should be eligible to re-

habilitate existing buildings or take a vacant lot and change it into a community facility.

Under that part, new facilities could obviously have a certain priority in areas which lack any facilities at all.

With regard to operations and maintenance, I think that would be a lower priority simply because you have \$600 million which went in from CETA funds into community park and recreation programs in 1976, and they expect those efforts to continue.

In fact, they are making efforts to improve those services. Also, you already have a significant amount of Federal assistance going into that area. Also, I think that you want to be a little bit weary of that area in terms of the mass transit programs that has been a constant tension between whether it goes for A. & M. or whether it goes for capital improvements, and they tend to come down in favor of capital improvements beginning with keeping the systems up to date and improved.

Senator METZENBAUM. Do you feel that it may be too little too late if we just accept the administration posture which is that all the funds should be used only for rehabilitation?

Mr. LIENESCH. No, Mr. Chairman, I don't think I would characterize it as too little too late. As I said in my statement, it is an excellent initial step that is definitely needed, and if that is all that can be achieved, that would be worthwhile, but the point is that there are many needs beyond rehabilitation, and certain cities have greater needs than rehabilitation, and you should increase the eligible activities so that they can meet their pressing needs with this legislation.

Senator METZENBAUM. Thank you very much.

Senator HANSEN, do you have any questions?

Senator HANSEN. I have no questions, Mr. Chairman. Maybe we would submit some in writing later.

Senator METZENBAUM. Thank you very much for your testimony, and we will submit these questions to you and ask you to get back to us no later than a week from Friday.

[The prepared statement of Ms. Billings and a subsequent submittal follow:]

STATEMENT OF LINDA M. BILLINGS, THE SIERRA CLUB, WASHINGTON, D.C.

Senator Metzenbaum and members of the committee, I am Linda M. Billings, Washington representative of the Sierra Club Club, which is a national environmental group with 180,000 members. We appreciate the opportunity you have given us to testify on S. 3163, a bill to authorize the Secretary of Interior to establish an urban park and recreation recovery program. We are pleased to give our support to this program and to urge that it be expanded and made more flexible in order to assist communities to fully provide for their urban recreation needs.

We recognize that a priority need for many city park systems throughout the country is for rehabilitation of their existing parks, which have deteriorated due to reduced budget expenditures. It is a common complaint among park and recreation officials that at budget cut time their's are often the first programs on the block. They suffer from a public perception that their programs are frills or luxuries which can be discarded in order to protect programs which provide basic necessities. Such attitudes point to a need for public education and better understanding of the important function that recreational activities serve for physical, mental, and social health.

The deterioration of a city's park system, or of a particular park within a system, is usually symptomatic of urban decay or blight. In such areas we usually find that the community has been neglected in a variety of ways ranging from

shoddy or nonexistent government services to neglect or abandonment by private landowners. Therefore, I believe it is important that this program properly should be a part of an overall effort by a variety of governmental and other programs to improve the community in a comprehensive manner. Thus, we have from the beginning urged that recreation needs be addressed in the components of the Carter Administration's Urban Program, of which this legislation is a part.

Particularly in the older cities, it may be found that communities in need of special assistance to overcome conditions of physical and social deterioration will lack park and recreation facilities. Therefore, it is important that this legislation allow such communities to address such needs, and that it not be limited to simply rehabilitation of existing park facilities. It may be necessary to allow a community to use the money provided in the bill for the creation of a new park on vacant land or for the rehabilitation and conversion of an existing building for a community recreational facility.

Another need which is frequently expressed by park and recreation officials is increased financial assistance for operations and maintenance practices. I might note that this need is not unique to government or public service programs. Mass transportation programs also have expressed operation and maintenance as a priority need. I believe this issue needs to be addressed with some caution. Full information should be obtained on the current federal assistance for operations and maintenance being provided through the Comprehensive Employment and Training Act, which provided almost \$600 million in federal assistance to local park and recreation programs in 1976. We support the continued use of such funds, and we would be receptive to supporting any changes to make them more effective.

In addition to ideas for providing federal payroll assistance, some innovations should also be thought of. For example, encouraging more active roles for community, voluntary, and service groups who could be utilized to reclaim, rehabilitate and do periodic maintenance chores. I have heard the representative of at least one neighborhood group express a desire to make such arrangements with city officials. I'm also thinking of the example of the Sierra Club service trips, which do trail clean-up and maintenance types of activities and are very popular with young people. A program of outreach to such potential groups for support should be a part of city park and recreation systems.

Increased flexibility in this legislation is particularly important for providing indoor recreational facilities. Many buildings in communities throughout our cities are currently underutilized and have an unrealized recreational potential because of funding limitations which prevent the breaking down of institutional barriers. I believe it is important for this program to be expanded so that funds can be used by communities not only for the rehabilitation of existing park and recreation facilities but also for the rehabilitation of abandoned schools, the multiple-use of schools in operation, the recycling of abandoned buildings for recreational purposes, and the partial use of both public and private buildings in off-hours for recreational and community activities. It is also important to emphasize the rehabilitation of existing park or recreation buildings or other buildings in order to provide incentives for the protection of interesting or significant architectural styles. Emphasis on rehabilitation also has a spin-off benefit in providing jobs, because they are more labor intensive than new construction projects. Such projects also offer better opportunities for youth employment programs with an emphasis on skill training. The closing of many schools within urban areas offers a unique opportunity to recycle these buildings into much needed community and recreational facilities, and it is essential that this legislation be available for such uses.

It is also essential that any legislation dealing with urban recreation needs maximize opportunities to preserve open space within cities, particularly their inner cores, which frequently grew up too fast to plan for leaving open space areas. All around the country there have been exciting example of a community spontaneously utilizing derelict or abandoned land for a park, recreational area, garden site, or the like. It is essential that this legislation provide funds to such communities to develop abandoned lots, railroad and highway rights-of-way, other utility corridors, and the like, for recreational uses, with emphasis on protection of their open space values.

I would like to turn now to some more specific comments on the legislation at hand, S. 3163. To quote the bill: "The purpose of this Act is to authorize Federal grants to hard-pressed communities specifically for the rehabilitation and development of critically needed recreation areas and facilities for a period of five

years. This short-term program is intended to complement existing federal programs such as the Land and Water Conservation Fund and Community Development Grant Program by encouraging and stimulating local governments to revitalize their park and recreation systems and to make long term commitments to continuing maintenance of these systems." Again I would like to state that we support these purposes and this legislation, and further that we see a need for expanding the provisions of this bill.

In Section 1, 2 and 3, which lay out the title, findings and purposes, the general authorization, and the definitions, we believe the references to recovery of existing recreational facilities and recreational areas should be made more flexible, as we have suggested above. Projects eligible to receive grants should not be limited to existing recreational facilities or existing recreational areas. Projects should also include those that would make up for deficiencies in existing urban park systems, particularly within the inner city core.

In Section 5, we do support its major thrust which is to target grants to physically and economically distressed cities. These areas definitely should be given the highest priority, however, we are concerned that the criteria specified in the urban development action grants program may be too limited. Consideration should be given to more flexible criteria as long as it does not dilute the targeting of the program to urban areas with the greatest need.

In order to assure that such cities in urban areas will be able to participate in this program, I believe that the matching grant ratio of fifty percent should be made more flexible. It is my understanding that the fifty percent match cannot be met by such cities currently. I recognize that Section 5(g) does provide for state action incentives to make an additional twenty-five percent cost sharing match, and we support such incentives. In addition, other match assistance is provided in Section 5(h), such as allowing use of general revenue sharing and community development block grant program funds. However, even these aids may not be sufficient, and some further flexibility and discretionary action authority may be necessary.

I am also concerned that Section 5(h) may result in a displacement of funds currently used for recreation at the local level. Many cities do presently use their general revenue sharing and their community development block grant funds for parks and recreational programs. For example, in 1976 local jurisdictions used a total of \$132.1 million of CDBG funds and \$316.7 million in GRS funds for their park and recreation programs. These expenditures accounted for 11 percent and 26.4 percent respectively of the \$1.2 billion in federal assistance to local park and recreation programs in 1976. It should be noted that in financially hard-pressed cities the experience has been that very little or no CDBG or GRS money is used for park and recreational programs, rather they are used to provide other essential community services such as fire and police protection. Thus, it is unlikely, that such communities will be able to use these funds to match and receive federal assistance under this newly proposed program.

Although I heartily endorse the provisions in section 5(e) designed to provide incentives for local commitments to system recovery and maintenance and to plan for their overall park and recreation system needs, I am concerned about such requirements being made a precondition of eligibility for grants under this program. I believe some flexibility in this provision may be necessary, because I seriously doubt that many of the hard-pressed communities, these funds are supposed to be targeted to, will have in their employ adequate planning staffs to meet this criteria of eligibility in the near future. The emphasis of this program is for direct and immediate relief, and an emphasis on planning may defer such relief for a period of years.

I am also concerned about the quality of planning which is now done and the need to improve it in the future. I believe that the federal government needs to provide some technical assistance to state and local park planning people. I also believe that planning for local park and recreation programs should have as its basis an awareness of community needs and desires. In order to achieve this, it is essential that public participation as well as innovative methods of determining public attitudes be undertaken. Planning is important, but if this legislation seeks to provide incentives for such planning, it is more important that it provide incentives for good planning. Toward that end it is important that some federal criteria be spelled out in this legislation.

The coordination provisions in section 6 are perhaps the most important part of this legislation. As discussed above, it is essential that this program be made a part of other federal programs to improve cities with special conditions of

financial distress and urban decay. Thus, it is essential that the Secretary of Housing and Urban Development be given a key partnership role in this program. In addition, it is essential that communities, as well as the Department of Interior, which is charged with administering this program, be made fully aware of the full range of federal activities and funding programs which currently or potentially contribute to local park and recreation programs. Some examples are as follows: Federal lands held within urban areas which could be more effectively utilized, for example, by the Department of Defense, the General Services Administration, the Department of Transportation, etc.; other Federal planning programs, such as the Coastal Zone Management Act; other Federal construction assistance programs, such as the Economic Development Administration; as well as those already identified under CETA, CDBG, GRS, L&WCF, NYSP, and SYRP. I believe a specific requirement needs to be put into the legislation to require that full information on all of these programs be made available to state and local recreation and parks departments.

Finally, we would support an increase in the annual authorization above the one currently provided at \$150 million per year. We particularly support this funding as being an additional new source of support. It needs to be recognized that the Department of Interior is taking on new program obligations. This entails the shouldering of additional financial requirements, and it is important that it receive sufficient new sources of funding to achieve its new program.

Because this issue may be raised in these hearings, I would simply like to clarify for the record our position on the Land and Water Conservation Fund. The Sierra Club, as well as other national conservation and environmental organizations, strongly supports the ongoing programs within the L&WCF, which are to provide for the acquisition of open space, natural areas, and outdoor recreation programs. Even though the fund was significantly increased in the previous Congress, projecting out the needs over the life of the Fund, there are insufficient monies provided in the fund to meet current and projected needs. We are adamantly opposed to any diversion of the Fund from its current nationally significant purposes.

In closing, I would like to comment on the National Urban Recreation Study, which serves as the genesis for the legislation under discussion today, prepared by the Department of Interior by direction of Congress. We are greatly disappointed that the study failed to address one of the key policy issues which gave rise to its genesis. That is: the future of units of the National Park System in or near urban areas. Such units were created in the previous Congress in San Francisco (Golden Gateway NRA), New York City (Gateway NRA), and Cleveland-Akron (Cuyahoga NRA). We believe such units are a continuation of an increasing role for the National Park System, begun in the early 1960s, for protecting significant units of natural areas near cities and providing recreational opportunities for large populations of people.

We believe that there is justification for a limited increase in new units of the National Park System near urban areas, for example, the Santa Monica Mountains near Los Angeles and the Chattahoochee River near Atlanta. We are distressed by reports of this Committee's reluctance to handle legislation for such units pending a fuller examination of the policy implications. The National Urban Recreation Study was supposed to provide such an investigation and discussion. It has not, and we are greatly disappointed by this failure. We find the emphasis and discussion on alternatives to urban NRA's, contained in the concepts embodied in so-called green-line parks, reserves, or, as they are now referred to, areas of national concern, to be somewhat off the mark. While we find value in experimenting with such new concepts, we strongly reject them as a substitute for the designation of future federal NRA's.

This concludes my statement. I appreciate the opportunity to be here, and I would be happy to answer questions.

ADDENDUM

Projects in urban areas are an appropriate use of L&WCF money, but such has not always been viewed this way.

Criticism of the Land and Water Conservation Fund for "failure" to meet urban recreation needs has been encouraged recently by the National Urban Recreation Study.

What the study fails to bring to light is that in 1968 a Memorandum of Understanding was put into action which decreed that the HUD Open Spaces Pro-

gram would be targeted at urban areas and the L&WCF would be used primarily outside of urban areas in order to avoid duplication between the two programs.

In recent years the HUD Open Spaces program was ended as a categorical grant program and instead folded into the Community Development Bloc Grant Program.

Now cities are turning more toward the L&WCF for park and recreation area acquisition and development.

It is significant to us that when the HUD Open Spaces Act was a categorical grant program it was used primarily for open space acquisition, but when it was changed to a bloc grant program the money has been used primarily for facilities construction.

It is also important to note that cities had trouble under the Open Spaces Program and have trouble now under the L&WCF Program to obtain grants because they do not have the money for the 50% matching requirement.

The National Urban Recreation Study instead of shedding light on the question of where we are going with NPS Urban NRA's has confused the issue by juxtaposing it with close to home, neighborhood parks and recreation areas. While there is some overlap the basic functions and purposes are quite different. One cannot be viewed as a "substitute" for the other; both are necessary. The basic focus of a NPS unit is resource protection for nationally significant areas. They also provide for public access and federal management of the park to assure its protection and to enhance the visitor experience. The United States has been a world leader on National Parks and has set an example other countries now seek to emulate.

Because they are situated near large populations of people, NPS urban NRA's can also serve the outdoor recreation needs for city residents, but here access by public transit is a key ingredient. This can only augment the basic purposes served by city park and recreation programs, schools, religious groups and the like, which provide recreational facilities programs of a somewhat different nature, fitting into people's regular schedules and everyday routines. Federal assistance for such programs has been provided in the past, but it has not been enough, and hard-pressed cities have not been able to utilize it effectively.

Hopefully this legislation, which is the subject of today's hearing, will be able to close this gap. We urge you to act promptly, and favorably report out S. 3163.

SIERRA CLUB,

Washington, D.C., June 29, 1978.

Hon. HOWARD METZENBAUM,

Subcommittee on Parks and Recreation, Committee on Energy and National Resources, U.S. Senate, Washington, D.C.

DEAR SENATOR METZENBAUM: This letter is to answer questions posed to me in conjunction with the statement I gave at the hearing you chaired on July 27th concerning S. 3163, a bill to improve urban parks and recreation facilities. I request that this letter be appended to my statement for the hearing record.

1. How would you rank the following three categories with respect to urban recreation needs? (a) physical recovery of existing park and recreation facilities, (b) improvements in operation and maintenance activities, (c) augmenting urban park system in cities with new areas, facilities, and programs.

Answer. I would rank alternative (a) as the first priority, alternative (c) as the second priority, and alternative (b) as the last priority. I believe that sufficient rationale for my response is contained in the body of my statement.

2. What do you think of these ideas for augmenting recreational opportunities?

Recycling of abandoned school buildings for recreational use

Similar recycling and/or multiple use of other public or private structures

Recreation use of abandoned railroad right-of-way

Temporary or permanent use of derelict land for recreation

Answer. I believe that all of these alternatives for augmenting recreational opportunities are excellent, and they should be emphasized in this legislation. Again, the rationale for my answer is contained in the body of my statement.

3. To date, the Department of Interior's direct contribution to recreation has concentrated on outdoor recreation, through the designation and acquisition of urban parks. What do you think about indoor recreation as a means of expanded recreational opportunity? What role should the federal government play and to what extent should the federal government become involved in providing indoor recreation?

Answer. It is important to keep in mind that while to date the Department of Interior has concentrated on outdoor recreation, other federal programs, for example, under the Department of Housing and Urban Development's Community Bloc Grants, have provided substantial sums of money for indoor recreational programs. I believe that it is proper that such programs continue. However, with regard to programs of the Department of Interior, I believe that it is essential to maintain the integrity of the Land and Water Conservation Fund for protection of open space and natural areas, which also provide outdoor recreational benefits. I would support the Department of Interior's becoming involved in indoor recreation programs only to the extent that additional and new sources of funds are provided for such programs. If such is done, it is essential that these programs be coordinated with the current assistance program provided by other departments.

4. The National Urban Recreation Study says that CETA trainees represent the largest majority of employees staffing recreation departments. The study also indicates that this situation has created problems. How would you characterize this problem and could you recommend any solutions?

Answer. I am not familiar enough with the CETA program to give a detailed response to this question. We would certainly be supportive of any suggestions to overcome any problems which have been articulated.

If you have any further questions, please don't hesitate to ask me to respond. I look forward to working with you and your staff in developing this legislation further.

Sincerely,

LINDA M. BILLINGS,
Washington Representative.

Senator METZENBAUM. Our next witness is the Honorable James A. Joseph, Under Secretary of the Department of the Interior, whom I understand is accompanied by Margaret Maguire, Mr. Christopher Delaporte, and Mr. Dwight Rettie.

It is my understanding that Senator Hansen has a statement that he cares to make at this point.

STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Senator HANSEN. Thank you very much, Mr. Chairman.

I was here earlier this morning and was a little late getting back from the vote.

Mr. Chairman, today the House will consider a \$1.5 billion parks omnibus bill which in one fell swoop includes this bill, several new, large, expensive urban parks, and other wonders which Mr. Burton may choose to reveal after the bill has passed the House.

This is coming up just a few weeks after the National Urban Recreation Study was delivered to us. Shouldn't this committee explore the roles and validity of large urban national recreation areas and the small neighborhood parks? Shouldn't we know? Do we know what local governments can or should do? How about the private sector? Could incentives (tax or bonus) be used to provide recreational opportunities?

Does the Federal till have enough to acquire Chattahoochee, Santa Monica, Lowell, Cuyahoga, et al., in fee simple?

Can the National Park Service stretch its forces and moneys to do all the things required without taking away from the rest of the system? Should the National Park Service be operating and maintaining all urban parks? Are Yosemite, Grand Canyon, and Yellowstone going to suffer because the demand for urban parks and the "politi-

cal power" of urban areas will put the emphasis there for the next few decades?

Is CETA really working? Finally, what is a UDAG? My staff thought it was a rare cloven hoofed beastie that dwelled in urban areas.

I don't know the answer to these questions, and there are many more. I would ask the Under Secretary to develop some discussion along these lines. This committee had not looked at the overall problem and set the parameters for an urban park and recreation policy.

Specifically on S. 3163, I think the matching requirement should remain to challenge the local and State wallet. Federal money is "free." If the State and city is required to put up actual dollars, they will use it judiciously. The UDAG formula is new and basically untested. The criteria may be sound, but does it in fact work? Who can tell me?

Does the passage of S. 3163 obviate the need for new large urban parks? The Senate has passed a pilot park transportation bill. Does this bill fit into the picture? How? There are many questions with perhaps too little time remaining this session for complete answers. A start must be made on a comprehensive urban park and recreation policy.

Thank you.

Mr. Chairman, many join with you in welcoming to the witness table our distinguished witnesses. I look forward to hearing from the Secretary.

Senator METZENBAUM. We appreciate your statement, Senator Hansen, and you wonder whether there would be adequate time. I want to be certain that we achieve our objective while you are still in the Senate. So that means that we have to complete it this year because you made a poor judgment and decided to retire and I disagree with you. But hopefully we would like to have you in making this proposal become a reality.

Senator HANSEN. Thank you very much, Mr. Chairman. I appreciate your kind words.

Senator METZENBAUM. Now, Mr. Joseph, I am faced with this problem. You are representing the administration. You have a major piece of legislation, and I always felt that the problem of getting a major piece of legislation was not only presenting the evidence but finding the time to get the bill heard, go to markup and get through committees.

The staff has indicated that I should allow 30 minutes for your presentation and I pointed out to you that if I do, I will not finish with all of the rest of the witnesses today because we must adjourn at 12.

Having said that, before I take up too much time myself, I would appreciate your being as brief as possible, coming as close to 10 minutes, but if it takes 15, fine, but not a full half-hour.

Are all of you going to speak?

Mr. DELAPORTE. No.

**STATEMENT OF HON. JAMES A. JOSEPH, UNDER SECRETARY OF
THE DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY MAR-
GARET MAGUIRE, CHRISTOPHER DELAPORTE, AND DWIGHT
RETTIE**

Mr. JOSEPH. Mr. Chairman, my proposed statement is a summary of a longer statement. So what I will do is summarize the summary.

It is a pleasure to appear before you and this subcommittee in support of S. 3163, a bill to authorize the Secretary of the Interior to establish an urban park and recreation recovery program. Secretary Andrus and I are both very pleased that this committee has acted so quickly on this aspect of the President's April 3d national urban policy message. The Secretary would like to have been here personally to emphasize his commitment to the proposed program, but since he is out of town, I am appearing before you in my capacity as Acting Secretary to urge the enactment of S. 3163. There has been considerable interest in the President's urban policy statement. I am sure most of us can agree that America's urban problems are massive, that, in many instances, they exceed the capacity of local government acting alone to provide solutions. I served for a number years as president of a private foundation with programs in many of our nation's largest cities. It has been my experience that successful solutions to the problem of urban America require the participation of private industry, citizen groups, individual volunteers and local, State and Federal governments.

The President's urban policy emphasized a "new partnership" involving all levels of government. We are, at the Department of the Interior, not only proud to be a key member of this effort, but we have taken a series of actions to insure that the new partnership begins with the programs of each of the bureaus and offices within the Department of the Interior.

Probably the most important new initiative has been the appointment of Robert H. Mendelsohn as an Assistant to the Secretary for Urban Affairs. Mr. Mendelsohn is with me and if you haven't met him, I hope you will get a chance to. He is in the audience. He will work across the whole spectrum of the Department to find new and creative ways to respond to urban needs. Just as the energy conservation ethic has affected every agency in the Federal Government, so too is the "urban revitalization ethic" increasingly influencing our decision-making process, as it should, as it must.

The Department of the Interior is the Nation's principal resource conservation agency. Our programs significantly impact and concern urban dwellers. We play a major role in contributing to the quality of life throughout the Nation, in all places, and for all people. Today I am here to support a new program to rehabilitate local recreation land and facilities. This program is based largely on the findings of the National Urban Recreation Study mandated by Public Law 94-422. We are willing and prepared to elaborate on the findings of this

statement if this committee chooses to have us do so. I would like to emphasize, however, that this study verified the fact that urban recreation problems do not exist in a vacuum. They are an integral part of a whole complex of urban problems: housing, transportation, education, health, social services, crime prevention, environmental protection, urban design, and community development.

Parks are one of the vital life signs of a healthy community, deteriorated and unusable parks are often starkly visible symptoms of blight and decay. Too often a city's recreation programs are the first public resources to be neglected when a neighborhood begins to go downhill. Consequently, parks restoration and effective recreation programming can be highly effective first steps in neighborhood revitalization, bringing to residents a renewed pride in their community and belief that the tide of decay has turned. Renewed open spaces can often be an important component to urban redevelopment strategies. Recreation and open spaces are vital to the health and welfare of all people, regardless of their income, race or ethnic origin.

Due to economic and social constraints, many urban dwellers have, in the past, been unable to enjoy the direct benefits of Federal, State, and regional recreation resources. The urban recreation recovery program will address some of the needs of the most deprived urban residents.

In closing, I would like to assure the committee that the Department of the Interior is in no way diluting its commitment to the conservation of national resources or to the preservation of our cultural heritage.

On the contrary, we have recognized and we are acting on the fact that our admission and our responsibilities require a commitment to improve all types of environments, man made as well as natural. We are essential participants in the new partnership that will implement the President's urban policy.

And if I could take 1 or 2 minutes of the additional minutes I have left in my 10, let me just add a personal note.

Mr. Chairman, this is a special time in our national history. It is a time in which the American people are raising some very basic questions about the social utility of Government programs. They are asking those of us in government to justify the legitimacy of our expenditures in accordance with four basic standards.

No. 1, what social good do they serve? No. 2, how do the institutions we manage distribute their resources among those from whom they derive their legitimacy? No. 3, what standards are used in distinguishing between self-interest and public interest? And No. 4, what is being done to achieve social equity?

It is altogether fitting that these questions are now directed to institutions in the leisure sector of our society as well. For in addition to concern with social utility and social equity, there is an increased concern with what it means to live in an interdependent world where resources are scarce and needs are plentiful.

We think that this bill responds to these questions.

Thank you.

[The prepared statements of Mr. Joseph, Mr. Delaporte, and Ms. Maguire follow:]

STATEMENT OF HON. JAMES A. JOSEPH, UNDER SECRETARY OF THE DEPARTMENT OF THE INTERIOR

Mr. Chairman: It is a pleasure to appear before you and this Subcommittee in support of S. 3163, a bill to authorize the Secretary of the Interior to establish an Urban Park and Recreation Recovery Program. Secretary Andrus and I are both very pleased that this Committee has acted so quickly on this aspect of the President's April 3rd National Urban Policy message.

The Secretary would like to have been here to personally emphasize the commitment to the proposed program, but since he is out of town, I am appearing before you in my capacity as Acting Secretary to urge the enactment of S. 3163.

There has been considerable interest in the President's Urban Policy Statement. I am sure most of us can agree that America's urban problems are massive . . . that, in many instances, they exceed the capacity of local government acting alone to provide solutions. I served for a number of years as President of a private foundation with programs in many of our nation's largest cities. It has been my experience that successful solutions to the problems of urban America require the participation of private industry, citizen groups, individual volunteers and local, State and Federal Governments.

The President's Urban Policy emphasizes a "New Partnership" involving all levels of government. We are not only proud to be a key member of this effort, but we have taken a series of actions to insure that the new partnership begins with the programs of each of the Bureaus and Offices within the Department of the Interior. Probably the most important new initiative has been the appointment of an Assistant to the Secretary for Urban Affairs. He will work across the whole spectrum of the Department to find new and creative ways to respond to urban needs.

At the Federal level, we are currently working with other agencies (Housing and Urban Development, Economic Development Administration, National Endowment for the Arts and Department of Labor) to develop responsive urban strategies and tactics, to eliminate duplication of efforts, and to ensure effective coordination of various agencies' programs which can collectively produce positive impacts in the revitalization of our cities. We are working closely, for example, with those people responsible for formulating the Labor Intensive Public Works Program at Commerce; the Neighborhood Self-Help Development Fund and the Livable Cities Programs at HUD; and the Urban Volunteer Program at ACTION. These programs are complementary to the Urban Park and Recreation Recovery proposal, thus coordination in the early stages of program development is likely to have a significant pay-off. Furthermore, we have opened up better channels of communication and improved cooperative efforts with the managers of existing programs such as CETA, which greatly affect urban recreation activities.

Working together we intend to revitalize distressed urban areas, to restore economic health to our cities and to upgrade the urban environment.

Just as the energy conservation ethic has affected every agency in the Federal Government, so too is the "urban revitalization ethic" increasingly influencing our decision-making process . . . as it should . . . as it must.

The Department of the Interior is the nation's principal resource conservation agency. Our programs significantly impact and concern urban dwellers. We play a major role in contributing to the quality of life throughout the nation . . . in all places . . . for all people.

Legislation is already well advanced in the 95th Congress to establish eight new national parks in urban areas. The Department of the Interior is attempting to identify innovative means of preserving open spaces in or near urban areas. The most recent urban addition to the National Park System, Lowell National Cultural Park, represents a bold new effort in combined local/State/Federal cooperation. Also, the Department of the Interior is already on record as supporting a local/State/Federal partnership as the most feasible means of protecting the Santa Monica Mountains north of Los Angeles. We have proposed that the Congress establish Santa Monica as an "Area of National Concern" which would combine Federal financial and technical support with local and State management and planning activities. For too many years acquisition has been the only tool to preserve unique open space like the Santa Monicas from unsuitable development. Both fee and less-than-fee acquisition as well as regulatory techniques would be considered in determining the optimum plan for landscape protection. The intent here is to use more effective and economically-viable methods to preserve open

space by encouraging local and State governments to use the powers they have under the Constitution to foster rational land use and development. The partnership we advocate in the Area of National Concern concept must be based on a mutual desire to protect the resources.

Other important influences on the quality of urban life are generated by the Land and Water Conservation Fund which has helped many urban communities to acquire and develop parkland. Fifty-nine percent of the State and local share of the Fund has been spent in metropolitan areas; 16 percent has been used in central cities containing 30 percent of the nation's population. Recent efforts by the Heritage Conservation and Recreation Service, the administering agency, to encourage increased obligation of the Fund's monies in urban areas have been well received by the States.

In response to the new urban emphasis, we have also earmarked \$6 million of the fiscal year 1978 LWCF Contingency Reserve for an Urban Recreation Demonstration Program. The Demonstration Program will further encourage the States to improve recreational opportunities for urban residents. The first project to be funded under this program is known as "A Playground for All Children" to be constructed on the site of the 1965 World's Fair in Flushing Meadow in New York City. It will serve a highly populated area of the city and provide an innovative recreational setting where handicapped and non-handicapped children aged 3 to 11 will have the opportunity to play together.

To better respond to urban recreation needs, HRCS is currently revising the guidelines for preparation of Statewide Comprehensive Outdoor Recreation Plans (SCORPs) to ensure full participation by all publics and to require that the Plans uniformly address significant National issues—including a strong focus on urban recreation.

An urban emphasis is also being implemented in the administration of the Historic Preservation Fund Grant-in-Aid Program. The primary objective of this program is preserving significant properties in relation to the nation's history, architecture, archeology and culture. In fiscal 1977, 57 percent of the grant's total funds were expended in urban areas. Many of these projects stimulated substantial non-Federal funding support. For example, an initial grant of \$20,000 to acquire and stabilize the old Dunbar Hotel in Los Angeles resulted in a community commitment of \$1 million to the project.

These are only a few of the Department's programs which directly affect the urban environment. Today I am here to support a new program to rehabilitate locally administered urban park and recreation lands and facilities. This program is based largely on the findings of the National Urban Recreation Study, mandated by Public Law 94-422. Chris Delaporte will elaborate on those findings in his statement.

I would like to emphasize now, however, that this study verified the fact that urban recreation problems do not exist in a vacuum. They are an integral part of a whole complex of urban problems . . . housing, transportation, education, health, social services, crime prevention, environmental protection, urban design and community development. Parks are one of the vital lifesigns of a healthy community. Deteriorated and unusable parks are often starkly visible symptoms of blight and decay. Too often a city's recreation programs are the first public resources to be neglected when a neighborhood begins to go downhill.

Consequently, park restoration and effective recreation programming can be highly cost-effective first steps in neighborhood revitalization, bringing to residents a renewed pride in their community and belief that the tide of decay has turned. Renewed open spaces can often be an important component to urban redevelopment strategies. Recreation and open space are vital to the health and welfare of all people, in all places . . . regardless of their income, race or ethnic origin.

Due to economic and social constraints, many urban dwellers have, in the past, been unable to enjoy the direct benefits of Federal, State and regional recreation resources. The Urban Recreation Recovery Program will address some of the needs of the most deprived urban residents.

In closing, I would like to assure the Committee that the Department of the Interior is in no way diluting its commitment to the conservation of natural resources or to the preservation of our cultural heritage. On the contrary, we have recognized and are acting on the fact that our mission and our responsibilities require a commitment to improve all types of environments, man-made as well as natural. We are essential participants in the "New Partnership" that will implement the President's Urban Policy.

STATEMENT OF CHRIS THERRAL DELAPORTE, DIRECTOR, HERITAGE CONSERVATION
AND RECREATION SERVICE, DEPARTMENT OF THE INTERIOR

Over 70 percent of our nation's population live in urban areas. For many urban dwellers, access to recreation opportunities is limited by geographic or economic factors. In a number of cities, opportunities have actually declined in recent years because of aging facilities and fiscal restraints. In a time of increasing recreation demand, when energy and economic conditions are making it more and more desirable to recreate close to home, many urban residents have become deeply concerned about loss of existing and potential recreation lands, facilities, and programs.

The realization of this urban recreation plight led the U.S. Congress in 1976 to request the Secretary of Interior to study the needs, problems and opportunities for recreation in urban America and to develop options to ameliorate recreational deficiency and enhance recreational opportunity for urban populations (Public Law 94-422, Section 12; September 28, 1976).

To fulfill this mandate, we undertook a study that included field investigations in 17 metropolitan areas to meet the following objectives:

- Identify major issues and problems related to parks and recreation funding and expenditures.

- Gain citywide and neighborhood perspectives on recreation services, administrative structures, and personnel problems of recreation suppliers.

- Analyze the status of planning, research and environmental programs.

- Assess the adequacy of existing open space and recreation systems.

- Identify and evaluate significant open space opportunities.

- Propose alternatives for providing recreational areas and protecting open space and natural and cultural areas.

To meet the objectives 17 of the nation's most highly populated urban areas were chosen for study. Within these 17 areas, which are home to 71 million people, field teams examined the recreation and open space conditions of 88 local jurisdictions, half of which were central cities, the other half included satellite cities and suburban towns and counties. The field teams also focussed on the recreation problems and opportunities in over 150 neighborhoods in these communities.

To gather the information, meetings were held with groups representing agencies, organizations industries and citizens familiar with parks, recreation and open space within each area. From the beginning, the teams involved large numbers of public recreation staff, other Federal, State and local officials, as well as private individuals and groups.

We were pleased to present the results of this effort—the National Urban Recreation Study—to the Congress on February 18, 1978. The final product consists of the Executive Report, the 17 Field Studies, and special reports in the areas of open space, existing Federal programs, arts and culture, environmental education, voluntary efforts, private commercial recreation, and an urban recreation bibliography.

The study documents the crisis in urban recreation systems all over the country, and presents a wealth of innovative, and most importantly, action-oriented options for dealing with this crisis. We are already moving to implement some of these options, as (Secretary Andrus) indicated in his introductory remarks. The most important initiative to come out of the study so far, the proposed Urban Park and Recreation Recovery Program, will be discussed more fully by Meg Maguire. But let me take a few moments to put these actions into context by highlighting the major findings of the study.

The most pressing needs in urban areas are for funds to maintain and rehabilitate park systems. Costs for operating and maintaining recreation lands and service are rising rapidly, while local recreation budgets are being cut. In over half the cities studied, the park and recreation budget had been cut within the last five years. As localities are unable to maintain services, facilities deteriorate and recreation programs are eliminated. If the taxpayer sentiment as expressed by Proposition 13 grows, park systems may see their budgets severely slashed in the near future. In San Francisco, for example, officials predicted that as a result of Proposition 13, 67 to 80 recreation centers, all the golf courses, and 6 to 9 swimming pools will close.

Because of under-maintenance and the age of systems, rehabilitation of existing facilities is a critical need in large, older cities and their suburbs, but renovation efforts are hampered by the fiscal distress of older core and satellite cities.

As local funds for parks and recreation diminish, communities are turning to the Federal Government for support. Federal assistance programs provided \$1.2 billion, or 35.4% of all funds used by cities and counties for parks and recreation in Fiscal Year 1976. This total includes \$127 million from LWCF, \$317 million from GRS, \$132 million from CDBG and an estimated \$600 million from CETA.

The Land and Water Conservation Fund—the major categorical grant program for recreation—provides almost twice as much money per capita to suburban areas as to central cities. Only 16 percent of the State and local share of the Fund has been expended in central cities containing 30% of the national population.

Many communities are heavily dependent on CETA workers to maintain their park systems. In many cities, thirty to fifty percent of the existing park and recreation personnel are CETA workers. Although CETA has enabled park and recreation agencies in economically hard-pressed cities to maintain services that they would have been unable to provide with local funds alone, a loss of CETA funds would spell disaster for many of our urban park systems. California may shortly give us a preview of exactly what the loss of CETA personnel will mean. Based on current CETA regulations, if a permanent employee is laid off, all CETA workers in the same or substantially equivalent job within the employing agency must be laid off as well. Thus, those jurisdictions in California that cut public recreation services because of Proposition 13 will find themselves forced to forego the services of many CETA workers who will be required to transfer into other jobs. In Los Angeles County, for example, 80 percent of the park and recreation employees will be let go. Almost a quarter of these are CETA funded.

Community development and revenue sharing funds have been used for recreation, but they are used least in the older, economically hard-pressed cities where block grants funds are used for other essential services.

The existing Federal programs do not address many of the priority recreation needs of urban areas. Our primary Federal parks program, the LWCF, was not designed to help localities maintain or rehabilitate their parks, although it is now being used for rehabilitation in older cities. Most Federal support for urban recreation comes from community development, manpower, and human service programs, but the agencies running these programs have made little attempt either to understand the impact of their programs on recreation or to coordinate the use of their programs for recreation. Federal dollars could be made much more effective by an approach which encourages Federal, State, and local cooperation in addressing critical urban recreation problems. President Carter's Urban Policy has recommended such an approach.

People in urban areas want a well-balanced system of urban recreation opportunities which includes close-to-home neighborhood facilities and programs for all segments of the population. Almost without exception, people we talked to in neighborhoods sampled during the field studies said that nearby facilities and programs met more of their recreational needs than more distant regional, State, or national areas. However, in a large majority of the urban neighborhoods sampled, and in all of the low income neighborhoods, residents expressed substantial dissatisfaction with their nearby recreation opportunities.

Close-to-home recreation is especially important for the forty-five million people in the United States, often elderly or low-income, who live in households without cars. Many of them live in inner city neighborhoods which have the greatest deficiencies of open space and recreation programs.

Urban residents do not perceive the indoor and outdoor recreation differences emphasized in the Federal recreation policy, and stress that the need for indoor facilities and activities is just as great as the need for outdoor areas. The greatest opportunity for indoor recreation lies in the use of schools. Of the neighborhoods we studied which were satisfied with their recreation opportunities, 75 percent had schools which were open after hours for community use; in the dissatisfied neighborhoods, only 20 percent had community school programs. Many of these programs have recently been discontinued due to lack of funds.

Many other resources—old, abandoned railroad stations, theaters, warehouses can be converted to excellent indoor facilities, while churches, community centers, and other public buildings have unrealized potential for recreation use in conjunction with their primary functions.

The private voluntary sector, which provides a large share of the recreation opportunities in urban areas, especially to the inner city and special populations, is having great difficulty maintaining its traditionally excellent level of services. Loss of membership and rising costs have reduced the recreation services of

private voluntary organizations in four of the six largest central cities in the U.S. Others are being forced to raise their fees and thereby make their services too expensive for the populations they originally served.

The state of planning for park and recreation services is in very sad shape. few cities survey citizens to determine needs, and very few had plans that were currently serving as a guide for their programs and policies.

Integrated policy planning for park and recreation services at the local level is almost entirely absent. This had led to fragmentation of services, lack of coordination among public and private agencies, and an inability to make the most of Federal funding.

Few urban areas have effective mechanisms for coordination of recreation services and facilities. While virtually all jurisdictions report some informal cooperation in use of facilities, only one-fourth have formal councils that coordinate recreation services, and often the private sector is not represented.

Though natural areas are important to city residents—as a kind of urban breathing space—they meet only a small portion of total urban recreation needs. Yet, there is an incredible array of metropolitan area open space which remains unprotected—like forests and farmlands, river corridors, mountains, riverfronts, and lakeshores—for which the local, State and Federal governments have a responsibility. The most densely settled urban areas have the least park land. For example, Cuyahoga County, where Cleveland is located, has 53 percent of the population of the Cleveland SCSA, but only 17 percent of the open space. Suburban Portage County, on the other hand, has only 5 percent of the SCSA population, but has 27 percent of the SCSA's park land.

To try to rectify these disparities by purchasing land is nearly impossible and incredibly expensive. For example, a 1.7 acre park site in downtown Atlanta was recently valued at over \$9 million and only a donation made its development as a park possible. Vacant land in downtown Houston costs between \$300,000 and \$650,000 per acre, while the cost of undeveloped land on Houston's urban fringe costs only \$20,000 to \$65,000 per acre. A large number of potential open space sites exist in the study areas, primarily outside cities, but the values of most of these open space sites are environmental and economic rather than recreational. In the 17 field study areas alone, almost 200 potential open space sites ranging in size from 2 to 1,000,000 acres, were identified.

Protecting all the valuable areas being threatened by unsuitable development will require better use of land protection tools such as zoning, performance standards for developments, tax incentives and easements in addition to full fee acquisition. Land purchases are just one among many approaches to open space protection, not a total solution. In fact, over-reliance on public acquisition can lead to loss of unique resources, due to purchase delays and cost escalations, which might have been saved under more comprehensive strategies. At the metropolitan level, lack of common land use goals and strategies also makes protection of identified regional open space very difficult.

The second half of the report presents options, not recommendations, to deal with the range of issues illuminated by the study. The options include actions that can be taken by the local, State and Federal levels of government. They include actions both to preserve urban open space and to improve recreation opportunities, and range from small modifications of existing programs to major new initiatives such as the Urban Park and Recreation Recovery Act. Some of these options are already being acted upon by the Department—i.e., the Recovery Program, the Areas of National Concern, coordination with the Departments of Labor, HUD, Commerce, and others, while many more are still being explored to try to find solutions to those problems we have yet to tackle.

STATEMENT OF MARGARET G. MAGUIRE, DEPUTY DIRECTOR, HERITAGE CONSERVATION AND RECREATION SERVICE, DEPARTMENT OF THE INTERIOR

Mr. Chairman and Members of the Subcommittee, one of the National Urban Recreation Study's major findings is that physical deterioration of urban recreation areas and facilities has seriously affected the ability of local governments to meet community recreation needs. S. 3163, the Administration's Urban Park and Recreation Recovery proposal, addresses this problem as part of the overall national urban policy.

Many older American cities made their first investments in park lands and facilities in the late 1800's or at the turn of the century. The early origins of

New York's Central Park (1857) are often cited, but Chicago's Grant Park, Atlanta's Piedmont Park, St. Louis' Forest Park, Philadelphia's Fairmount Park, Boston's Franklin Park, and Seattle's Denny Park are only a sample of many city parks established during this period. Further booms in city park development occurred in the 1920's and 1930's. Heavy use over the years, normal wear and tear, vandalism, redevelopment or decay or surrounding areas, and changing needs of residents have taken their toll of such older facilities, particularly in central cities with declining tax resources, shifting populations and high unemployment levels. Specific needs for rehabilitation of older parks and recreation areas were identified in most of the 17 field study areas, including Akron, Atlanta, Boston, Chicago, Cleveland, Denver, Detroit, Gary, Los Angeles, New York, Philadelphia and Seattle. It appears that almost every large and medium-sized city has some older facilities in need either of refurbishment to be fully functional or of redesign to meet the needs of today's residents.

These deteriorating and obsolescent facilities are often located in densely populated residential areas with obvious deficiencies in recreation services. Thus a program to stimulate redesign, renovation and expansion of community recreation facilities, and most important local recommitment to responsive recreation programs, has great potential to meet some of the most pressing urban recreation needs.

This potential has already been recognized in some cities. Detroit has recently completed a \$10 million renovation of its Belle Isle park as one element in a river-front revitalization program. New York is currently implementing a program to renovate recreation centers in 88 neighborhoods throughout the city.

Another major problem identified in almost every field study area is the effect of recent budget constraints, combined with rapidly increasing costs for energy, materials and services, on normal operation and maintenance of park and recreation systems. There is no doubt that undermaintenance has been one cause of facility deterioration in some cities. Although the Administration has recognized these problems under such programs as CETA and the proposed Labor Intensive Public Works program, it is opposed to categorical Federal grants for routine recreation operation and maintenance, and feels that operation and maintenance cost should be a local responsibility. Assumption of such costs signifies a minimum local commitment to ongoing recreation programs and has, therefore, been a condition of many capital grant programs, including the Land and a Water Conservation Fund. While this bill does not provide direct funding for operation and maintenance, it contains a number of incentives for local and private initiatives to address continuing needs for operational funding.

We feel that these incentives can be successful in stimulating reinvestment in recreation resources and services in distressed urban areas, just as the LWCF program has successfully stimulated large and ongoing commitments to State, regional and local programs outside the central cities. Overall investment in local recreation systems would be stimulated in several ways. Formal expressions of ongoing commitments to planning, rehabilitation, operation and maintenance will be required as a condition for grants under the program. Participating governments must prepare Park and Recreation Recovery Plans, and these plans will emphasize development of local goals and priorities in coordination with other community development programs, the expressed desires of citizens and State recreation planning efforts. This policy planning process, if adequately responsive to the concerns of community and neighborhood residents can be a major factor in increasing community support for ongoing recreation programs. Involvement of elected officials, business and private non-profit groups in the definition of rehabilitation needs and priorities is also expected to increase commitments of public and private resources to operational programs. In addition, project approval criteria would give precedence to projects with strong citizen and private sector involvement.

This concludes my general remarks on the bill, Mr. Chairman. We have also prepared a section-by-section analysis of S. 3163. I shall be glad to go over this with you in detail or to answer any questions you may have.

SECTION-BY-SECTION ANALYSIS OF S. 3163

SEC. 1—Title.

SEC. 2—Findings and Purposes. This section sets forth the findings of the National Urban Recreation Study which support the rehabilitation objectives of the program. It conveys the complementary nature of the program in relation to existing recreation and urban development grants and other proposed urban revitalization measures.

SEC. 3—Urban Park Recreation Recovery Program. This is the basic authority for the Secretary of the Interior to establish and administer grant assistance for rehabilitation of urban recreation areas and facilities.

Preparation of this proposal involved substantial coordination between Interior and HUD and the legislation as submitted reflects, in a number of ways, HUD's concerns for coordination with their other urban thrusts and with the special emphases of the President's urban policy. Interior's knowledge of recreation problems, both urban and rural, combined with the relationships we have developed with State and local agencies in administration of Land and Water Conservation Fund grants give us unique qualifications to address urban recreation needs which have previously been lots in the shuffle of other urban development and resource conservation priorities at both Federal and local levels. The Department is in a good position to work with other Federal agencies to enhance the impacts of their programs on urban recreation. Our coordination of Recovery grants would be tied, not only to HUD's community development and neighborhood stabilization efforts, but to EDA's public works grants, Labor's CETA funding, ACTION's volunteer service programs and the relevant recreation strategies of such land managers as the Forest Service and Corps of Engineers.

We in Interior have been steadily increasing our involvement with urban issues and populations for some time. The Heritage Conservation and Recreation Service, the National Park Service, the Fish and Wildlife Service and the Bureau of Land Management have become increasingly responsive to the needs of urban residents over the last 15 years. The extent and nature of Interior's urban role was a major focus of the National Urban Recreation Study. That study reflects our recognition that there is ultimately only one environment, encompassing both the natural and man-made, and that we dare not neglect the needs of either one if we wish to protect and enhance the whole. Thus, we believe that we can be sensitive to urban recreation needs without neglecting conservation of natural resources and that we can commit ourselves fully to protecting wilderness and wildlife only by recognizing the needs of people for recreation, both close-to-home, in the urban areas where two thirds of our people live, and in rural or natural settings which must be conserved to meet the future needs of an increasingly urban society.

SEC. 4—Definitions. We recognize that this program would address only a fraction of total urban recreation needs. It is intended to complement, not substitute for, existing Federal, State and local recreation funding. To obtain maximum benefits from the limited funds to be available, it is necessary to target grants carefully. The definitions help to do this in several ways. First of all, they focus on existing parks and facilities, indoor and outdoor, that can be identified as meeting the most critical needs of urban residents for close-to-home recreation services. The Land and Water Conservation Fund and Community Development grants will still be available for essential acquisition and development of new parks to fill gaps in overall recreation systems, but the Recovery program will address deficiencies in the quite substantial resources that local governments already possess. We believe, however, that by encouraging local citizens and governments to address their existing resources, the program will also help to generate complementary actions to eliminate land and facility distribution problems. Within the general limits on use to revitalize existing areas and facilities, it is our intent to allow maximum flexibility for creative State, local and private rehabilitation actions. For example, where justified the program might fund completely new construction on an existing site, or total landscape rehabilitation of a community park, or renovation of buildings or sites previously used for other purposes but newly and permanently dedicated to recreation, including buildings or sites donated by a State or private entity.

To ensure full coordination with other urban programs in a locality, chief executives of general purpose local governments would be the prime applicants under the program, but special purpose governments such as school and park districts would be encouraged to submit projects through the general purpose governments.

SEC. 5—Grants to Implement Program. This section deals with eligibility of general and special purpose local governments to receive 50 percent matching grants for the purposes of the Act, and with requirements and procedures for participation in the program. Generally, this section emphasizes two major thrusts of the President's urban policy: (1) challenging States, local governments and the private sector to commit their own resources to urban revitalization, and (2) targeting of Federal incentive funds to the urban areas of greatest need.

(1) Project selection and approval criteria listed in Section 5(d) contain several incentives for local action to meet the most critical recreation needs, to involve residents of affected communities or neighborhoods in recovery planning and project development, to link recreation recovery efforts with ongoing community planning and development programs and with other urban revitalization efforts if and when enacted, and to encourage State and private support for projects in the form of financial contributions, in-kind donations or voluntary services.

Some fiscally-distressed cities have complained of their difficulty in paying 50 percent of projects costs under the Land and Water Conservation Fund program. Why, then, provide for 50 percent matching under this new program which is specifically aimed at hard-pressed cities? Precisely to provide strong incentives for private and State involvement in urban recreation; some of the most creative and successful efforts to meet urban recreation needs come from cooperative State-local and public-private cooperation. Many examples of such creative cooperation are included in the urban study, including New York City neighborhoods through funding of nonprofit voluntary and other private sector organizations, Milwaukee's "Lighted Schoolhouse" program to make maximum use of public schools for community recreation, Denver's Platte River Greenway project which has restored 10 miles of the city's riverfront as a linear greenbelt, and Chicago's Open Lands Project which has stimulated private-public cooperation for open space protection and environmental education throughout north-eastern Illinois.

States are specifically challenged by Section 5(g). This "State matching incentive" would allow increases in the Federal share of project costs in the form of dollar-for-dollar bonus matching for State contributions of up to 25 percent of total project costs. This provision would allow up to 75 percent Federal matching with a 25 percent State match. The State matching incentive would encourage States to help their cities while providing flexibility for local and State governments on the share of project costs that each would bear. It would also encourage State-local coordination in recreation planning and development and greater State involvement in monitoring the progress of projects.

To stimulate local government commitments to their own recreation systems, section 5(e) requires submission by local applicants of local park and recreation recovery plans. The purpose of this requirement is not so much submission of a planning document, as it is encouragement of an ongoing planning and coordination process to ensure systematic identification of rehabilitation needs and priorities and long-term commitments to overall rehabilitation, staffing, and maintenance. We are sensitive to the fears of localities about new Federal red-tape, and are already talking to State and local representatives to identify common-sensical approaches to development of policy plans which provide a vehicle for local commitment without lengthy data collection and analysis processes. In fact, the Heritage Conservation and Recreation Service recently held a preliminary meeting with State and local park officials for this purpose. We do feel that basic recovery plans are essential tools in eliciting formal and public commitments to long-term needs. But these basic tools need not be costly in terms of time or money. We are thinking in terms of action plans of 50 pages or less which contain only a generalized assessment of needs and problems. The critical components of plans could be even briefer, perhaps 10 pages. These action components would be specific statements of goals and priorities for commitment of available resources, with sufficient detail to guide elected decision-makers. The process of identifying specific recovery goals and priorities would be the major vehicle for including the views of community residents and other local agencies.

(2) Targeting of the park and recreation recovery program to cities in economic or physical distress is, we know, a matter of some concern to representatives of less-distressed areas. This approach is proposed for several reasons: (a) The Administration's commitment to turn around urban decay emphasizes special attention to reversing the decline of distressed cities. If these areas are stabilized, all localities and all citizens will benefit. And the lessons we learn in helping distressed cities now may be of inestimable value in helping healthier cities to avoid distress in future. (b) As the National Urban Recreation Study shows, less-distressed communities are in a better position to use other Federal funds for recreation, including Land and Water Conservation Fund, Community Development Block grant, and General Revenue Sharing monies. Our analysis of local recreation financing clearly shows that Federal funds for capital improvements have been used predominantly in financially-healthy areas, rather than in

older central cities. (c) Due to the high cost of urban reconstruction and in order to make a significant impact which will demonstrate the value of systematic recovery programs, it will be necessary to make fairly sizable grants to a relatively small number of areas. It would be unfair to raise the expectations of thousands of local governments across the country and to get them involved in the grant application process when identified priorities under the program would make approval of their projects unlikely.

Based on our discussions with HUD staff, the legislation specifies use of the Urban Development Action Grant criteria for minimum physical and economic distress as one tool for identifying eligible localities. These criteria include six factors—age of housing, per capita income, population lag or decline, employment rate, unemployment rate and percent of residents below the poverty level—as measurements of the relative distress of local jurisdictions on a national scale.

Section 5(d) also requires development of separate priority criteria for project selection and approval which recognize age and condition of existing recreation facilities and demonstrable deficiencies in neighborhood recreation needs, along with other need factors.

I would like to stress here that the legislation mandates only the use of UDAG criteria for applicant eligibility, not HUD's current eligibility lists. We are now examining the ways in which UDAG criteria are responsive to needs for recreation rehabilitation. If relevant revitalization factors warrant, we may include on the Recovery program eligibility lists some local governments that are excluded from HUD's UDAG grants. For example, HUD's application of UDAG criteria to urban counties excludes most major urban counties from eligibility because the populations of cities over 50,000 are subtracted from county totals. We hope that we might be able to assist in rehabilitation of some county facilities which provide direct service to identifiable urban neighborhoods, but only in cases where there is full cooperation and agreement between the city and county. We want to encourage this type of city-county coordination where it is clearly in accord with the spirit of the Act, i.e., oriented toward recovery of urban systems which serve daily recreation needs.

The UDAG criteria, however, are important links to the Administration's overall urban policy. They have been developed with some care. These standards or derivatives of them will probably be used, not only by HUD, but by Federal agencies such as the Economic Development Administration, the Labor Department and the Small Business Administration in implementing other aspects of the President's urban program. While we would not argue that UDAG criteria are now perfect and unchangeable, we do believe that a single set of Federal guidelines for identifying fiscally-distressed cities is very valuable. One of the major problems with previous Federal aid to cities has been inconsistency and conflicting priorities. The UDAG criteria are one of the few tools we now have to help us develop compatible Federal programs which will not confuse the legitimate needs of growing, fiscally-healthy cities with those of declining, financially-troubled ones.

SEC. 6—Coordination of the Program. As previously noted, there are many opportunities for linkages between this program and other existing and proposed urban revitalization efforts.

This section mandates coordination among agencies at the Federal, State and local levels to help insure that no opportunities for mutual support are missed. Possible ties to existing community development and Public Service Employment programs will be strongly emphasized, as will coordination with the labor-intensive public works, neighborhood self-help and Liable Cities (cultural arts) elements of the President's urban package, if these programs are enacted by Congress. An important aspect of the coordination provisions of this bill is their recognition of the need, not only for policy coordination at the national level, but for State-local cooperation and for inter-agency and public-private coordination at the local level.

SEC. 7—Audit Requirements. This is standard language to insure the availability of project records for auditing purposes.

SEC. 8—Authorization of Appropriations. The \$150 million authorization level is in accord with the President's urban policy message and budget proposals.

SEC. 9—Limitation on Use of Funds. In the interest of focusing limited funds on the most critical needs, this section prohibits the use of Recovery grants for land acquisition. This program is complementary to LWCF, CDBG, and other Federal funds that can be used for acquisition, and we would, of course, en-

courage use of these other funds for appropriate expansion of parks or recreation systems which receive rehabilitation assistance under this proposal.

SEC. 10—Expiration of Authority. This time limit on appropriations authority under the new program emphasizes the short-term aspects of the program. It is intended to provide limited funds to help local governments catch up on their long-term rehabilitation schedules, and to stimulate local commitments to ongoing rehabilitation and maintenance which will reduce the need for such catch-up efforts in future. At the end of the authorized five year period, we believe this program will have made substantial, measurable impacts on the degree of State and local commitment to urban recreation and revitalization.

This concludes my statement on S. 3163. I will be happy to answer any questions you may have on this proposal.

Senator METZENBAUM. Thank you for an excellent statement, Mr. Joseph.

Mr. Joseph, I remember when you were up for confirmation and you had a broad span of experiences in leadership roles. I wonder if you would care to comment or if you have an opinion with respect to the question of urban recreation, vis-a-vis the cost of our social problems in American cities today, welfare costs, crime costs, vandalism costs, whether or not there are economies to be effected by spending more dollars in the area of urban recreation and saving other kinds of dollars, a much greater magnitude in other segments of Government programs?

Mr. JOSEPH. Very well, Mr. Chairman. It is my belief that the problems of our urban areas are problems of defects and malfunctioning of the total system. Consequently, I am in favor of a total system approach to those problems.

I think one of the basic problems is the decline in the quality of life. A declining quality of life always leads to various forms of social malpractices. It also leads to a number of other problems and so I would suggest that in trying to address the quality of life problem, it is very important that we look at recreative outlets for those people who are trapped in central cities and who are most disadvantaged.

I think a concern in this area and an attempt to rehabilitate recreational facilities in order to help improve the quality of life in the recreative areas goes hand in hand with other attempts to find ways to deal with the problems of housing and to deal with the problems of education. I think it is a mistake to look at any one of these in isolation.

It is only as we look at it as a part of the total system that we see the proper role of recreation.

Senator METZENBAUM. When the Department came to a conclusion that its program, which I commend them for and which I support only in that I don't think it goes far enough, when they came to the conclusion that all of the funds should be used for rehabilitation, what were the considerations and are there not reasons to reopen that question, for example, if there are abandoned buildings, if there are buildings partially used or not used at all for recreational purposes and can be converted at very modest expenses, is there not some merit in permitting the local governments to have some participatory involvement in these kinds of questions and perhaps making their case to the Federal Government that it is an appropriate way to use the funds?

Mr. JOSEPH. Mr. Chairman, the proposed rehabilitation and recovery program is only one aspect of a total approach to urban recreation needs and the one we are here to discuss today happens only to deal with \$150 million. But as we have looked at the needs of cities and ur-

ban dwellers, it becomes clear to us that there are a variety of things that need to be done.

The question we face is which of those can be done most effectively by the Federal Government, and which of those ought to be done by local communities? Which of those can be done by the public sector and which of those can be done by the private sector?

We think it is important that all levels of government cooperate in addressing this problem. We think it is important that both the private and public sectors cooperate. Within that context, one of the things we propose because we feel that it is a priority issue to be addressed is a program for the rehabilitation and recovery of facilities.

If that was the only thing we were going to do, then I would have to raise some questions myself. But this is only one of the things we are going to do. We hope that the other things we will be doing in terms of consultations, in terms of conferences and what is traditionally called technical assistance will enable local governments to deal with some of their other problems that they ought to address in some cases on the local level, in some cases by volunteers, and in some cases by the private sector. We hope to be a major catalyst and an actor in working with all of these groups to meet the rest of the problems.

Senator METZENBAUM. Would the Department resist strenuously some broadening of the usage clauses of this legislation to make it possible that some portion of the \$150 million per annum could be used for purposes beyond rehabilitation?

Mr. JOSEPH. I think we would have to resist it, Mr. Chairman, and let me tell you why. I mentioned in my opening statement that I spent a number of years as president of a foundation. One of the things I always tried to do was to target resources where there was likely to be the largest multiplier effect.

There was always a competing variety of needs and since it was not possible to meet all of those needs, one had to determine among the competing needs which one would have the most effect. We have determined on the basis of our urban recreation study and on the basis of this proposal that this is one of the areas in which we can have the largest multiplier effect with our limited resources, and we would like very much to stick to that.

Senator METZENBAUM. How do you explain and answer the question of having the largest multiplier effect when you talked about 50-50 participation with the cities and of the cities' most distressed segment of political government in our country at the moment, and it is almost certain that many cities will not be in a position to come in on a 50-50 basis.

That being the case, it is not possible that only those communities that are better off financially will be able to utilize the funds whereas many distressed cities will find that this is one of the Government programs that they will have to pass up because the 50-50 is just too heavy a burden for them to bear?

Mr. JOSEPH. Mr. Chairman, let me answer your question in two parts. The first part has to do with the purpose of the 50-50 match. What we are trying to do is to increase the total amount of resources available for urban recreation and with a 50-50 match, if, let's say the whole \$150 million was matched, we would be talking about \$300 million.

If we increased the Federal share, we would decrease the total amount. That is the first part of my answer.

The second part is the State incentive provision which would allow, if the State matched 25 percent, the other 75 percent to be matched by the Federal Government with the city not having to contribute any matching funds.

So we think that we have found the optimum balance by designing the program in this way.

Senator METZENBAUM. Would you be good enough to explain exactly how you see the State part working? If the State comes in with 25 percent and the Federal Government then comes in with 75 percent, let's take any community, Dayton, Ohio, or the State of Ohio, and there is a \$10 million project.

Now if the State comes in with \$2.5 million and the Federal Government comes in with \$7.5 million and the city comes in with nothing, is that what you are saying?

Mr. JOSEPH. That is possible, yes, under that incentive program, if I follow your figures correctly.

Senator METZENBAUM. What did you say?

Mr. JOSEPH. I said if I followed your figures correctly, that is possible, yes—2½ plus 7½ does equal 10.

Senator METZENBAUM. Give me the rationale as to why the 75-25 with State matching and only 50-50 with city?

Mr. JOSEPH. Well, for one thing I said we started out by trying to increase the total pull of resources but also recognizing one of the problems that you mentioned, that there would be cities that would be so distressed that they might not be able to match the 50 percent.

The State incentive provision encourages the State to contribute. We think it is important for the States to address this local problem and so the incentive is to insure that the States are also involved.

Senator METZENBAUM. Mr. Joseph, you and I would not have too much difficulty in rattling off a list of distressed American cities at the moment that are having financial difficulties and in view of that fact—and they are already going to their State government to ask for assistance—in view of that fact, I am concerned that 50-50 matching even with the 75-25 matching on the State basis becomes an unrealistic approach, and that those cities that probably are in the most need will be the very cities which would receive the least assistance and it would again be a mirage or something that they had hoped for that the wealthier cities would be able to come up with the 50-50 and the poor cities would be left behind?

Mr. JOSEPH. Well, Mr. Chairman, there are a few States with urban park assistance programs which you mentioned is a problem and we recognize that. However, we think that the only way we can address it is through the State incentive program.

As I said, it would allow for some cities to get involved and to get some money without having to put up a single penny themselves.

Senator METZENBAUM. How many Federal programs can you think of that provide for 50-50 matching with the city government? Most programs I think talk about 80-20, 75-25. Factors of that kind, 90-10, the highway program. It is good to say that we hope that it will work, but really I am sitting here and you are sitting there because we both want it to work and we want to be realistic.

It would be better perhaps to contemplate getting more action for the dollar if you can get it 50-50 or 40-60 or even more, but if you can't get the other 50, you can't get the other 60 or you can't get the other 25 or the case may be then you get no action and I am concerned that New York City, Cleveland, Buffalo, Pittsburgh—I am concerned that a number of cities, particularly those in the Northeast and Midwest which have experienced financial difficulties would just not be assisted at all by these programs and that bothers me a lot.

Mr. JOSEPH. Mr. Chairman, you started off by asking whether or not there were any other Federal programs to my knowledge that have such a matching formula. The truth of the matter is that I can think of very few, but one of the programs that I could call to your attention in which we have had some experience is the Land and Water Conservation Fund which has been used in a number of cities and it does require a 50-50 match.

Senator METZENBAUM. But isn't it a fact that the Land and Water Conservation Funds are not really being used as much by the cities for that very reason, and you are raising the point with respect to Land and Water Conservation Funds almost make exactly the point that I am raising, there isn't that much usage or utilization by the cities?

Mr. JOSEPH. Mr. Chairman, what you say is true certainly in the central cities, and that is a problem we are trying to address. Chris Delaporte who is the Director of the Heritage Conservation and Recreation Service would like to answer that. So I will let him do that.

Mr. DELAPORTE. Mr. Chairman, one of the things we need to consider is that the Land and Water Conservation Fund has not been suitable to deal with recreational activities in the central city. The acquisition feature is unsatisfactory to deal with the peculiar problems of not having recreation resources in the center city.

More than twice as much as much of the Land and Water Conservation Fund has gone into suburbia as to the central cities, but that is basically because it has been a fund that has been used in acquisition and growth and development circumstances.

Now what this program that the President and Secretary have recommended here to you today is attempting to do is to come back with what we think is the appropriate vehicle to deal with those problems, and I am confident with the provisions in this act that allow for donated labor and gifts and State involvement. If the State has any interest and sympathy in this matter at all, we think we can put together a good program that works at the central city level. What we have been doing until now in some of our older cities is expanding the inventory to every perimeter of the recreation resource base but neglecting the central city because we have not had the tools that this program provides.

So it could be said in some instances that we really haven't been gaining because we have been essentially letting deterioration occur. I think this program would speak to that problem quite well.

Mr. JOSEPH. Mr. Chairman, Miss Margaret Maguire would like to respond to that.

Ms. MAGUIRE. Yes; I would also like to respond to the requirement for a State match in our program.

If the cities can, in effect, get 100 percent funding for their program, if the State participates, then the great incentive here will be for the cities to go to the State legislature and receive additional assistance.

Right now in very few States is there State assistance for urban recreation problems. If we are to leave this program in 5 years with a recreation system that is in better shape than it is now and has good prospects for continued operating support, more substantial State involvement will be required than currently exists.

Our fear is that if the match is changed substantially, then that incentive on the part of the city to act politically relative to the State and get that State funding in place which has occurred in some States, that incentive will be lost.

Senator METZENBAUM. I wish I were as confident as you that the cities are in a position to go to the State legislatures and just say we need this and come along and get 75-25. I don't think I am going to belabor the point this morning. I would like to make it clear, though, that the chairman is having great difficulty with this 50-50 match for the inner cities of America and I think that it would be helpful if the administration saw fit to meet with the staff, my staff and the staff of the subcommittee to see whether or not we can't come up with something that is more acceptable. A 50-50 match is really not an acceptable formula as I see it, and I would like to improve upon it.

Mr. JOSEPH. Mr. Chairman, I would be glad to have our staff meet with your staff. I must say that we considered a variety of options before we made this recommendation and certainly some of the ones you suggested were things we considered, but we would be glad to talk about that.

Senator METZENBAUM. We are going to submit these questions to you. I do, as I indicated, have a long list of witnesses. You aren't going to have the time to have another day of hearings on this, and I want to get it to markup and so if it meets with your approval, I am going to submit a number of questions to you and hope that you will respond within no later than a week from Friday which would be about July 7 or 8, something like that.

Mr. JOSEPH. Mr. Chairman, we will be pleased to respond and I might add that we will also respond to Senator Hansen's questions that he raised before he left.

Senator METZENBAUM. Thank you very much. I appreciate your being here.

[Subsequent to the hearings Mr. Joseph supplied the following:]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 18, 1978.

HON. HENRY M. JACKSON,
Chairman, Committee on Energy and Natural Resources,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: On June 27, 1978 your Parks and Recreation Subcommittee held hearings on S. 3163, The Urban Park and Recreation Recovery Act. At that time, Senator Hansen asked several questions, and Senator Metzenbaum submitted written questions for our response.

Our answers to the questions posed by Senators Hansen and Metzenbaum are attached.

If we can be of further assistance, please do not hesitate to contact us.

Sincerely,

JAMES A. JOSEPH,
Under Secretary.

QUESTIONS SUBMITTED BY SENATOR METZENBAUM FOR WRITTEN FOLLOW-UP

Question 1. The urban recreation study, identified a wide range of urgent needs. Yet the proposal that was ultimately sent to the Congress, only addresses rehabilitation of existing recreation facilities. Did the Department's initial proposal consider funding more than just rehabilitation, and if so, is the Department capable of administering a more comprehensive program?

Answer. Prior to the President's urban message there were discussions between the Department and the Domestic Council on which aspects of the needs identified might be addressed. These discussions generally centered on the new Federal funding options under Funding Objective 4 (pp. 135-137) of the study. The Recovery program proposal was the Administration's choice among those options, in the light of priority urban needs and limited Federal resources. We intend, however, that the impact of this program will extend well beyond capital rehabilitation and address a number of other needs identified in the study. There are two possible approaches to addressing most of the needs we have identified. One is to provide direct Federal assistance on a categorical basis to meet each specific type of need. The other is to assist local governments in committing their own resources and improving efficiency of operations by providing incentives to do some things on their own as a condition of direct Federal grants for other purposes.

This second approach is the one we have taken in the Administration's Recovery bill. While we recognize that some localities feel the need for categorical grant assistance for park operation and maintenance as well as coordination with schools and non-profit agencies, the Administration's position is that funding these needs from other available Federal, State and local resources should be a measure of basic local commitment to ongoing recreation programs. The Recovery program will provide grants to meet some rehabilitation and planning needs directly, but these grants are complementary to, not a substitute for other local, State and Federal resources.

In administration of the program, we will strive for maximum leveraging of Recovery grant funds to help local governments improve their overall park and recreation systems, including land, facilities, and service programs.

Local utilization of all readily available resources, including schools, transportation corridors and voluntary service organizations is something we, and local residents, have a right to expect in any recreation system. Better coordination of local programs and more efficient use of physical and human resources (including manpower) will be encouraged by our program. But even without our program, these things, like good planning, are sensible things for local governments to do. On the Federal side, there are many funding programs, including CDBG, CETA, LWCF, Revenue Sharing, education, mass transit, National Endowment for the Arts, and poverty efforts which already provide financial support to urban governments and which can be used to address many of the other access and service problems identified in the Study. The Recovery program will be compatible with these other Federal resources, but it is not intended to replace them.

Whether or not the Recovery program is approved, the Department intends to coordinate with existing Federal programs, as well as the new urban revitalization programs proposed by the President, to improve assistance to urban recreation from these sources. We also plan to help local governments improve their management of park and recreation systems through broader technical assistance and clearinghouse programs at the national level. These efforts will emphasize identification of successful approaches to various problems in specific cities and encouraging other urban areas across the country to adapt these successful models to their own needs. We hope that the Recovery program might itself generate some of these success stories, but coordination and technical assistance effort will proceed independently.

Question 2. The report identifies schools as an excellent, presently underutilized, opportunity for recreational purposes. What suggestions do you have that could help guide this committee in making greater use of this resource?

Answer. Schools, especially elementary or secondary schools centrally located in neighborhoods, can be an excellent recreational and cultural resource. Operating schools can provide opportunities for community use after school hours, on weekends, and during the summer. Experience has also shown that schools that are designed with ongoing community use in mind can often be used during school hours as well by the non-school age population. Closed or vacant schools, on the other hand, present valuable opportunities for conversion to recreational use, especially in neighborhoods where indoor recreational facilities are lacking.

The Department of the Interior recognizes the potential of schools as recreational resources, and feels that the Urban Park and Recreation Recovery Act responds to this potential in two basic ways. First, we feel the bill does address the problem of conversion of vacant schools. Schools, or sections of a school, that are no longer needed strictly for educational purposes will, if formally dedicated for recreation purposes, be eligible for Recovery Act funds. Either the local government or the school district, through the local jurisdiction would be eligible to receive the funds. The money could be used to convert spaces to recreation use as well as to rehabilitate them for such use, i.e., to convert classrooms into a therapeutic recreation center as well as to restore a deteriorated gym or swimming pool.

Second, the Department of the Interior will coordinate the Recovery program "to the fullest extent possible" with the Department of Housing and Urban Development and other Federal Departments whose programs affect recreation. Within HUD, community development funds can be used for both capital improvements such as renovation of schools for recreation use and services such as recreation programs. Legislation has also been introduced in the Congress to provide funds for conversion of surplus school property, either for public or private re-use. The legislation provides for HUD administration of the program. For schools that clearly will never be needed again for educational purposes, Recovery Act funds could be used for conversion, but when the city or school district wants to preserve flexibility in the future use of a school, community development or the proposed Surplus School Conservation Act funds may be more appropriate.

The Department of the Interior will also work closely with HEW, whose Community Schools program, if it is renewed by Congress, will assist school districts to make available a range of services—educational, health-related, cultural, recreational—to the entire surrounding community.

Question 3. What does the Administration intend to accomplish by this legislation?

Answer. The bill has several related purposes:

1. Direct Federal assistance to distressed urban areas to meet identified deficiencies related to deterioration of physical facilities for recreation.
2. Stimulation of local commitments to long-term goals and priorities for rehabilitation, operation and maintenance of total recreation systems.
3. Leveraging of other local, State and private resources to multiply benefits to local recreation systems.
4. Coordination with other urban revitalization programs aimed at economic and physical upgrading of decaying cities by improving the quality of life in urban areas.

Question 4. Section 5(d) of S. 3163 states that criteria for grant eligibility shall be based upon the standards established for the Urban Development Action Grants (UDAG). What, if any, modifications would you make to that formula in order to adapt it to this program?

Answer. The legislation mandates only the use of UDAG criteria for applicant eligibility, not HUD's current eligibility lists. We are examining the ways in which UDAG criteria are responsive to needs for recreation rehabilitation. For example, we may include on the Recovery Program eligibility lists some local governments that are excluded from HUD's UDAG grants. HUD's application of UDAG criteria to urban counties excludes all but 10 major counties because city populations within counties are subtracted from county totals and only counties with populations of 200,000 (excluding city figures) are even considered. We would suggest that if the county provides direct service to a definable urban neighborhood and there is full cooperation and agreement between a city and county, then we should be able to consider assistance to the county. We want to encourage this type of city-county coordination where it is clearly in accord with the spirit of the Act.

Section 5(d) also requires development of separate criteria for selection and approval which recognize age and condition of existing recreation facilities and demonstrable deficiencies in neighborhood recreation needs. We are examining these factors and others in developing implementation standards for this Bill.

Question 5. Should this legislation provide assistance for those so-called "pockets of distress" located in large cities which themselves may not be eligible under the UDAG formula?

Answer. The purpose of this legislation is to assist jurisdictions which are distressed. We do not intend to provide assistance to a specific "pocket of distress" in a city which does not qualify. For instance, cities that are growing and fiscally healthy often have areas that are "pockets of distress." The Urban Recreation Study found that less distressed cities are better able to take advantage of LWCF, CDBG and other Federal programs for recreation than those which would be targeted under UDAG criteria.

The intent of targeting provisions of the bill is to assist those cities and urban counties which are the most distressed and do not have adequate local resources for revitalization and recovery.

Question 6. S. 3163 would authorize a 50/50 match for an approved plan, and a 75/75 (Federal/State) ratio if a State provides assistance. (1) How realistic is it to assume that States will provide a 25% match and (2) is it realistic to expect a city, which qualifies as a "distressed city," to match a 50/50 Federal grant? Wouldn't those cities be more likely to participate if the Federal Government were to assume 75% of the cost, regardless of State participation?

Answer. The urban study recognized the problems of competing local priorities which are influenced by the levels of matching under Federal grant programs. Many localities informed us that they could not use LWCF grants because of the 50% matching level. For this reason, a number of options to reduce the local share were considered during development of this legislation. On the other hand, we want to multiply the benefits of this program as much as possible, in terms of both capital and non-capital investments. \$150 million per year will not, by itself, solve the long term problems of deteriorated recreation systems in urban areas, but we think it is likely, based upon our experience with the LWCF, that it can have a major impact if it stimulates substantial State and local commitments.

The State Action Incentive provision (Sec. 5(g)) thus has the dual purpose of stimulating State commitments to the needs of their own cities and reducing the local share of matching grants. We believe that it can do both jobs in a number of States, though probably not in all. The National Governor's Association, in its recent paper "A Proposal to Encourage States to Become Full Partners in a National Urban Policy," strongly supports a combined State-Federal public investment program to target capital expenditures in distressed urban areas. This proposal also makes a strong plea for increased State technical and management assistance to enhance local government capacities in dealing with problems of economic and physical distress. The provisions of S. 3163 would encourage State financial, technical and management assistance for urban recreation programs.

Please note that Sec. 5(g) would provide a Federal match for any State contribution "up to 25% of total project costs." This provides flexibility in the amounts of Federal/State/local shares (e.g., 60/10/30, 65/15/20 or 70/20/10 are possible formulas, in addition to 75/25/0).

On the basis of their past and present assistance programs to local governments, we estimate that 15-20 States may be ready now to help their localities under this program and that a number of other States will be encouraged to follow the example of these early participants. One thing to keep in mind here is the flexibility of matching requirements (Sec. 5(h)) under this bill. States would not necessarily have to enact new categorical grant programs to qualify for Federal bonus matching under the incentive provision. Neither would local governments have to come up with their entire share in cash. Commitment of State revenues from any source (excepting State-administered Federal grants such as LWCF) could qualify a local government for additional Federal matching. Also both State and local shares could include donations of real property, building materials or in-kind construction, technical and planning services, so long as these noncash contributions were in accord with the purposes of the program and with expressed local goals and priorities.

We do not think that matching requirements will necessarily exclude even the most distressed cities from participation in the program. The Interior Department, along with other participants in the new urban program, will take an active role in encouraging States to accept responsibility for assistance in urban recreation recovery, but even if a distressed city is unable to obtain State funding, it should be able, with creative thinking and community support to come up with a 50% match.

Question 7. Do you view these Federal grants as a form of reimbursement of up-front money? And if as reimbursement, won't the distressed cities have trouble raising these funds?

Answer. We are well aware of the financial difficulties posed to distressed communities by Federal grants given on a reimbursable basis, and we have tried to deal with this problem in the Recovery program. We expect that the front-end money to begin the project could be provided from the non-Federal share. Federal payments will be made according to Sec. 5(b), the periodic payments provision, by which "payments may be made from time to time in keeping with the rate of progress" of the project. To accomplish this, the best method may be the use of the letter of credit, which the Administration has supported as an effective mechanism to get Federal funds to grantees as quickly as possible. The Heritage Conservation and Recreation Service has experience with this method, as it is now being used for State and local grants under the Land and Water Conservation Fund.

To ensure that Federal funds are properly used, a portion of the Federal share can be withheld until a project has been satisfactorily completed.

If a State is contributing to a project and cannot provide its share as up-front money, we will try to make arrangement for earlier disbursement of Federal funds. As a general rule, we will try to be as flexible as possible in creating payment arrangements that do not work a hardship on the local communities.

Question 8. How much or what percent of the authorization contained in S. 3163 is expected to be used for planning?

Answer. Sec. 8 of the bill limits total annual expenditures for planning to 3% of annual appropriations. Since the emphasis of Park and Recreation Recovery Plans will be on policies, goals and priorities rather than expensive data gathering or consultant studies, we expect the eligible costs for recovery planning will be limited in most cases to several staff people plus public participation, communications and publication costs. We expect that many jurisdictions with strong ongoing planning programs will cover recovery planning costs from their existing budgets; in such cases, the local costs for planning could be used as part of the local match on a capital project.

Reasonable costs for architectural and engineering fees for specific site planning, would be eligible project costs which would not fall under the 3% limitation. These fees usually should not exceed 2-3% of total capitol projects.

Question 9. It has been suggested that the Federal Recreation Advisory Council be reestablished to provide policy guidance and interagency coordination for all recreation programs. Do you believe that the establishment of such a council should be considered?

Answer. The original Recreation Advisory Council was established by Executive Order in 1962 and included the Secretaries of Interior, Agriculture, Defense, Commerce, and Health, Education and Welfare, and the Administrator of the Housing and Home Finance Agency. In 1966 it was expanded and renamed the President's Council on Recreation and Natural Beauty. Both the original Council and its successor were effective vehicles for coordinating inter-departmental policies and programs.

Several interest groups, including the U.S. Conference of Mayors and the National Recreation and Park Association, have expressed strong support for the re-establishment of a policy coordinating body. We will be conferring with these groups in developing a recommendation for the most effective means to ensure interagency policy and program coordination.

Question 10. To date, the role of the Department of the Interior in urban recreation has been the management of Federal recreation areas. How would we coordinate the existing Federal recreation areas to the proposed program?

Answer. Present Federal recreation programs within the Department of the Interior will be complimentary to and supportive of recreation initiatives implemented under the proposed Urban Park and Recreation Recovery Act of 1978. Departmental experience represents a reservoir of valuable information that can be drawn from in facilitating this program. Departmental programs can also be an invaluable resource in historic and natural resource preservation and protection. The Department's Youth and Manpower programs (Y.C.C. and Y.A.C.C.) enlist many enrollees from urban areas who have had training and exposure in the field and could transfer their skills to local park programs once their training is complete. Areas of National Concern, which involve a local/State/Federal partnership for landscape protection, is an approach being studied by the Department. This approach employs multi-level involvement in acquisition, protection, management and activity programming. It encompasses additional urban recreation resources, reclaiming derelict urban land for parks as part of larger strategy of urban revitalization and rehabilitating polluted rivers as urban national rivers for recreational and economic purposes by public and private sectors.

Existing Federal programs can provide some aspects of an experience not available on a local level. For example, a nature study or other special interest group might go to a nearby national facility for a field trip; work training participants might study repair and maintenance of historic structures at an NPS facility. (See also discussion of the role of National parks in urban areas under questions by Senator Hansen.)

Question 11. How important do you consider the requirement that local units of governments examine their entire recreation system before applying for a grant, and what kind of document would you expect to receive?

Answer. Very important. But we emphasize again that lengthy and expensive planning efforts should not be necessary to meet the requirements of the Act. What will be necessary is political willingness by elected officials to identify goals and priorities and to commit themselves and their communities to reaching the goals identified. The amount of data gathering, citizen participation and coordination needed in each locality will depend on each community's present planning efforts, the degree of consensus on community problems and approaches and the extent of citizen support for recreation programs. We are interested in demonstrable agreement on a recreation action plan which ties into citizen concerns and other aspects of urban development and revitalization, not in planning methodologies.

Section 5(g) does not require comprehensive park and recreation plans that address every need and problem within recreation systems, but it does require some assessment of the overall system to determine more limited goals and priorities for a recovery program. Rational decisions on recovery projects cannot be made without some overview of total system needs, but this overall assessment need be little more than a formal statement of goals and priorities. We are already talking to State and local officials about ways to keep "red tape" to a minimum. For jurisdictions already doing some sort of formal recreation planning, this requirement should be relatively easy to meet.

Frankly, while this proposal carefully avoids imposing planning requirements which might be a burden to some local governments or prevent them from participating in the program, we hope that the more limited Recovery planning process will ultimately encourage comprehensive, long term planning by local recreation providers. The National Urban Recreation Study and other analyses have revealed that the general state of local recreation planning is abysmal. Many localities are merely reacting to day-to-day problems, and are not really committed to an ongoing process to coordinate and guide public and private decisions affecting recreation opportunities. Recovery program requirements would encourage such jurisdictions not just to prepare a document to qualify for this grant program, but to use the process to help define their problems, goals and priorities and to communicate and coordinate with citizens, the private sector and other government agencies. The goal will be planning efforts which would have value to a community even if there were no grants.

We will do all we can, in conjunction with States, professional organizations and more successful communities, to aid those urban areas with limited planning capabilities. In addition, this proposal provides for an interim eligibility period during which localities could receive financial assistance for both planning and rehabilitation purposes. In short, we hope to strike a balance in administration of planning requirements which will neither penalize those governments without much present planning capability nor waste the time of those that have been successfully planning for some time.

RESPONSE TO QUESTIONS RAISED IN SENATOR HANSEN'S OPENING STATEMENT

Senator HANSEN. Shouldn't this committee explore the roles and validity of large National Recreation Areas and the small neighborhood parks? Shouldn't we know? Do we know what local government can or should do?

Answer. Defining the relationship between large, regional open space areas such as National Recreation Areas and close-to-home community and neighborhood parks was a major purpose of the urban recreation study. One basic finding of the study was that urban open spaces have their own values, including scenic and cultural protection, air, water and soil conservation, agricultural and recreation benefits, but that community neighborhood parks in residential areas frequently provide much greater recreation benefits in terms of the numbers of citizens served and the variety of services offered. As Linda Billings of the Sierra Club said, an ideal park model should recognize that regional open space parks and neighborhood recreation areas provide essential but different recreational bene-

fits to urban residents. A corollary of this is that we must begin to recognize all the intrinsic values of open space without placing the entire burden of open space protection programs on "meeting urban recreation needs."

The urban study followed its Congressional mandate in presenting policy and program options rather than definitive recommendations on Federal roles in management of urban parks versus assistance to State and local governments in meeting urban open space and recreation needs. The study does not, therefore, finally resolve this question. As we have said, the Department is now working on a redefinition of National Recreation Policy which will address the appropriateness of federally managed urban recreation areas more explicitly. We intend to include this new definition in the Nationwide Recreation Plan to be completed late this year. Based on the urban study, there appear to be at least three main considerations in a balanced national policy: 1. Recognition of a direct Federal management role in some urban areas, but only where resources or situations are of national significance. Existing standards for national significance may be either reaffirmed or redefined by a new policy. 2. Recognition of the primary role of State and local governments in meeting day-to-day needs for recreation services and in protecting regional open space. Most State and local park people contacted during the study felt that the Federal role in urban areas should be financing and technical assistance rather than management. Therefore a national policy should provide clear guidance on appropriate types of Federal assistance in terms of programs which support rather than usurp State, local and private efforts. 3. Identification of alternatives to fee simple acquisition for protection of urban open space resources, such as the national reserves or Areas of National Concern concept now being studied.

Senator HANSEN. How about the private sector? Could incentives (tax or bonus) be used to provide recreational opportunities?

Answer. Examination of roles and alternatives as part of the definition of National Recreation Policy would include the role of private property owners, private-for-profit firms, and private-non-profit organizations in open space protection and providing recreation opportunities. We have a Nationwide Plan task force working on this aspect now. Tax incentives for land protection, donations or free provision of recreation services by private firms are possible alternatives to direct public expenditures. However, studies in this area (e.g., Technical Report No. 3, NURS among others) indicate that tax incentives are not too effective by themselves; they must be part of overall land protection strategies and recreation policies to insure that public benefits equal or exceed tax reductions.

Senator HANSEN. Does the passage of S. 3163 obviate the need for new large urban parks?

Answer. S. 3163 does not necessarily obviate the need for new large urban parks. What it does is to make existing local recreational resources more useable and relevant in areas where recreational opportunities are desperately needed and in short supply and where facilities are in a deteriorated condition.

As stated in our response to your initial question on the validity of large National Recreation Areas and small neighborhood parks, it is necessary to differentiate between the values and purposes of regional open space areas including National Recreation Areas and those of close-to-home community and neighborhood parks. Large urban parks have multiple purposes and can not meet all urban recreation needs. Conversely, community and neighborhood recreational facilities and sites are not substitutes for large regional parks. A balanced system which serves the diverse recreational and open space needs of urban residents is essential. Large urban parks whether or not they are Federally managed are important components of a balanced system.

Senator HANSEN. Can the National Park Service stretch its forces and monies to do all the things required without taking away from the rest of the system?

Answer. Although there was a period for some years past when development and operating funds for the National Park System lagged severely behind needs associated with the addition of new areas and the effects of increased visitation and inflation, the Congress and the Administration are now taking important steps to "catch up" and bring the parks up to acceptable standards. The National Park Service has in the past and will in the future work hard to insure that no park or group of parks suffers as a result of additions to the system. Although there is an inevitable lag between the time new parks are authorized and a full complement of staff and other resources are available to serve the public, we do not think the older parks lose anything as a result. New parks, however, must have new money and manpower.

Senator HANSEN. Should the National Park Service be operating and maintaining all urban parks?

Answer. No one, to our knowledge, has suggested that the National Park Service should manage "all" urban parks. Such a proposal would be unlikely to draw support from any source. Certainly, the National Park Service does not have in its current mission the responsibility for operating and maintaining all urban parks, even if local park agencies wanted it to do this.

We believe that every community from the largest to the smallest, and from the oldest to the newest, should be served by a system of parks and recreation facilities of wide and diverse character. Such facilities should range from sub-neighborhood sites within easy walking distance to areawide facilities offering diverse opportunities for recreation, environmental education, and leisure experiences. They should include highly specialized facilities for handicapped persons and working mothers, and natural areas that preserve environments outside the city.

Although we do not reject all Federal park system areas in urban environments, we will not support the establishment and management of urban parks which do not meet the criteria for national significance. Any Federal presence in the management of urban recreation facilities, however, should be carefully integrated into the roles played by the local and State governments and the private sector.

Senator HANSEN. Are Yosemite, Grand Canyon, and Yellowstone going to suffer because the demand for urban parks and the "political power" of urban areas will put the emphasis there for the next few decades?

Answer. We certainly hope not. We do not see the needs for improving the urban balance in an "either-or" relationship with older, more rural parks such as Yellowstone. Both needs must be addressed in a balanced way that recognizes the important contributions of each to the quality of our national life. One of the basic rationales behind S. 3163 is to provide added resources to local governments to help meet part of the urban needs so that long-established areas and programs do not suffer.

The National Parks must be healthy as an integrated system whether the parks are rural or urban, large or small, natural or historic, recreational or wilderness in Alaska. Congressional actions must seek to preserve the overall balance in the system while attempting to meet urban needs.

Senator HANSEN. Does the Federal till have enough to acquire Chatahoochee, Santa Monica, Lowell, Cuyahoga, et al. in fee simple?

Answer. Assuming that between now and 1989, Congress appropriates the funds for acquisition which the President requests, the Federal government will be able to acquire in fee simple, existing authorized areas such as Cuyahoga and Big Cypress and likely to be authorized areas such as Chattahoochee.

In general, however, the Department agrees that full fee acquisition of all future parks is financially impractical, and we therefore support with enthusiasm alternatives that work toward the most cost-effective mix of acquisition and that land use control mechanisms by whatever level of government is best able to do the job.

The strategy called for in the Lowell legislation and that now suggested for Santa Monica involve a mix of fee and less-than-fee acquisitions, combined with regulated land uses by local governments that would not require any land acquisition. These two areas are expected to be managed differently since the National Park Service has some responsibility at Lowell, and the Department has recommended State and local management of the proposed Santa Monica Area of National Concern. This concept was outlined by the Department at the May 5, 1978. Hearings on S. 1906 concerning Channel Islands and Santa Monica Mountains.

The present concept at Chattahoochee would limit fee acquisition to a series of modes along the river, leaving the balance of the area to be controlled through non-acquisition methods by the State and local governments.

Only about half of the park area contained within the Cuyahoga Valley NRA is to be acquired in fee, the balance being either already in some form of public ownership or in compatible private ownerships that will not be acquired as part of the park.

Senator HANSEN. Is CETA really working?

Answer. As you know, the legislation to extend and amend the Comprehensive Employment and Training Act of 1973 is presently being considered by Congress. The basic purpose of the original CETA legislation was 1) to decategorize the employment and training programs previously administered under the Manpower Development and Training Act, the Economic Opportunity Act and the Emergency

Employment Act and 2) to create a system of local planning and delivery subject to Federal supervision to ensure achievement of program objectives. The original statute was enacted when the unemployment rate was 4.5 percent, and the funding level for the program was under \$2 billion. In less than four years the program has been amended four times and funding has quintupled to meet increasing challenges brought on by rising unemployment and needs for expanded programs. CETA has been used, and has worked, as a basic tool in national policy to combat high unemployment.

Implementation of CETA has been accomplished in a relatively effective manner, considering the rapid growth of the program and, in particular, the large increases in Public Service Employment (PSE) enrollments. However, some isolated examples of fraud and abuse of the program have been discovered. The problems and deficiencies of the CETA program during its growth period have been evaluated and the new legislation incorporates changes to eliminate, to the extent possible, the misuse of CETA funds.

A less publicized but certainly important aspect of the CETA program is its influence on the delivery of local municipal services. One of the most startling findings of the National Urban Recreation Study (Executives Report pp. 72-76, and Technical Report No. 8) was the extent to which local park and recreation departments employ CETA PSE workers. In fiscal year 1976, \$400 million of the PSE funds (CETA Titles II and VI) and \$200 million of the Summer Program for the Employment of Disadvantaged Youth (SPEDY) funds (CETA Title III) were used for parks and recreation jobs by local jurisdictions. In other words an estimated 12 percent of PSE funds and 34 percent of SPEDY funds were used to support parks and recreation workers. CETA accounted for nearly 50 percent of the assistance provided to local jurisdictions for parks and recreation for the six major Federal programs studied. A majority of the cities studied reported a significant and growing reliance on CETA to fund park and recreation personnel. For example, it was estimated that 50 percent of the total full-time park and recreation staff in New York City and Kansas City are CETA funded. In Gary, Indiana, approximately 75 percent are CETA supported. These are the extreme examples, however, dependence of CETA workers in generally widespread. Unfortunately, the long term consequences of using CETA funded workers to enhance local services in the short term has not been thoroughly evaluated. The slow growth in permanent employment opportunities in the parks and recreation field could be interpreted as an indication of the CETA substitution effect." Certainly, the substitution phenomenon is inconsistent with the intent of the CETA legislation.

Several management problems were identified in the National Urban Recreation Study regarding the use of CETA workers in local parks and recreation agencies. It was discovered that communications and administrative inefficiencies reduced the effective delivery of local park and recreational services. These problems were compounded by the noticeable absence of park and recreation officials on CETA local advisory boards. Problems in planning, training, supervision and availability of tools and materials were also identified as hampering the successful use of CETA funded workers in the park and recreation field.

Thus in answer to the question, "Is CETA working?," the answer is yes—the CETA program has been a useful tool in reducing unemployment although changes are necessary to improve its effectiveness. However, if the question were stated differently, "Has CETA been used effectively in complementing and enhancing park and recreation goals of local communities?," the answer would be not always—not in the long run and not in all cases. This was a major finding of the National Urban Recreation Study and the resolution of this problem is a primary objective of the Department of the Interior in cooperation with the Department of Labor. DOL is very receptive to joint efforts to address the issue of CETA impacts on the delivery of local services. The President's Urban Policy statement stressed improved coordination among agencies and different levels of government. We are presently developing a strategy to implement the "New Partnership."

Furthermore, a method to promote the use of CETA funding in conjunction with the Recovery funding is being explored. We are quite enthusiastic about the possibilities for multiplying the benefits of the Recovery program through packaging of Federal assistance programs.

Senator HANSEN. What is a UDAG? The criteria may be sound, but does it in fact work?

Answer. UDAG—Urban Development Action Grants. The Urban Development Action Grants were first authorized by Section 110 of the Housing and Community Development Act of 1977 which was signed into law in August 1977. Criteria for implementation were published as proposed regulations on October 25, 1977. They were developed by the Department of Housing and Urban Development due to the fact that the \$400 million Community Development Block Grant fund was not fully addressing the problems of distressed communities that had exceptional needs for special projects. The criteria were developed by research of every major Federal formula system and private research of eligibility criteria. These criteria include six factors—age of housing, per capita income, population lag or decline, employment rate, unemployment rate and percent of residents below the poverty level—as measurements of the relative distress of local jurisdictions on a national scale.

UDAG qualifies 60 percent of all large metro cities and HUD states that no extremely distressed city was eliminated.

The use of UDAG criteria in the proposed Urban Park and Recreation Recovery Act is important in that it links the program to the Administration's overall urban policy. These standards are being used by HUD, the Small Business Administration and the National Mortgage Guarantee Program; Treasury has developed a list of cities from UDAG for use in the National Development Bank program.

It is important to note that Treasury is not limiting itself to UDAG listings but simply relying on UDAG criteria as a sound formula to begin development of their program. While we would not argue that UDAG is perfect, we do believe that the use of a single set of Federal guidelines for identifying fiscally-distressed cities is very valuable. The UDAG criteria are one of the few tools we now have to help us develop comparable Federal programs which will not confuse the legitimate needs of growing, fiscally-healthy cities with those of declining financially troubled ones.

Finally, in our discussions with HUD, they have made it very clear that UDAG is not unchangeable. They are looking at the criteria and the problems with them. Also, HUD plans to update the figures when 1980 census data are available.

Senator HANSEN. The Senate passed a pilot park transportation bill. Does this bill fit into the picture? How?

Answer. The Senate bill, S. 975, the National Park System Access Act, would authorize a three year pilot transportation program in about 26 parks administered by the National Park Service. The Administration is on record as opposing S. 975. Because S. 975 only applies to federally-administered areas, it would not, if passed, affect the Urban Park and Recreation Recovery Program. No priority would be given to jurisdictions in which a pilot Federal transportation program is operating. In addition, the Recovery program could not be used to support a local recreation transportation system.

We have designed the Recovery Program primarily to fund rehabilitation of neighborhood and community sites and facilities which are easily accessible to a large number of people in distressed cities. Preference will be given to those proposals which will benefit the most recreationally-deprived citizens. The Recovery program will address the accessibility issue by focussing on those sites and facilities which are within walking distance of most users.

Senator METZENBAUM. We now have a group of four representatives of various mayors and cities. The Honorable Jessie Rattley, second vice president of National League of Cities, vice mayor, Newport News, Va., Mr. William B. Stafford, mayor of Seattle, special assistant to the mayor of Seattle, Wash.; Theodore Mastroianni, Atlanta, Ga.; and Mr. Gordon Davis, commissioner of recreation, New York City.

Mr. Davis. Parks and recreation, Mr. Chairman.

Senator METZENBAUM. Sorry about that.

I have four of you and I have four more witnesses that I wanted to hear today and therefore I would ask you since you represent the cities of America and one of you represents a national league of cities, I would ask you to make remarks, totally in 20 minutes and I would like Senator Hansen and myself to have 10 minutes for questioning.

So I will just start over here and go forward.

STATEMENT OF JESSIE RATTLEY, SECOND VICE PRESIDENT, NATIONAL LEAGUE OF CITIES, VICE MAYOR, NEWPORT NEWS, VA.; ACCOMPANIED BY WILLIAM B. STAFFORD, SPECIAL ASSISTANT TO THE MAYOR, SEATTLE, WASH.; THEODORE MASTROIANNI, COMMISSIONER, PARKS, LIBRARIES, AND CULTURAL AFFAIRS, ATLANTA, GA.; AND GORDON DAVIS, COMMISSIONER OF RECREATION AND PARKS, NEW YORK CITY

Mrs. RATTLEY. Mr. Chairman, I am Jessie Rattley, vice mayor of Newport News, Va., and second vice president of the league of cities. I have with me Mr. Tom Tatum, office of Federal regulations in the National League of Cities. The National League of Cities, through its network of State municipal leagues and direct membership cities, represents 15,000 municipalities throughout the country.

The National League of Cities strongly supports enactment of the Urban Parks and Recreation Recovery Act. A part of President Carter's National Urban Policy this legislation demonstrates the growing awareness and responsiveness by the administration and the Congress to the urban dweller's need for adequate recreation facilities. It is the first Federal grant program to address specifically the complex and diverse problem of urban recreation. Many of the Nation's cities are in financial trouble. Declining population, poor environment, high concentration of the Nation's poor, and loss of job facilities have financially strapped many cities and forced them to cut back on a variety of basic services, including the provision of recreational facilities which help make any city a more desirable place in which to live. What this means in terms of art and culture and recreational areas and athletic activities is a substantial reduction of funding and inevitable deterioration of important city facilities. Local governments frequently use Federal aid where permissible to augment their recreation programs. The land and water conservation fund, general revenue sharing, community development bloc grants and the Comprehensive Employment and Training Act are examples of Federal programs which are used to some extent to strengthen local government recreational services.

Some Land and Water Conservation Funding has been used to develop urban parks, while CETA workers have been used to augment city recreational programs and maintain city recreational facilities. In 1976, NLC supported amendments designed to permit LWCF funds to be used in urban areas. This effort was unsuccessful and led NLC to shift its focus to support legislation for a new Federal grant program that addresses directly the needs of urban recreation. NLC favors a Federal grant program for recreation administered by the Department of Interior as the most effective method of meeting critical urban recreation needs. Our policy clearly states that "new legislation should be considered which would establish a wide ranging program specifically designed for urban recreation." Our policy also states that "The Congress and the executive branch should recognize the clear case for an increase in and redistribution of Federal recreation aid; reconstructing of Federal law and administrative practices to enable effective use of these funds by the cities; and insuring an open, consultative and rational process in the States for recreational planning, resource allocation, program implementation and evaluation. New

legislation should be considered that would establish a wide ranging program specifically for urban recreation. Finally, all existing recreation and leisure time programs should be reviewed for their potential urban impacts and should be restructured to maximize the impact.

The National League of Citizens has endorsed the recently released findings of the Department of Interior's National Urban Recreation Study. Alan Beals, our executive director, has made it clear that NLC wants to continue working closely with DOI's Heritage Conservation and Recreation Service on all aspects of the urban recreation problem. NLC strongly supports the bill's emphasis on the need for rehabilitation of existing facilities, especially in older cities and their suburbs. Because of the fiscal distress of these cities, it would be unrealistic to expect that local efforts will correct these deficiencies alone. The study also confirms that "very few states direct their own financial resources to urban recreation." Federal programs such as General Revenue Sharing and counter-cyclical assistance were not designed to meet problems like urban recreation. The bill authorizes \$150 million annually for grants to local governments in urban areas. We believe this amount, though substantially below the overall needs of urban areas for these facilities, is adequate in view of other pressing urban needs in housing and public transportation, CETA, fiscal assistance and other program areas.

We support using a reasonable portion of the 1979 budget authorization for planning grants. Most cities do not have the comprehensive park and recreational facilities rehabilitation programs on the shelf. Since this will be a 5-year program using some of the matching funding for front end planning will produce a better end product. The bill provides that eligibility for grants would be based on need and that need criteria would be based on minimum standards for physical and economic distress established under HUD's urban development action grant program. The League would like to point out that the purpose of the UDAG program was to stimulate economic development activities in severely distressed communities. Those criteria were closely related to the aid being provided, which is not necessarily the case here.

Senator METZENBAUM. I am going to have to cut you off or I am never going to finish this morning. The balance of your statement will be included in the record, and we will submit a number of questions to you, and we hope that you can respond to them by a week from Friday.

Thank you.

[The prepared statement of Mrs. Rattley follows:]

STATEMENT OF JESSIE M. RATTLEY, VICE MAYOR, NEWPORT NEWS, VA., ON BEHALF OF THE NATIONAL LEAGUE OF CITIES

Mr. Chairman, I am Jessie Rattley, Vice Mayor of Newport News, Va., and Second Vice President of the National League of Cities. NLC, through its network of state municipal leagues and direct member cities, represents 15,000 municipalities throughout the country.

The National League of Cities strongly supports enactment of the Urban Parks and Recreation Recovery Act (S. 3163). A part of President Carter's National Urban Policy, this legislation demonstrates the growing awareness and responsiveness by the Administration and the Congress to the urban dweller's need for adequate recreation facilities. It is the first Federal grant program to address specifically the complex and diverse problem of urban recreation.

Many of the nation's cities are in financial trouble. Declining population, poor environment, high concentration of the nation's poor, and loss of job facilities have financially strapped many cities and forced them to cut back on a variety of basic services, including the provision of recreational facilities which help make any city a more desirable place to live.

What this means in terms of art and culture and recreational areas and athletic activities, is a substantial reduction of funding and inevitable deterioration of important city facilities. Local governments frequently use federal aid where permissible to augment their recreation programs. The Land and Water Conservation Fund, General Revenue Sharing, Community Development Block Grants, and the Comprehensive Employment and Training Act are examples of federal programs which are used to some extent to strengthen local government recreational services. Some Land and Water Conservation Funding has been used to develop urban parks, while CETA workers have been used to augment city recreational programs and maintain city recreational facilities.

In 1976, NLC supported amendments designed to permit LWCF funds to be used in urban areas. This effort was unsuccessful and has led NLC to shift its focus to support legislation for a new federal grant program that addresses directly the needs of urban recreation. NLC favors a federal grant program for recreation administered by the Department of Interior as the most effective method of meeting critical urban recreation needs.

NLC's policy clearly states that "new legislation should be considered which would establish a wide ranging program specifically designed for urban recreation." NLC's policy also states that "The Congress and the Executive branch should recognize the clear case for an increase in and redistribution of federal recreation aid; restructuring of federal law and administrative practices to enable effective use of these funds by cities; and ensuring an open, consultative and rational process in the states for recreational planning, resource allocation, program implementation and evaluation. New legislation should be considered that would establish a wide ranging program specifically for urban recreation. Finally, all existing recreation and leisure time programs should be reviewed for their potential urban impacts and should be restructured to maximize that impact."

The legislation also addresses the need for program coordination, which NLC strongly supports. The Urban Parks and Recreation Recovery bill mandates program coordination with the "total urban recovery effort" involving Federal and State programs such as LWCF, CDBG, and CETA. It also requires coordination with community and neighborhood residents.

NLC supports the concept of State Action Incentives as set forth in Section 5(g) of the act. States should be encouraged to assist their cities in developing adequate recreation facilities and programs for their urban populations. Many state parks are simply inaccessible to lower income urban residents who are often totally dependent on public transportation. Also better relationships need to be developed between the states and city park and recreational programs throughout the country.

However, NLC would like to recommend Section 5(b) be rewritten to attract new State dollars to the program so the aggregate five-year program level will not be reduced below a 1.5 billion dollar level. As Section 5(g) is now written the 75 percent federal and 25 percent state match provision will reduce the number of total projects which can be funded throughout the country. NLC recommends a bonus allotment approach to cities in states where the State provides at least half or more the required 50 percent city match. Finally, NLC recommends discretionary authority for the Secretary to make 100 percent grants in hardship cases for distressed cities where the state is unwilling to provide a match and the local governments cannot provide its match because of budget restrictions.

The current urban crisis demonstrates the need for passage of S. 3163. The Interior Department's study confirms the needs for redevelopment of urban recreation facilities as an important part of the redevelopment of our cities. The children of our cities need places to play besides the exhaust fume choked streets of city neighborhoods.

It is imperative that this need be recognized and this legislation be passed as an initial step in improving the quality of life for a substantial number of Americans. It is an important start towards making cities once again competitive as places to live, grow up, raise families, and work. While \$150 million annually falls far short of our overall needs in this area, we realize that at this

time it is an important step forward. In the future, NLC will continue to support strongly the further expansion of legislation directed at providing facilities for all. We must protect the human spirit of the people who populate America's cities.

Mr. Chairman, I thank you for allowing me to appear before you and your committee today on behalf of the NLC and the people of America's cities.

QUESTIONS FOR SECOND VICE MAYOR JESSIE RATTLE

1. Do you think that your city (cities) can quickly assess the overall recreational needs in order to prepare a comprehensive program?

2. How would you rank your need for assistance among the following three categories: 1. physical recovery; 2. improvements in operation and maintenance; 3. augmenting park systems with new areas and programs?

3. Would you care to predict what will happen to your park and recreation budgets over the next five years. What are the difficulties in assuring the federal government, as the legislation requires, that the existing level of recreations funds be continued for the duration of the program?

4. If any legislation were passed providing assistance for "recovery", what kind of relationship is appropriate for cities to have with the state in coordinating state administered funds such as land and water conservation fund? Are you inclined to work with the state in the development of a recovery plan? (If answer is no, ask—do you realize that the legislation provides a bonus for state participation?)

The National League of Cities has endorsed the recently released findings of the Department of Interior's National Urban Recreation Study. Alan Beals, Executive Director of NLC, has made it clear that NLC wants to continue working closely with DOI's Heritage Conservation and Recreation Service on all aspects of the urban recreation problem.

NLC believes that parks and recreation systems are essential weapons in the battle to diminish further urban erosion. The findings of the urban recreation study support this position. The study documents the serious inadequacy of present recreation opportunities; the strong desire of city dwellers for improved recreational facilities as necessary for improving the quality of life in cities; and the inability of local resources and current State and Federal programs to address seriousness of the problem. The Urban Parks and Recreation Recovery bill (S. 3163), an outgrowth of the study, is a first attempt to meet some of the important urban recreation needs documented by the study.

The report finds that urban populations are experiencing usage difficulties with existing National Recreation Areas on the urban fringe. These areas fail to meet the highest priority recreation needs of most city dwellers who desire close-to-home, year-round recreation opportunities, including the availability of indoor facilities. The study confirms that most recreation areas are located some distance from population centers, while central city facilities are underutilized and deteriorating because of limited funds and staff. It also found that critical determinants of citizen satisfaction with community recreation are accessible facilities, diverse programs with imaginative leadership, year-round operations, and good maintenance. Less important were large acreage and elaborate facilities.

NLC strongly supports the bill's emphasis on the need for rehabilitation of existing facilities, especially in older cities and their suburbs. Because of the fiscal distress of these cities, it would be unrealistic to expect that local efforts will correct these deficiencies alone. The study also confirms that "very few states direct their own financial resources to urban recreation." Federal programs such as General Revenue Sharing and counter-cyclical assistance were not designed to meet problems like urban recreation.

These programs are used in older, economically hard-pressed cities primarily for more urgent and essential needs, such as police and fire departments. The Land and Water Conservation Fund, which is the primary federal funding source for recreation, is used mostly in rural and suburban areas, and currently provides only 16 percent of the state and local share of the fund for central cities—where 35 percent of the population lives. No LWCF money can be used as direct grants to local governments and only rarely is it used for indoor facilities.

The bill authorizes \$150 million annually for grants to local governments in urban areas. We believe this amount, though substantially below the overall needs of urban areas for these facilities, is adequate in view of other pressing

urban needs in housing and public transportation, CETA, fiscal assistance and other program areas.

NLC supports using a reasonable portion of the 79 Budget authorization for planning grants. Most cities do not have the comprehensive park and recreational facilities rehabilitation programs on the shelf. Since this will be a five year program using some of the matching funding for front end planning will produce a better end product.

The bill provides that eligibility for grants would be based on need and that need criteria would be based on minimum standards for physical and economic distress established under HUD's urban development action grant program. NLC would like to point out that the purpose of the UDAG program was to stimulate economic development activities in severely distressed communities. Those criteria were closely related to the aid being provided, which is not necessarily the case here.

In fact, since the funding level would meet the needs of very few communities listed as eligible for grants, we question the need for an eligibility list at all. Section 5(g) requires the Secretary to establish priority criteria for project selection and approval which considers several factors, including the condition of existing recreation areas and facilities, demonstrated deficiencies in access to neighborhood recreation opportunities, particularly for low and moderate income and minority residents, and the extent to which employment opportunities would be provided for those of low and moderate income. These are appropriate criteria to use in awarding grants and, consequently, we recommend that provisions of the bill dealing with eligibility be deleted.

5. Does your city really need this program?

6. Is it possible to administer this five-year program without creating state or city dependency on federal subsidies? How can it be achieved? Can you predict what the sixth year would be like?

7. The National Urban Recreation study says that CETA trainees represent the largest majority of employees staffing recreation departments. The study also indicates that this situation has created problems. How could you characterize this problem and could you recommend any solutions?

8. What do you think of these ideas for augmenting recreational opportunities: recycling of abandoned school buildings for recreational use; similar recycling and/or multiple use of other public or private structures; recreation use of abandoned railroad right-of-way, and temporary or permanent use of derelict land for recreation.

NOTE.—These responses are from the perspective of Vice Mayor Rattley representative voicing NLC's policy position rather than as a mayor of one city.

1. We need a small grant for initial planning which can be done quickly.

2. We would rank our needs for assistance as follows: (1) Physical recovery; (2) Improvements in operation and maintenance, and (3) Augmenting park system with new areas and programs.

3. If past experience can be used as a guide, park and recreation budgets, viewed as lower priority, suffer cut back in fiscally distressed cities. There is no reason to believe this will change substantially in the next five years.

4. We support the concept of the coordination of state and city efforts in developing recovery plans, but are concerned about the past lack of effort by state part. We do not want another level of bureaucracy at the state level.

NLC supports a state-city relationship which maximizes funding to cities which this bill is intended to aid. We also support a relationship which minimizes costly and time-consuming bureaucratic review procedures.

5. Yes, most definitely. Until recently, park and recreation programs were not recognized as important in the revitalization of urban centers. The DOI's National Urban Recreation Study has changed this. It documents that the problem exists and that it is significant to people who live in cities. It also exhibits the inadequacy of local resources and current state and federal programs for dealing with the problem. If this important aspect of urban recovery is to be addressed, it must be through legislation such as this bill.

6. Yes.

7. The problems of heavy use of CETA workers in urban recreation departments are as follows:

Uncertainty of funding CETA programs from year to year which could leave large manpower gaps down the road.

In short, there is too much dependency by recreation departments on CETA, which was not designed to meet park and recreation manpower needs. What is needed is:

Recreation department input into local CTTA planning.

Amendments to CETA legislation to provide for employment and training specifically of parks and recreation personnel.

More permanent, professional staff on a less temporary basis providing a more skilled and permanent staff. This would provide the most significant improvement and would be possible with passage of S. 3163.

8. All of these options are good because:

They are cheaper than building new facilities in most cases.

They make use of abandoned buildings or land, reducing the likelihood of vandalism and risks to public safety.

They upgrade existing neighborhoods.

They are a potential source of community cooperation and pride; encouraging economic development.

A bill recently introduced in the House by Rep. Wyche Fowler (RH 12918) to allow alternative uses (i.e. urban parks) for abandoned interstate highway lands has a similar purpose and would coordinate well with the efforts mentioned above.

NLC supports these ideas for augmenting recreation opportunities as long as they (1) utilize facilities close to the people they are intended to serve, and (2) are coordinated with an overall neighborhood revitalization effort.

Senator METZENBAUM. Mr. Stafford.

**STATEMENT OF WILLIAM B. STAFFORD, SPECIAL ASSISTANT TO
MAYOR CHARLES ROYER, SEATTLE, WASH.**

Mr. STAFFORD. I am William Stafford, assistant to Mayor Charles Royer of Seattle, and I am sure the members of this subcommittee know Seattle is the winner of many national beauty contests, the most livable city. This geographic beauty masks the same problems afflicting many of our eastern cities, declining population (our school system had over 100,000 students in the 1960's and now has 54,000 before we start busing next year). We have the majority of the low-income and disadvantaged citizens of the Puget Sound. Seattle does not have the ability to raise taxes, and it is impossible to annex additional land. Seattle and Mayor Royer strongly endorse the passage of the Urban Parks and Recreation Recovery Act. This act symbolizes a growing concern and understanding of the importance of parks and recreational opportunities to saving our central cities. It is the beginning of a recognition that the people of this country's lifestyles will be dramatically changing in the coming years because of our energy problems. The energy crisis of a few years ago gave a brief glimpse of the future that the Congress of this country must plan for. A future where our urban citizens will no longer jump into their car or camper and drive 100 miles to a State or Federal park. During the gas shortage, our State park usage fell 22 percent to 34 percent per facility in Washington State. People had to find recreational opportunities near their homes.

This is important because these people had to crowd in with the 25 percent of Seattle's citizens who don't own cars and must stay at home. These are the elderly and the poor who have to use our city park system no matter how bad it is. This legislation is an important step in correcting the imbalance that exists in the provision of Federal and State park opportunities to all our citizens. A new philosophy must exist that will provide park opportunities where the people live. From the perspective of the city of Seattle, a viable urban park and recrea-

tion system has been an absolute necessity to the continued livability of our city. But meeting this urban recreational challenge requires money. There is, however, a hitch. State and Federal money is not, with rare exceptions, focused upon urban recreation needs. The Land and Water Conservation Fund moneys place no real emphasis on urban areas. State and Federal parks are not generally located within or near major cities. Surely not within reach of public transit. Our State has a law prohibiting State parks in cities. The situation in the State of Washington is not an encouraging example. The city of Seattle is by far the largest urban center. We have 16 percent of the State's total population with 12 percent of the State's low-income families; 18 percent of the State's handicapped population; 21 percent of the State's population age 60 and over; 34 percent of the State's households without cars.

And yet we have received only 14 percent of the local share of the recreation funds in our State, funds which include the Land and Water moneys. It should be noted that the local share in Washington State is only 50 percent of this total pot and that we have no State park facilities in our city so that we have, in effect, directly received seven percent of the funds. For the last 3 years, through a series of legislative hearings, newspaper articles, meetings, and letters from local elected officials, we have been attempting to change our State's recreation funding pattern. So far we have not been totally successful, but we haven't given up the battle yet. It has, however, been a long, slow process that has been very time consuming and at times discouraging. There is no question but that this urban recreation legislation Senate bill 3163 is sorely needed. For several years now, both you and the administration have been responsive to our pleas that there be a special focus upon urban recreation. The congressionally mandated National Urban Recreation Study, completed by the Department of Interior last summer, is concrete evidence of your concern about urban recreation.

We, in Seattle, quite actively participated in the portion of the study which was conducted in our area. I must confess that the results far exceed our wildest expectations. We never expected that the study would result in a comprehensive documentation of the major urban park and recreation concerns of the Nation. And we certainly never anticipated that it would lead to major urban recreation legislation. The Department of Interior's Heritage Conservation and Recreation Services staff is to be congratulated on such excellent work.

Senate bill 3163 addresses many of the pressing urban recreation problems presented in the National Urban Recreation Study. I have organized my comments on the bill into what we consider the strengths and weaknesses of the bill. I will skip over the strengths of the bill. I would rather see the money go into actual facilities. We have no parkland in Seattle, and it is important for us to get sense of direction. The \$150 million level as much as we need to have some planning in Seattle right now, it is very difficult to justify to our citizens not having preplanned water in the parks. So we have been cutting that out, but with \$150 million, I guess the emphasis should be on the program itself. Let me quickly go into the weaknesses we see in this particular bill.

The bill is not, however, without its weaknesses; chief among them are:

One. We agree with the major focus on fixing our present parks. Still, by totally focusing on existing parks, buildings, or sites (sec. 4.B), the bill excludes suitable sites or facilities which could be converted to recreation usages. Since high developed areas often have an inadequate number of sites and facilities, this "conversion" flexibility is needed to insure that the bill is truly addressing our needs. The same argument can be made for the exclusion of acquisition, with the proviso that any acquisition or new conversion has to be strongly documented to show that the existing park system in that neighborhood is so inadequate that acquisition is the only viable way to meet the existing need.

Two: The largest problem facing urban park systems is maintenance and operation costs. The bill does nothing directly to assist in solving this problem. If locals are having serious maintenance and operation problems, then the appropriate governmental level to assist them is the State. This legislation should make provisions, as I suggested earlier, for encouraging States to do this and for rewarding those that do. An example of the maintenance and operation problems facing urban park systems can be seen from Seattle's park budget for 1978. The park budget is \$15.7 million, 13 percent of the total city budget of \$120 million. Maintenance and operation are \$9 million or 57 percent of the total park budget. For the last 4 years the park budget has taken the following cuts: 10 percent, 10 percent, 5 percent, and 10 percent. The results of these cuts are being seen in our parks. A recent excellent article in a local magazine, which I will make available, discussing our parks states:

The signs already manifested themselves—unkept grounds, dingy buildings, unlit sports fields, long scheduling lists, and reduced hours—portend an ominous situation. An overview shows that nothing short of a tremendous influx of cash and manpower, and a concrete operational and developmental program, will prevent such a disaster.

This legislation does not directly address the maintenance and operation problem. This committee may want to consider in the future a modified version of national recreation areas. We, in Seattle, developed the concept as part of our response to the study of a national partnership park where the Federal Government would partly assume the responsibility for large regional parks for which many cities are responsible. This would alleviate the strain on local maintenance and operation budgets and allow these funds to be applied to neighborhood facilities. The majority of these regional facilities are commitments from days when central cities dominated the region and included regional zoos.

Three. The 50-percent local match is too high. We understand that many cities cannot now participate in the Land and Water Conservation Fund program because they cannot afford the 50-percent match. There should be a more flexible match based on the applicant's documented need as was recommended in the HUD version of this legislation.

Four. The provision of section 5.G which calls for State monitoring of local park and recreation recovery plans and programs causes considerable concern. I can think of no other direct Federal aid program to local governments in which the State performs the monitoring func-

tion. That is the responsibility of the Federal granting agency, and to bring a third party into that relationship can only result in confusion. What happens if the local and Federal agencies are in agreement but the State disagrees? While the Department of Interior has traditionally dealt directly with the States and not local governments on the Land and Water Conservation Fund program, this past relationship should not jeopardize the functioning of this new program.

Five: One final point on section 5.G concerning consistency of local plans and programs with State policies as set forth in the statewide outdoor recreation plans. It must be remembered that these State plans quite often do not adequately address urban recreation needs, nor do they meaningfully involve urban centers in the development of the State plan. Therefore, recognizing the need for consistency, caution must be exhibited to insure the needed flexibility that will allow for urban projects under this program even if they aren't totally consistent with the State plan because that plan itself is inadequate.

Six: Caution needs to be taken in the implementation of the eligibility criteria to insure that the competition is restricted to major urban areas. The funding for this program is too limited to be extended to more than our major urban centers if it is to have any impact. In our State, the basic fund has been primarily serving the smaller communities.

Seven: It should be noted that in dealing with inflation and budget cuts, many urban park systems have had to institute fees at certain of their facilities. This should not make these facilities ineligible for funding under this new program as long as it can be demonstrated that the fee schedule is flexible enough to allow for special consideration for special populations such as the low income and the elderly. In our case, this is the only way we can charge our suburbanites for city services.

A park in the city is a part of the entire community fabric—a place to meet friends, play football, have a picnic—escape from the streets. I grew up in a part of an eastern city where there were no parks. We lived and played in the streets.

Seattle has been known for an outstanding park system. We have received praise for using Federal highway funds to build a 5-acre freeway park in our downtown over the Interstate. We created a 390-acre wilderness park out of an Army post under a program created by Senator Jackson. We turned an old gas plant into a park while retaining the old gas plant, and made 12 miles of old railroad right-of-way into a bicycle trail. We have been fighting hard to remain a livable city and using our park system as a tool in this battle. Seattle commends you for addressing the park and recreational concerns of urban residents of this country. We commend you for bringing recreational opportunities to where the people live.

Thank you very much.

[The prepared statements of Mr. Stafford and Mayor Royer follow:]

STATEMENT OF WILLIAM B. STAFFORD, SPECIAL ASSISTANT TO MAYOR CHARLES ROYER, SEATTLE, WASH.

I am William Stafford, an Assistant to the Mayor, Charles Royer of Seattle, Washington. I am sure to the members of this subcommittee Seattle is known as the winner of many national city beauty contests—the most livable city. This

geographic beauty masks the same problems afflicting many of our eastern cities—declining population (our school system had over 100,000 students in the 1960's and now has 54,000 before we start busing next year). We have the majority of the low income and disadvantaged citizens of the Puget Sound. Seattle does not have the ability to raise taxes, and it is impossible to annex additional land.

Seattle and Mayor Royer strongly endorses the passage of the Urban Parks and Recreation Recovery Act. This Act symbolizes a growing concern and understanding of the importance of parks and recreational opportunities to saving our central cities. It is the beginning of a recognition that the people of this Country's life styles will be dramatically changing in the coming years because of our energy problems. The energy crisis of a few years ago gave a brief glimpse of the future that the Congress of this Country must plan for. A future where our Urban citizens will no longer jump into their car or camper and drive 100 miles to a State or Federal Park. During the gas shortage our State Park usage fell 22 to 34 percent per facility in Washington State. People had to find recreational opportunities near their homes.

This is important because these people had to crowd in with the 25 percent of Seattle's citizens who don't own cars and must stay at home. These are the elderly and the poor who have to use our city park system no matter how bad it is. This legislation is an important step in correcting the imbalance that exists in the provision of Federal and State Park opportunities to all our citizens. A new philosophy must exist that will provide park opportunities where the people live.

From the perspective of the City of Seattle a viable urban park and recreation system has been an absolute necessity to the continued livability of our City.

We are all painfully aware we live in a time of rapid changes and no where are these changes more apparent than in our cities, particularly our major urban centers. Many of these changes which are reshaping our cities are also changing the very nature of our park system and our public policies on this system. Among these changes those which are having the greatest impact upon urban recreation are:

- Changing cultural and societal attitudes concerning leisure, the environment, work and sense of community;

- Recognition of the energy crisis with its constraints on mobility patterns due to increased travel costs;

- Increased citizen involvement and advocacy in public planning and decision-making processes, with a strong orientation to the neighborhoods' recreation needs;

- The cost-revenue crunch in municipal budgets and the resulting cutback in local services;

- Increasing public opposition to new bond issues and tax increases for major facility or program expansion;

- Recognition that existing recreation systems may be all that a city can afford to maintain, with a resulting emphasis on renewal and recycling of existing facilities;

- Increased concern about the special needs of certain predominantly urban groups such as the handicapped, elderly, minority and low-income populations.

Any city with any age at all needs to seriously review its parks to see whether they are still meeting the community's recreation needs. While Seattle is not an "Old" city by East Coast standards, it is old enough to have undergone some major demographic shifts in its neighborhoods. As these shifts have occurred they require our park system to change in order to meet the recreation needs of the new residents of these neighborhoods. Urban recreation investments can create opportunities for community renewal. For example, encouraging school age families to settle in certain areas, through the provision of park facilities designed to meet their specific needs such as neighborhood playground and swimming pools, etc. Passive, well maintained and patrolled parks can reassure our low income elderly that urban areas can be safe and enjoyable places for them to live.

But, meeting this urban recreational challenge requires money. There is, however, a hitch; state and federal money is not, with rare exceptions, focused upon urban recreation needs. The Land and Water Conservation Fund monies place no real emphasis on urban areas. State and Federal Parks are not generally

located within or near major cities. Surely not within reach of public transit. Our state has a law prohibiting State Parks in cities.

The situation in the State of Washington is not an encouraging example. The City of Seattle is by far the largest urban center. We have 16 percent of the State's total population with 12 percent of the state's low income families; 18 percent of the state's handicapped population; 21 percent of the state's population age 60 and over; 34 percent of the state's households without cars. And yet we have received only 14 percent of the local share of the recreation funds in our state, funds which include the Land and Water monies. It should be noted that the local share in Washington State is only 50 percent of this total pot and that we have no state park facilities in our city so that we have in effect directly received 7 percent of the funds.

For the last three years, through a series of legislative hearings, newspaper editorials, meetings, and letters from local elected officials we have been attempting to change our state's recreation funding pattern. So far we have not been totally successful but we haven't given up the battle yet. It has however been a long slow process that has been very time consuming and at times discouraging.

There is no question but that this urban recreation legislation Senate Bill 3163 is sorely needed. For several years now both you and the administration have been responsive to our pleas that there be a special focus upon urban recreation. The Congressionally mandated National Urban Recreation Study, completed by the Department of Interior last summer is concrete evidence of your concern about urban recreation.

We in Seattle quite actively participated in the portion of the study which was conducted in our area. I must confess that the results far exceed our wildest expectations. We never expected that the study would result in a comprehensive documentation of the major urban park and recreation concerns of the nation. And we certainly never anticipated that it would lead to major urban recreation legislation. The Department of Interior's Heritage Conservation and Recreation Services staff is to be congratulated on such excellent work.

Senate Bill 3163 addresses many of the pressing urban recreation problems presented in the National Urban Recreation Study. I have organized my comments on the bill into what we consider the strengths and weaknesses of the bill.

Let me start with the strengths of the bill, of which there are many:

1. This Act according to Section 2 is designed to complement the Land & Water Conservation Fund program. This is an important provision. With an annual appropriation of \$900 million the Land & Water Conservation Fund far exceeds the total five year \$750 million appropriation for this new program. If we are going to begin to seriously address urban recreation problems then we are going to need the funding from both programs.

2. The bill wisely gives the grants directly to local governments. We will be able to tie these investments to the Community Development Block Grant Planning and Citizen Participation Process. People living in the central city are more sensitive to the problems and it is a shorter walk to city hall than to our state capitol.

3. By allowing grants for indoor recreation facilities the bill addresses one of our major urban recreation needs and one of the major difficulties with the Land & Water Conservation Fund program. Much recreation can and does occur indoors regardless of the weather and in highly developed areas it is often easier to purchase buildings for indoor recreation than land for outdoor recreation.

4. The inclusion of state support as a priority criteria factor in selecting projects and additional matching for any state match are important. States should be concerned about the recreation problems of their urban areas and they should be encouraged to assist in resolving these problems. I would suggest to the committee that a further incentive to the states for financially supporting these urban grants be developed.

5. The provision of funds for planning purposes is necessary since some of our urban areas are unable to provide funds for an adequate planning effort. When parks are in need of basic services such as mowing and watering it often isn't possible to justify spending sorely limited resources on planning, as much as a sense of direction it is needed.

The bill is not however, without its weaknesses, chief among these are:

1. We agree with the major focus on fixing our present parks. Still by totally focusing on existing parks, buildings, or sites (Section 4.b) the bill excludes suitable sites or facilities which could be converted to recreation uses. Since high developed areas often have an inadequate number of sites and facilities

this "conversion" flexibility is needed to insure that the bill is truly addressing our needs. The same argument can be made for the exclusion of acquisition, with the provision that any acquisition or new conversion has to be strongly documented to show that the existing park system in that neighborhood is so inadequate that acquisition is the only viable way to meet the existing need.

2. The largest problem facing urban park systems is maintenance and operation costs. The bill does nothing directly to assist in solving this problem if locals are having serious maintenance and operation problems then the appropriate governmental level to assist them is the state. This legislation should make provisions, as I suggested earlier, for encouraging states to do this and for rewarding those that do. An example of the maintenance and operation problems facing urban park systems can be seen from Seattle's park budget for 1978: the park budget is \$15.7 million, 13 percent of the total city budget of \$120 million, maintenance and operation are \$9 million or 57 percent of the total park budget. For the last four years the park budget has taken the following cuts: 10 percent, 10 percent, 5 percent, and 10 percent. The results of these cuts are being seen in our parks, a recent excellent article in a local magazine which I will make available discussing our parks states "... The signs already manifesting themselves—unkept grounds, dingy buildings, unlit sports fields, long scheduling lists and reduced hours—portend an ominous situation. An overview shows that nothing short of a tremendous influx of cash and manpower, and a concrete operational and developmental program, will prevent such a disaster."

This legislation does not directly address the maintenance and operation problem. This committee may want to consider in the future a modified version of National Recreation Areas. We in Seattle developed the concept as part of our response to the study of a National Partnership Park where the Federal government would partly assume the responsibility for large regional parks for which many cities are responsible. This would alleviate the strain on local maintenance and operation budgets and allow these funds to be applied to neighborhood facilities. The majority of these regional facilities are commitments from days when central cities dominated the region and include regional zoos.

3. The 50 percent local match is too high. We understand that many cities cannot now participate in the Land & Water Conservation Fund program because they cannot afford the 50 percent match. There should be a more flexible match based on the applicant's documented need as was recommended in the HUD version of this legislation.

4. The provision in Section 5.g. which calls for state monitoring of local park and recreation recovery plans and programs causes considerable concern. I can think of no other direct federal aid program to local governments in which the state performs the monitoring function. That is the responsibility of the federal granting agency and to bring a third party into that relationship can only result in confusion. What happens if the local and federal agencies are in agreement but the state disagrees? While the Department of Interior has traditionally dealt directly with the states and not local governments on the Land & Water Conservation Fund program, this past relationship should not jeopardize the functioning of this new program.

5. One final point on Section 5.g. concerning consistency of local plans and programs with state policies as set forth in the statewide outdoor recreation plans it must be remembered that these state plans quite often do not adequately address urban recreation needs nor do they meaningfully involve urban centers in the development of the state plan. Therefore recognizing the need for consistency, caution must be exhibited to insure the needed flexibility that will allow for urban projects under this program even if they aren't totally consistent with the state plan because that plan itself is inadequate.

6. Caution needs to be taken in the implementation of the eligibility criteria to insure that the competition is restricted to major urban areas. The funding for this program is too limited to be extended to more than our major urban centers if it is to have any impact. In our state, the basic fund has been primarily serving the smaller communities.

7. It should be noted that in dealing with inflation and budget cuts many urban park systems have had to institute fees at certain of their facilities. This should not make these facilities ineligible for funding under this new program as long as it can be demonstrated that the fee schedule is flexible enough to allow for special consideration for special populations such as the low income and elderly. In our case this is the only way we can charge our suburbanites for city services.

A park in a city is a part of the entire Community Fabric—a place to meet friends, play football, have a picnic—escape from the streets. I grew up in a part of an eastern city where there were no parks. We lived and played in the streets. Seattle has been known for an outstanding park system. We have received praise for using federal highway funds to build a five acre freeway park in our downtown over the interstate. We created a 390 acre wilderness park out of an army post under a program created by Senator Jackson. We turned an old gas plant into a park while retaining the old gas plant and made 12 miles of old railroad right of way into a bicycle trail. We have been fighting hard to remain a livable city and using our park system as a tool in this battle.

Seattle commends you for addressing the park and recreational concerns of urban residents of this Country. We commend you for bringing recreational opportunities to where the people live.

STATEMENT OF MAYOR CHARLES ROYER, SEATTLE, WASH.

Are our urban parks and recreation system frills or necessities? Do our urban parks make our urban centers more liveable? Can parks assist us in revitalizing our urban neighborhoods and business areas? Do urban parks really matter at all?

From the perspective of the City of Seattle a viable urban park and recreation system is an absolute necessity to the continued liveability of our City. You may have read some of the recent articles on the liveability of Seattle and from my obviously biased perspective I believe they are true for we have been blessed with an unusually beautiful natural setting and a fine and varied park system. We are not however without our problems, problems that are not dissimilar to those facing other urban centers.

For as we are all painfully aware we live in a time of rapid changes and nowhere are these changes more apparent than in our cities particularly our major urban cities. Many of these changes which are reshaping our cities are also changing the very nature of our park system and our public policies on this system. Among these changes those which are having the greatest impact upon urban recreation are:

- Changing cultural and societal attitudes concerning leisure, the environment, work and sense of community;

- Changing urban lifestyles and recreation preferences;

- Development of a "restoration ethic", increased emphasis on conservation and concern about uncontrolled growth and development;

- Recognition of the energy crisis with its constraints on mobility patterns due to increased travel costs;

- Increased citizen involvement and advocacy in public planning and decision-making processes, with a strong orientation to the neighborhoods' recreation needs;

- The cost-revenue crunch in municipal budgets and the resulting cutback in local services;

- Increasing public opposition to new bond issues and tax increases for major facility or program expansion;

- Recognition that existing recreation systems may be all that a city can afford to maintain, with a resulting emphasis on renewal and recycling of existing facilities;

- Increased concern about the special needs of certain predominantly urban groups such as the handicapped, elderly, minority and low-income populations;

- Redefinition of recreation in terms of broader human and social considerations, and recognition of recreation's role in the total scope of a city's physical, economic and human development activities.

These changing conditions are forcing all urban centers to take a serious look at our park and recreation policies and this is a most healthy situation. Any city with any age at all needs to seriously review its parks to see whether they are still meeting the community's recreation needs. While Seattle is not an "Old" city by East Coast standards, it is old enough to have undergone some major demographic shifts in its neighborhoods. As these shifts have occurred they require our park system to change in order to meet the recreation needs of the new residents of these neighborhoods. While this may seem a very routine occurrence, it, in fact, can be used as a dynamic catalyst for changing the entire nature of a neighborhood. This can be done, for example, by encouraging school age fami-

lies to settle in certain areas, through the provision of park facilities designed to meet their specific needs—neighborhood playgrounds, swimming pools, etc. Passive, well maintained and patrolled parks can reassure our low income elderly that urban areas can be safe and enjoyable places for them to live.

To the City of Seattle, one of the most promising aspects of using parks to assist our community development goals in changing areas of our cities is in the realm of economic development. As you are well aware, one of the most, if not the most pressing problem of urban areas, is our high unemployment rates. We desperately need to attract jobs into our cities, and we can use our parks to spur this economic growth.

Of equal significance is the impact an adequate park and recreation system, focusing on neighborhood facilities, can have upon the energy consumption needed to travel to distant facilities. As the National Urban Recreation Study documents, people want neighborhood parks. During the 1974 energy crisis state park usage in Washington State dropped 22 to 34 percent. If we provide needed facilities close to where people live they will be utilized and scarce energy resources can be saved for other uses. This is a compelling argument for locating both federal and state parks in or near urban centers, wherever possible.

But, meeting the challenge of these needs requires money; often times more money than local governments have. In Seattle we are fortunate, for in 1968 we passed a bond issued providing \$65 million for parks in Seattle. This money has met many neighborhood and regional recreational needs. With the demise of these funds in 1980 we will, however, not have a ready replacement since as you know passing bonds is not an easy task anymore. Recognizing this we have focused our attention upon our ability to maximize state and federal park and recreation money.

There is, however, a hitch in this strategy; state and federal money is not, with rare exceptions, focused upon urban recreation needs. The Land and Water Conservation Fund (LWCF) monies place no real emphasis on urban areas. If we are going to gain access to these monies it is going to take concerted action on our part.

The situation in the State of Washington is not an encouraging one. The City of Seattle is by far the largest urban center. We have 16 percent of the state's total population with 18 percent of the state's handicapped population; 21 percent of the state's population age 60 and over; 34 percent of the state's households without cars; and 12 percent of the state's low income families. And yet we have received only 14 percent of the local share of the recreation funds in our state, funds which include the Land and Water monies. It should be noted that the local share is only 50 percent of this total pot and that we have no state park facilities in our City.

Without belaboring the issue I would like to discuss Seattle's efforts in addressing our urban recreation problems for I think it is illustrative of not only our commitment to our park system but also of the obstacles facing urban recreation. About five years ago we started noticing that the funding for our parks was being reduced due to a number of factors all of which I might add have escalated in the intervening years: Model Cities Program was terminated; HUD Open Space Program was folded into the Community Development Block Grant; the CDBG was focused on more basic problems such as housing; and local governments started feeling a financial pinch which has since turned into real budget crises for money. Seattle for example cannot raise taxes. With less direct federal money available for recreation we were forced to concentrate on the state administered LWCF monies. Traditionally these funds have not been concentrated in the urban areas of the state, this is true nationwide as evidenced by the findings of the GAO study "Greater Benefits to More People Possible By Better Uses of Federal Outdoor Recreation Grants" which concluded that "Projects . . . have been meeting some of the Nation's outdoor recreation needs but many projects have been located in rural and suburban areas, where residents already have access to many recreation opportunities. Greater benefits could have been achieved had more projects been located in densely populated, low-income areas whose residents could not easily travel to places where recreation facilities and opportunities were more abundant." (p. 1)

For the last three years, through a series of legislative hearings, newspaper editorials, meetings, and letters from local elected officials we have been attempting to change our state's recreation funding pattern. So far we have not been totally successful but we haven't given up the battle yet. It has however been a long slow process that has been very time consuming and at times discouraging.

Fortunately the situation is better in some states where there is a growing awareness of urban recreation needs. States such as Massachusetts and California do not question but that well designed and maintained parks do make a city a more attractive place to live and work and if we can keep our urban centers alive and well then we can halt the suburban sprawl which is draining our limited resources. They know that the staggering investments in our urban centers simply cannot be discarded like used beer cans. We truly cannot afford to abandon our older urban centers and build new scattered centers out in the suburbs; we just don't have the resources this requires. Our limited resources would be better spent in salvaging those redeemable portions of our older urban centers. But even states that are actively addressing their urban recreation problems are finding that the available funding sources are too limited.

There is no question but that urban recreation legislation such as Senate Bill 3163 is sorely needed. And I might add it is most encouraging to those of us who have worked so long at both the state and federal levels. For several years now both Congress and the administration have been responsive to our pleas that they focus upon urban recreation. The Congressionally mandated National Urban Recreation Study, completed by the Department of Interior last summer is concrete evidence of the federal government's concern about urban recreation.

We in Seattle quite actively participated in the portion of the study which was conducted in our area. I must confess that the results far exceed our wildest expectations. Frankly we expressed an interest in the study because we felt it might gather some data which we could use in our state endeavors. We never expected that the study would result in a comprehensive documentation of the major urban park & recreation concerns of the nation. And we certainly never anticipated that it would lead to major urban recreation legislation. The Department of Interior's Heritage Conservation & Recreation Services staff is to be congratulated on such an excellent study. Through the National League of Cities and the U.S. Conference of Mayors the City of Seattle has been working to develop a coalition of concerned urban groups to support urban recreation legislation. The role that recreation plays in the total life of our urban centers is becoming clearer to many urban groups and their growing support for urban recreation is most encouraging.

Senate Bill 3163 addresses many of the pressing urban recreation problems presented in the National Urban Recreation Study. I have organized my comments on the bill into the strengths & weakness we perceive in the bill. I also have some general comments to make on some of the specific issues in your letter of June 16. However, recognizing the complexity of the issues we are reviewing these issues and will be sending our comments in soon.

Relating to the specifics of Senate Bill 3163, let me start with the strengths of the bill, of which there are many:

1. The Urban Park & Recreation Recovery Act, according to Section 2, is designed to complement the Land & Water Conservation Fund program. This is an important provision because what has happened in the past, such as in the case of the HUD Open Space program, is that as special urban programs are set up we lose access to the other less specific programs. With an annual appropriation of \$900 million the LWCF far exceeds the total five year \$750 million appropriation for this new program. If we are going to begin to seriously address urban recreation problems then we are going to need the full assets of both programs.

2. The bill wisely gives the grants directly to local governments. The local level is where both the problem and the expertise and desire to resolve the problem lies. This is amply illustrated in other direct urban aid programs such as HUD's Community Development Block Grant.

3. By allowing grants for indoor recreation facilities the bill addresses one of our major urban recreation needs and one of the major difficulties with the LWCF program. Much recreation can and does occur indoors regardless of the weather and in highly developed areas it is often easier to purchase buildings for indoor recreation than land for outdoor recreation. The national study pointed out that this absence of funding for indoor facilities was frequently quoted as a major difficulty.

4. The inclusion of state support as a priority criteria factor in selecting projects and additional matching for any state match are important. States should be concerned about the recreation problems of their urban areas and they should be encouraged to assist in resolving these problems. I would suggest to the committee that a further incentive to the states for financially supporting these urban grants be included. They could, for example, receive a bonus LWCF allocation,

perhaps from the Secretary's Contingency Fund, for providing financial assistance to the urban projects in their state applying for grants under this new legislation.

5. Because a park system is a key tool in maintaining the liveability of our urban areas the provision in Section 5.e.4. that the park recovery plans include their relationship with the local governments overall community development and revitalization efforts is most necessary.

6. The provision of funds for planning purposes is good since some of our urban areas are unable to provide funds for an adequate planning effort. When parks are in need of basic services such as mowing and watering it often isn't possible to justify spending sorely limited resources on planning, much as it is needed.

The bill is not however without its weaknesses, chief among these are:

1. By focusing on existing parks, buildings, or sites (Section 4.b.) the bill excludes suitable sites or facilities which could be converted to recreation usages. Since high developed areas often have an inadequate number of sites and facilities this "conversion" flexibility is needed to insure that the bill is truly addressing our needs. The same argument can be made for the exclusion of acquisition, with the proviso that any acquisition has to be well documented to show that the existing park system is so inadequate that acquisition is the only viable way to meet the existing need.

2. The largest problem facing urban park systems is maintenance and operation costs. The bill does nothing to assist in solving this problem. If locals are having serious maintenance and operation problems then the appropriate governmental level to assist them is the state. This legislation should make provisions, as I suggested earlier, for encouraging states to do this and for rewarding those that do. An example of the maintenance and operation problems facing urban park systems can be seen from a quick perusal of Seattle's park budget for 1978: the park budget is \$15.7 million, 13 percent of the total City budget of \$120 million, maintenance and operation are \$9 million or 57 percent of the total park budget. For the last four years the park budget has taken the following cuts: 10 percent, 10 percent, five percent and 10 percent. The results of these cuts are being seen in our parks, a recent article in a local magazine discussing our parks states "... the signs already manifesting themselves—unkept grounds, dingy buildings, unlit sports fields, long scheduling lists and reduced hours—portend an ominous situation. An overview shows that nothing short of a tremendous influx of cash and manpower, and a concrete operational and developmental program, will prevent such a disaster."

While this bill does not address the NRA's I believe the committee should consider a modified NRA's concept in urban areas which would entail regional parks for which urban areas are currently responsible. This would alleviate the strain on the local maintenance and operation budgets for these regional facilities. The majority of these regional parks are commitments from previous days and while they serve a need they are often a drain on local park budgets.

3. The 50 percent local match is too high. We hear that some urban areas cannot now participate in the LWCF program because they cannot afford the 50 percent match. There should be a more flexible match based on the applicant's situation. Senate bill 3013 which proposes placing this program in HUD states (Section 5.a) "The Secretary may prescribe regulations under which the amount of grant assistance provided under this Act is reduced, or a proportionate share of local funding of project costs is required, based upon such factors as relative need for financial assistance, the nature and scope of a proposed project, and the Secretary's assessment of the effectiveness of a proposed project in fulfilling the purpose of this Act." This I believe is based on HUD's working knowledge of the financial situation of most urban areas. If this new program is to effectively aid urban recreation the 50 percent local match has to be lowered.

4. The provision in Section 5.g. which calls for state monitoring of local park and recreation recovery plans and programs causes considerable concern. I can think of no other direct federal aid program to local governments in which the state performs the monitoring function. That is the responsibility of the federal granting agency and to bring a third party into that relationship can only result in confusion. What happens if the local and federal agencies are in agreement but the state disagrees? While the Department of Interior has traditionally dealt directly with the states and not local governments on the LWCF program, this past relationship should not jeopardize the functioning of this new program. There is a supportive role for the states in this program but there should be no role in the direct administration of the program.

5. One final point on Section 5.g. concerning consistency of local plans and programs with state policies as set forth in the statewide outdoor recreation plans, it must be remembered that these state plans quite often do not adequately address urban recreation needs nor do they meaningfully involve urban centers in the development of the state plan. Therefore recognizing the need for consistency, caution must be exhibited to insure the needed flexibility that will allow for urban projects under this program even if they aren't totally consistent with the state plan because that plan is inadequate.

6. Caution needs to be taken in the implementation of the eligibility criteria to insure that the competition is restricted to major urban areas. The funding for this program is too limited to be extended to more than our major urban areas.

7. It should be noted that in dealing with inflation and budget cuts many urban park systems have had to institute fees at certain of their facilities. This should not make these facilities ineligible for funding under this new program as long as it can be demonstrated that the fee schedule is flexible enough to allow for special consideration for special populations—the low income, elderly, etc.

In closing I would like to tell the committee about several Seattle park projects which have been quite successful and may be of interest to other cities. Three immediately come to mind: Discovery Park is an unbelievably beautiful park of 390 acres overlooking Puget Sound. The park, created when the federal government surplused an army site (Fort Lawton) which was no longer needed, has been left in a natural state so that in the heart of the urban area we have the opportunity to provide an on site environmental program using the meadows, trails, and beaches of the park. Freeway Park is in vivid contrast for it is five acres in the middle of downtown Seattle right on top of Interstate 5. We have created, via lidding, a landscaped park involving a series of fountains, pools and enormous waterfalls which completely block out the City and freeway noises and provide a wonderfully relaxing atmosphere for city workers to enjoy their noon hours and for nearby apartment residents to use year around. The Burke Gilman Trail is 12 miles of old railroad right of way which has been converted into a bike, walking and jogging path through the City. There are numerous stopping points along the trail and several parks nearby. Through 3163 Seattle and other urban areas can continue to provide their residents with parks such as these. The City commends this committee for addressing urban recreation concerns and we extend our assistance to you. If we can be of any aid to you in your further work on this legislation do not hesitate to contact us.

Senator METZENBAUM. The Chair wishes to make it clear that it is well aware of the fact that many of our witnesses this morning have come from long distances and when you tell them to come all the way to the U.S. Senate and come to testify in 5 minutes, you sort of get a kind of contempt for government and yet the Chair wants to point out that he wants to move this bill and if I drag out these hearings for enough days and we get to the end of the session and we don't move the bill, then maybe all of the purposes of all of you will not have been served as well by confining your remarks to a shorter period. So I apologize to your egos and your personalities and your commitment but say to you that your thoughts will be included in the hearing. We will include your entire statement in the record, and it will be given full consideration. I think we are all pulling in the same direction to try to pass the piece of legislation, but I apologize to you.

Mr. Davis.

STATEMENT OF GORDON J. DAVIS, COMMISSIONER, DEPARTMENT OF PARKS AND RECREATION, CITY OF NEW YORK

Mr. DAVIS. I am joined today by Deputy Commissioner Davison and Cathy Wickerson. I just did a fast edit of my 20-page statement, and I am down to a page and a half. First, what is the New York City park system? Most people know that New York has a lot of everything, but they are not aware that we have one of the largest and most unique

park systems in the world and certainly in the country. The public opens space constitutes the largest real estate holding in the city today; 426,000 acres, 12.6 percent of the area of five burroughs; 572 parks, 900 playgrounds; 350 miles of squares; 104 swimming pools; 535 tennis courts; 800 playing fields and 15 miles of beach front; thousands of park benches, game tables, basketball hoops, and 6.2 million street and park streets. In addition, we have 7 ice skating rinks, 3 zoos, 30 major golf courses, senior citizen and youth development centers. Today this enormous and unique park system is in a state of constant and growing crisis.

Major parts of the department's irreplaceable fiscal plan are in advanced stages of deterioration and erosion. Let me give you just one example. Maintenance and operating forces which once exceeded 20,000 employees have now dwindled to 3,000 permanent employees and 3,000 CETA employees. Those 3,000 CETA employees came to the department over the last 3 years. With those factors in mind, we are here today to voice a strong, vigorous support for the bill that is being considered. However, given your earlier discussion with the representative of the Department of the Interior, again continuing my fast edit, I would like to comment on the matching formula which you expressed concern about. This is also in our testimony. The legislation provides 50 percent Federal matching grants but also authorizes additional Federal funds to equal the total match provided by the State up to 25 percent of the total project cost.

Section 5D indicates that the Federal Government will give priority in awarding grants in State contributions. This State action incentive is one of the most important and innovative provisions of the legislation. First, it encourages State assistance to municipalities as well as close city-State cooperative efforts in planning and project implementation. In addition, there is potential for an all-important reduction in the local share of project costs. However, I would like to inject another caution here and request for even greater flexibility in the matching requirements. In cases where State managing contributions were restricted or altogether unavailable, the ability to participate in the program will be severely limited by local funding shortages. Further, because the legislation appears to give priority to cities which receive State assistance even a municipality having national moneys available from local sources would be penalized by the absence of State participation. This interpretation of the bill's provision is correct—could possibly exist—cities with the greatest need will not receive an appropriate share of funds. In order, we suggest two significant modifications. First, the Federal matching contribution should be increased to provide a minimum of 75 percent funding assistance.

This provision would ease on local governments in cases where the State does not contribute. Second, the State action and Senate plan should be established and administered as a separate fund with an appropriation above and beyond the \$150 million annual allotment in the Recovery Act. This modification—the State participation still being encouraged but lack of State participation would not affect a municipality's priority for funding under the recovery program. That is my reduced and edited version. I thank you for your attention.

[The prepared statement of Mr. Davis follows:]

STATEMENT OF GORDON J. DAVIS, COMMISSIONER, DEPARTMENT OF PARKS AND RECREATION, CITY OF NEW YORK

On behalf of Mayor Edward I. Koch, whom I am representing today, and the City of New York, I would like to thank the distinguished Chairman, Vice-Chairman and members of the Parks and Recreation Subcommittee for inviting us to testify today on the proposed Urban Park and Recreation Recovery Act. At the outset, I also want briefly to express our appreciation for the efforts of a number of individuals who have been instrumental in developing this unprecedented and innovative legislation. First, I want to acknowledge and thank Senators Henry Jackson and Clifford Hansen, sponsors of the proposed Act.

In addition, we feel especially fortunate to have had the opportunity to work closely with the Department of Interior. I particularly want to thank Secretary Cecil D. Andrus, Assistant Secretary Robert L. Herbst and Chris T. Daloperte, Director of the agency's Heritage Conservation and Recreation Service bureau. Together with President Carter, the leadership provided by these individuals has been critical in directing national attention and resources to our hard pressed urban parks.

On behalf of Mayor Koch and the City of New York, I am here to voice our enthusiastic and strong support for the Urban Park and Recreation Recovery Act before you today. After the recent issuance by the President of his urban policy statement and the Department of Interior's publication of the National Urban Recreation Study, this proposed legislation is the logical and crucial next step in mobilizing federal as well as state and local support for one of our nation's least appreciated, but most important resources: the public parks, open spaces and recreation programs of urban America.

It is legislation which provides important new funding for services—often dismissed in the past as luxuries in a time of crisis—which now are increasingly perceived to be essential to the vitality and rejuvenation of our inner cities.

It is legislation which contains innovative financing incentives that assure local, state and federal cooperation in a national effort to preserve and restore urban parks and recreation facilities. The draftsmen of the Act understood well that this job is not one that can or should be shouldered solely by the federal government.

In short, it is legislation which is long overdue. Over the past decade our cities' deteriorating parks and open space have been in many respects the forgotten stepchildren of federal urban and environmental policies. We have federal laws to protect fish no bigger than paper clips, but few federal dollars to prevent Central Park's 840 landmark acres from eroding into a barren landscape of dust bowls and mudflats. The Parks Recovery Act will not by itself correct this imbalance in our national priorities. It does, however, represent an important and significant step in that direction.

At this point, I would like to give you a brief idea of our vantage point from New York. The tremendous potential impact of the Act becomes immediately apparent when viewed from the perspective of a city battling to maintain essential services, services which include a vast and aging park system. Thereafter, I will address certain specific provisions of the Recovery Act. Finally, I hope to have time to discuss two additional "special impact" proposals that are set forth as options for federal action in the Urban Recreation Study, and which I believe deserve to be considered in your deliberations on the proposed legislation.

NEW YORK CITY'S PARK SYSTEM—AN UNEQUALLED RESOURCE, A CONTINUING STRUGGLE

Let me give you some idea what we're up against in the five boroughs which comprise New York City. We have—it goes without saying—a lot of cement. We have 6,400 miles of street and roadway and 518 miles of waterfront. We have 1,000 public schools, which we fill with one million children and 51,000 teachers.

In other words, we have a large number of just about everything. Most people know that or assume that is the case. What many Americans do not know or assume is that New York City has developed a system of parks and open spaces over the last century which is unmatched by any other in terms of scale, variety and extent of use.

Public open space constitutes the largest real estate holding in New York City today. The Parks Department, for example, operates a total of 24,600 acres, approximately 12.6 percent of the area of the City's five boroughs. On those 24,000 acres one can find 572 parks, 900 playgrounds, 350 malls and squares, 104 swim-

ming pools, 535 tennis courts, 890 playing fields, and almost 15 miles of beachfront. There are approximately 13 miles of boardwalk; literally thousands of park benches, game tables, basketball hoops and an incredible 2,600,000 street and park trees. In addition, the Department's specialized services include, among others, 7 iceskating rinks, 3 zoos, 13 major golf courses and 36 recreation, senior citizen and youth development centers.

Today this enormous and unique urban park system is in a state of constant and growing crisis. Major portions of the Department's irreplaceable physical plant are in advanced stages of deterioration and erosion. Maintenance and operating forces which once exceeded 20,000 in number have dwindled to 3,000 permanent employees and 3,000 CETA employees. The Manhattan parks that were cultivated by 60 gardeners in the early 1970's are now cared for by fewer than 15 trained laborers. Where once a recreational specialist or "parkie" manned each of our playgrounds, today we provide only token programming.

A variety of factors and conditions have contributed to the present plight of New York's park system. Of course, the effects of each have been exacerbated by the City's continuing fiscal emergency.

Ironically, one of the major causes of declining conditions is the immense popularity of the City's park system and the corresponding heavy public use of its facilities. Parks provide relief from the crowds, pollution, noise and confinement inherent in urban life. Particularly for those New Yorkers who live in working class and poorer neighborhoods and who now constitute the majority of our inner city population, public open spaces provide the only opportunity for active recreation, physical fitness, or just getting together in the cool of a summer evening. It is clear that one of the major consequences of this change in the City's socioeconomic composition is that our parks are now more heavily used than ever before.

Because of the City's fiscal crisis and related severe budgetary restrictions, the park system is simply unable to support this increasing demand. Here is a second point of irony: notwithstanding the obvious interest which the public attaches to open space and recreation facilities, park financing has traditionally been placed at the bottom of the list of local funding priorities. Rather than increasing in proportion to public demand, local budget allocations for recreation have actually diminished. During the past ten years, this situation has resulted in real tragedy for the New York City park system.

Since 1968 the New York City Department of Parks and Recreation has suffered a 50 percent cutback in permanent personnel. The number of full-time civil service employees has been decreased by approximately 3,000.

Approximately 50 percent of the Department's work force is now comprised of employees hired under the Comprehensive Employment Training Program. While CETA has provided some relief from the loss of civil service personnel, the program has also created new problems for the agency. The lack of continuity is, of course, a major difficulty and there is a critical need for additional aid for staff training, supervision and for provision of equipment and supplies.

The Department's budget for seasonal workers—the backbone of our summer programs—has also been substantially reduced. In contrast to a 1972 budget of \$12.8 million for full-time seasonal employees the 1978 allocation was \$6.3 million.

From a capital standpoint, it has been estimated that basic park restoration, required normally on a cycle of approximately 25 years, costs a minimum of \$125,000 per acre. New York's 25,000 acre capital plant would, therefore, require 1000 acres of park restoration per year at a cost of approximately \$125 million. The total 1978 capital allotment for parks, including local, federal, and private monies, was only about \$17 million.

A third factor contributing to the present crisis has been the limited scope and scale of existing federal grant-in-aid programs. While federal assistance has certainly helped to reduce the rate of urban park deterioration, coverage thus far has been strictly limited by eligibility requirements and by relatively low authorized funding levels. For example:

The Land and Water Conservation Fund has awarded approximately \$12 million in grants to New York City since January, 1976. But these funds may be used only for outdoor facilities and must be matched with an equivalent, fifty percent local contribution. In addition, the fund has traditionally been used for conservation and land acquisition projects—relatively low priorities in cities which are finding it difficult to operate already existing park systems.

The Housing and Community Development Block Grant Program provides 100% funding and includes indoor facilities, but the areas of impact are strictly

limited by geographic and economic requirements. Since the legislative emphasis is not primarily directed at open space facilities, parks and recreation have traditionally received a pittance of the funds available. Of the \$567 million in CD allotments coming to New York during the first three years of the program, approximately \$10 million, or a scant 1.8% have been awarded to public park and recreation projects.

Local Public Works Capital Investment Program. Once again, park projects have not fared well in competing for funds, primarily because open space capital construction work was, albeit inaccurately, viewed as non-labor intensive. Under the stage I public works program in New York City, Parks Department projects received no federal assistance. Under stage II, Parks and Recreation did receive a \$6.9 million allotment. This constitutes substantially less than one percent of the total public works funding available to the City.

S. 3163—THE URBAN PARK AND RECREATION RECOVERY ACT

I have stressed the problems we face in New York City not to advocate special treatment or to suggest that our difficulties by themselves justify serious consideration of the important legislation before you today. Rather, my purpose has been just the opposite. For, as is so often the case, the crisis we face in New York confronts most of our nation's large, older cities. This conclusion was one of the principal findings in the Department of Interior's recently published National Urban Recreation Study. For example, the Study concluded that:

"... (I)n the older cities, lack of funds for programs and maintenance has restricted recreation opportunities and has resulted in the loss of large investments in park facilities as these facilities deteriorate and become unusable."

The Study further noted that:

"Recreation deficiencies in the large, economically hard-pressed cities are unlikely to be corrected through local efforts or through existing Federal programs since parks and recreation agencies in these cities are having difficulty competing for public dollars. These cities are often receiving less money to provide recreation services than they did five years ago."

In other words, the legislation being considered at today's hearing is a direct and positive response to many of the critical problems faced by urban park systems and recreation programs throughout the nation. The proposed Act provides an essential complement to the federal program described previously and offers relief to many of our most pressing local capital needs. The bill is specifically urban in orientation and funding is directed at the upgrading of entire park systems. Especially important is the emphasis on cooperative efforts by all levels of government—the language encourages local initiative while providing additional assistance through direct funding grants and a state incentive program.

I would like now to discuss briefly some of the specific provisions of the Act which we find particularly important in meeting New York City's needs.

Eligibility of indoor and multi-use facilities. Section 4(a) of the draft legislation indicates that both indoor and multi-purpose facilities will be eligible to receive funding assistance.

This important and unprecedented provision corrects some of the major defects in the present Land and Water Conservation Act program. For the first time a federal program will cover the entire range of public recreation resources.

Targeting of assistance to financially hard pressed cities.

As described in Section 5(d) of the bill, funding will be targeted to those municipalities meeting the minimum standards for physical and economic distress as defined by HUD Urban Development Action Grant Program criteria. Additional determining factors will be the age and condition of existing recreation facilities and the relative need for recreation services on a neighborhood level. This approach guarantees maximum impact in urban areas of greatest need. Through concentration of investment, it also insures that federal assistance will benefit overall public park systems rather than scattered isolated parcels.

I would like to note here that a few words of clarification might be added in describing project eligibility. It should be understood that Recovery Act funding may be dispersed throughout eligible park systems and is not restricted to the fiscally distressed communities within them.

Matching formula and State action incentive. The legislation provides 50 percent federal matching grants, but also authorizes (Section 5(g)) additional federal funds "to equal the total match provided by a state of up to 25 percent of total project costs." Section 5(d) indicates that the federal government will give

priority in awarding grants to projects involving state (as well as private) contributions. This State Action Incentive is one of the most important and innovative provisions of the legislation. First, it encourages state assistance to municipalities as well as close city-state cooperative efforts in planning and project implementation. In addition, there is potential for an all important reduction in the local share of project costs.

However, I would like to inject a note of caution here and a request for even greater flexibility in the matching requirements. In cases where state matching contributions are restricted or altogether unavailable, the ability of municipalities such as New York City to participate in the program will be severely limited by local funding shortages. Further, because the legislation appears to give priority to cities which receive state assistance, even a municipality having matching monies available from local sources could be penalized by the absence of state participation. If this interpretation of the bill's provisions is correct, the possibility exists that cities with the greatest need will not receive an appropriate share of "Recovery Act" funds.

In order to correct these faults in the legislation, I suggest two significant modifications in the legislation for your consideration:

First, the federal matching contribution should be increased to provide a minimum of 75 percent of funding assistance. This provision would ease the financial burden on local governments in cases where the state cannot contribute.

Second, the State Action Incentive Plan should be established and administered as a separate fund with an appropriation above and beyond the \$150 million annual allotment proposed under the Recovery Act. With this modification, State participation would still be encouraged, but a lack of State participation would not affect a municipality's priority for funding under the recovery program.

Local commitments to system recovery and maintenance. Section 5(a) of the legislation requires participating municipalities to provide interim assurances of local commitment to ongoing operations and programming. Subsequently, each eligible city must submit a complete park and recreation recovery plan identifying future objectives and their relation to overall community development programs. These provisions will encourage improved local management and city-wide coordination in planning and urban revitalization efforts. We are particularly pleased to note that the bill provides for direct planning assistance to municipalities for this purpose.

Program duration: The legislation describes a five-year program with an annual authorization of \$150 million. We are anxious to see a stated intent to continue the effort beyond this initial phase. A five-year investment will provide substantial and demonstrable improvements, but continuing efforts are needed to upgrade major park systems on a comprehensive basis.

SPECIAL IMPACT PROGRAMS

Finally, I would like to propose consideration of two "Special Impact" programs: combined capital and operating special impact grants for large urban parks with regional or national significance; and amendment of the Comprehensive Employment and Training Act to include programs tailored specifically to the administrative and operating needs of urban park and recreation systems. Both areas were included in the National Urban Recreation Study as options for possible federal action. Both involve federal assistance for ongoing local operating costs, a matter which is, to say the least, controversial. For this reason, let me make clear at the outset that I am not proposing in either case unlimited or unrestricted federal assistance for day-to-day operating expenses.

Special impact grants for large, unique urban parks. As noted in the National Urban Recreation Study:

"Many of the great urban parks created 75 to 100 years ago are today in need of rehabilitation or redesign to better serve changing population and lifestyles. Today these parks are critically important to the social, and economic and cultural well-being of the cities they help to shape. Central Park in New York City, Golden Gate Park in San Francisco, the Emerald Necklace in Cleveland, the Boston Commons and Gardens, Forest Park in St. Louis, Balboa Park in San Diego, and Fairmount Park in Philadelphia are all examples."

In a very real sense these facilities have been left in a state of limbo. They attract national and local visitors in large numbers and, by reason of their uniqueness, they are particularly difficult to preserve and operate.

Yet these major resources are almost exclusively dependent on local financing: they must compete on an equal basis with all other elements of the municipal park system to obtain funding from severely limited local budgets.

There is an urgent and legitimate role for federal support here. For this reason, I am suggesting a national program specifically directed toward the preservation and operation of these unique facilities. Such a program could operate on a demonstration basis. Elements might include:

1. Capital aid in the form of direct grants to municipalities. Matching requirements should be relaxed and might be limited to local contribution of design or other inkind services.

2. Operating assistance for specifically defined purposes: for example, demonstration of innovative field management and programming techniques, park security, and vandalism control.

URBAN PARKS RECOVERY AND CETA

The CETA program has become critical to day-to-day park operations in New York City. CETA funded employees now comprise 50 percent of the agency's work force. As noted previously, we have had and continue to experience serious difficulties in coordinating the CETA program with our regular ongoing operations. Once again, the National Urban Recreation Study found that New York's experiences and difficulties with the CETA program were shared by cities throughout the country:

"The majority of cities studied report a significant and growing reliance on CETA to fund park and recreation personnel."

"Most CETA personnel are unskilled, lack training, and perform maintenance or clerical jobs."

"CETA employees require greater on-the-job supervision than do non-CETA employees."

"CETA funds for materials and equipment are very limited. Due to their own fiscal constraints, park and recreation agencies often cannot provide significant numbers of CETA staff with proper equipment and materials."

"While CETA aims to provide short-term employment with immediate benefits, most CETA-filled park and recreation positions require long-term or permanent responsibilities that usually demand special skills."

Revisions in the CETA program are currently under discussion and it is imperative that urban park and recreation needs be specifically addressed. Whether they are provided through amendments to the CETA legislation or under separate recreation legislation, the following program elements are absolutely essential:

1. Additional funding specifically to cover supervisory costs;
2. Assistance for purchase of equipment and supplies;
3. Increased training support;
4. Continuation of funding and programs over a long-term period.

It should be noted that at least one section of the existing CETA legislation already provides coverage in several of these areas, the Young Adult Conservation Corps program, authorized under CETA Title VIII. To date our experience with the YACC program has been limited. The first New York City program, supported by a one million dollar grant, commenced operation only three weeks ago. However, based just on these three weeks it is clear the program is a vast improvement over regular CETA programs in three critical areas: equipment, training and, perhaps most important, supervision.

The picture I have painted today in my testimony is bleak. But I, like my counterparts from other state and local park systems, are not without hope. On the one hand, each day we live with the terrible knowledge that we lack even minimally adequate resources to prevent the increasingly rapid destruction and deteriorating of our cities parks and open spaces. On the other hand, in recent years we have seen federal concern for our problems evolve into federal commitments. The Congress and the federal government have already developed an arsenal of programs which, with some modifications and with the addition of a few critical weapons such as the legislation before you today, could turn the tide. Local Public Works, Community Development, Land Water and Conservation, CETA, the proposed Urban Park and Recreation Recovery bill—these are the basic resources we need. Mold them into a comprehensive and coordinated strategy and you will lay the foundation for the renaissance of our nation's urban park systems. The first Commissioner of New York's five borough Parks Department used exactly the same type of tools—the WPA and the Civil Works Administration for example—to build our City's modern park system at the height of the Great Depression.

My task is to rebuild and preserve that unique resource. With your help, it is a task that I believe can be accomplished. For these reasons, I am here today to lend my full support to and urge the enactment of the Urban Park and Recreation Recovery Act.

Thank you.

Senator METZENBAUM. Thank you very much, Mr. Davis. I appreciate the brevity of your remarks and the directness of your comments. Mr. Mastroianni.

STATEMENT OF THEODORE MASTROIANNI, COMMISSIONER, PARKS, LIBRARIES, AND CULTURAL AFFAIRS, ATLANTA, GA.

Mr. MASTROIANNI. Atlanta is certified as a distressed city by urban development assistance grant's eligibility determinants. Therefore, Atlanta can speak as a potential recipient should this bill become law. Atlanta is not opposed to direct city aid from the Federal Government but feels the State of Georgia, or any other State for that matter, should have input into the process. Because of the past rural-orientation of the States, the bulk of Federal funds to States has gone to the rural areas. If the States are bypassed this time, except to ask them for matching funds, the States will continue to concentrate their funds to the rural areas. We must ask the States to be more sensitive to the urban ills. Atlanta needs approximately \$2 million for rehabilitation renewal on the predominantly active recreation facilities. Traditionally, the States and Federal Government have taken the role of providing environmental protection, nature preserves, and overemphasizing passive recreation. This has forced the cities into the role of providing active recreation to the masses.

Active recreation, as you know, needs high-intensity maintenance. In order to avoid high future maintenance costs, the cities must look toward a more balanced park system, balanced between active and passive, such as urban "forests" so that thousands of kids will not need to be bused from the inner cities out to so-called good parks. If we have balanced or low-maintenance park systems, we may eliminate some of the problems we are facing now. It is illogical, in the face of the energy crisis, to continue to have to transport urban residents to rural, passive settings when the States can, in cooperation with the cities, provide urban passive opportunities for recreation and the cities can use the Urban Park and Recreation Recovery Act to rebuild and revitalize existing facilities with a one-time high-outlay, future low-maintenance construction formula. Atlanta's position is certainly not unique among cities today. Major urban areas in this country have suffered from flight to suburbia and shrinking tax bases, and just now are starting to see slow but determined revitalization attempts, but cities like Atlanta cannot do it alone.

Now when we are faced with budget situations where, as in the city of Atlanta 1978 budget request, we asked for \$974,000 to improve park facilities and got \$297,250; we asked \$384,662 to improve park maintenance staff and got \$178,147; to improve cleaning of park facilities we asked for nine positions, equipment, and position reclassification at \$85,990 and got zero. Our maintenance and operation request situation is so bad that in the fourth year CD application, over \$1 million in projects, which would require high maintenance and

operation costs in the future, were recommended by the CD staff to be deleted. However, all renovation, rehabilitation, or upgrading projects requiring low future maintenance or no change in staff were left untouched. Atlanta does not have the funds available to do its own rehabilitation, or can it provide adequate urban, passive recreation to meet its citizens' needs.

The State of Georgia, by its own criteria, has not yet met the needs of Atlantans in Fulton and Dekalb Counties, for example, where it had an unmet demand of 52 percent for group camping, an unmet demand of 85 percent for tent camping, an unmet demand of 58 percent for picnic facilities, an unmet demand of 81 percent for trailer-campers, and an unmet demand of 38 percent for warm water fishing. If the States and the cities can work together to meet the urban passive needs and revitalize the existing active facilities, we can solve the urban recreation problems. This bill, S. 3163, should not compete with the community block grants or HCRS but complement it. We feel it should not include expanding or developing as stated in page 3—"expanding, or developing existing outdoor or indoor recreation facilities and areas, including improvements in park landscapes, buildings, and support facilities, but excluding routine maintenance and upkeep activities;"—but be limited to rehabilitation. The other grants can address land acquisitions, expansion, and development. Together, cities and States can utilize this Urban Parks and Recreation Recovery Act to help rebuild American cities with the initial high outlay, if we plan together a planned urban park system which will not force cities to build high intensity facilities which they can't maintain. We cannot forever ask the Federal Government for money.

Historically, Land and Water Conservation Fund, the major categorical grant program for recreation, has provided only 16 percent of the State and local share to central cities containing 30 percent of the national population. In this Urban Parks and Recreation Recovery Act, we see the potential for the salvation of the inner city as a place to live, work, play, and grow. With the concentration of Federal attention and funding on the inner cities, we can expect to see an expanding tax base in the inner cities. This will mean that in another 20 years, the Federal Government should not have to step in with yet another recovery act. This will mean that the inner cities have the potential to become healthy, viable, self-sustaining entities. With the realization of these goals in mind, Atlanta cannot argue, bet, or plead strongly enough for the passage of the Urban Parks and Recreation Recovery Act.

The city of Atlanta would like to see the addition of a statement in this bill, which would charge cities and States with joint responsibility in the recovery/revitalization of urban parks and recreation; also, an incentive program to provide facilities where there exists a definite multijurisdictional exchange of people. Atlanta would also like to suggest that we should all be aware that if States could not develop passive and inner-urban recreation 20 years ago—and can't today because of the high cost of land surrounding the urban areas, then a Federal recovery act 20 years hence will be astronomical. We welcome the chance to revitalize. We welcome the chance to do so in cooperation with the Federal Government.

Thank you very much.

[An attachment to Mr. Mastroianni's statement follows:]

TOP PRIORITY MAINTENANCE ITEMS

CHASTAIN PARK

A. Landscaping

- | | |
|---|----------------------|
| 1) Clear walls in picnic area
Approx. 100' swale (wall approx. 75' long) clogged
with debris so that water does not stay behind
retaining wall. Clean and excavate area 100' long
x 3' wide x 2' average depth @ \$3.50/cu. yd. | \$ 2,100.00 |
| 2) Storm drainage or improvement above play area
4 drop inlets, average depth 5', @ \$70/ vert. ft.
= \$350 each
650 lin. ft. 18" concrete pipe @ \$13.50/lin. ft. | 1,400.00
8,775.00 |
| 3) Erosion on banks at amphitheater parking
27,500 sq. ft. Pines 6' O.C. - 943 @ \$16.00
each installed | 15,089.12 |
| 4) Creek bank stabilization (Golf) | 150,000.00 |

B. Furnishings

- | | |
|---|-----------|
| 1) Master grill needs masonry work on stone grills;
loose stones replaced | 700.00 |
| 2) Rebuild wooden seats at master grill | 400.00 |
| 3) Rebuild wooden picnic shelters 10 of 13 burned
by vandals; rebuild 6; remove 7 | 6,000.00 |
| 4) Fence around walled well between swimming pool and
Wieuca Rd. Approx. 300 lin. ft. 5' high chain link
@ \$5/lin. ft. | 1,500.00 |
| 5) 2 rain shelters/comfort stations | 30,000.00 |

C. Play Area

- | | |
|--|-----------|
| 1) Redesign play area using wooden equipment | 25,000.00 |
|--|-----------|

D. Building Repairs

- | | |
|--|-----------|
| 1) Raise drain boxes in audience orchestra section
@ \$70/vert. ft. | 300.00 |
| 2) New concrete slab needed Approx. 5,000 sq. ft.
needed @ \$1.50/sq. ft. | 7,500.00 |
| 3) Roof extension at amphitheater | 40,000.00 |

E. Parking

- | | |
|--|-----------|
| 1) Repave parking area at amphitheater
10,000 sq. yd. @ \$6.50/sq. yd. | 65,000.00 |
| 2) Vehicular barriers at amphitheater banks
900 lin. ft. Staked railroad ties @ \$5.00 each | 600.00 |

F. Lighting

- | | |
|---|-----------|
| 1) Repair and replace vandalized fixtures | 30,000.00 |
|---|-----------|

TOTAL ESTIMATED COST FOR CHASTAIN PARK

 \$384,364.12

Top Priority Maintenance Items
Page 2

BAGLEY PARK

A. Parking		
Repave north parking lot		
3,000 sq. yds. @ \$6.50/sq. yd.	20,000.00	
B. Playground Improvements	15,000.00	
TOTAL COST BAGLEY PARK		\$35,000.00

GARDEN HILLS PARK

A. Landscaping		
1. Stabilize creek bank from street culvert to pedestrian bridge Approx. 200 lin. ft., average assumed depth 4' = 1,6000 sq. ft. rip-rap @ \$4/sq. ft. = \$6,400 + \$4,000 for dredging	11,400.00	
B. Walks		
1) Rebuild walks (100 lin. ft. @ \$2.50/lin. ft. = \$250) and construct apron (25 sq. yd. @ \$18.50 sq. yd. = \$462.50) at community building	712.50	
2) Pave walk to community center 50' x 15' = 750/9 @ \$6.50 sq. ft.	550.00	
3) Complete street sidewalk on Pinetree Avenue 6' walk approx. 525' long = 3,150 sq. ft. @ \$1.50/sq. ft.	4,725.00	
4) Build steps from building down bank to bridge Approx. 25 lin. ft. 6' wide steps @ \$15/ sq. ft.	800.00	
TOTAL COST GARDEN HILLS PARK		\$18,187.50

PEACHTREE HILLS PARK

A. Landscaping		
1) Re-establish and stabilize creek bank in Southern portion only (Entire creek stabilization 1975 at a cost of \$137,000)	80,000.00	
2) Ballfield Lights (rewiring)	27,000.00	
TOTAL COST PEACHTREE HILLS PARK		\$107,000.00

SHADY VALLEY PARK

A. Install Playground Equipment	8,000.00	
TOTAL COST SHADY VALLEY PARK		\$ 8,000.00

Top Priority Maintenance Items
Page 3

ATLANTA MEMORIAL PARK

A. Landscaping

- | | |
|--|--------------|
| 1) Stabilization of creek throughout (approx.
10,000 lin. ft.) Covering of ditch at
#17 green (815 ft. of 36" culvert, \$55,000) | \$250,000.00 |
|--|--------------|

B. Building and Repairs

- | | |
|--|------------|
| 1) Rebuild golf course clubhouse | 200,000.00 |
| 2) Repair golf course clubhouse | 17,000.00 |
| 3) Paint chainlink fence and stands at Tennis Center | 1,500.00 |
| 4) Soil and Maintenance shed | 20,000.00 |
| 5) Cart storage building construction | 25,000.00 |
| 6) Cart path | 80,000.00 |
| 7) Two (2) comfort stations/rain shelters | 20,000.00 |
| 8) Storm drainage for tennis courts near creek | 25,000.00 |
| 9) Fencing | 5,000.00 |
| 10) Parking lot expansion | 20,000.00 |

TOTAL COST ATLANTA MEMORIAL PARK

\$663,500.00

TANYARD CREEK PARK

A. Landscaping

- | | |
|--|----------|
| 1) Stabilize branch flowing into Tanyard Creek to
headwall at Walthall 200 lin. ft. x 4' deep
= 1,600 sq. ft. rip-rap @ \$4.00/sq. ft. | 6,400.00 |
|--|----------|

TOTAL COST TANYARD CREEK PARK

\$ 6,400.00

CHATTAHOOCHEE PARK

A. Court Resurfacing

Re-line multi-use courts

300.00

TOTAL COST CHATTAHOOCHEE PARK

\$ 300.00

E. P. HOWELL RECREATION CENTER

A. Roofing

9,000.00

TOTAL COST E. P. HOWELL RECREATION CENTER

\$ 9,000.00

HOME PARK

A. Walks

Portion cracked and should be replaced (SE of bldg.)

5,000.00

B. Furnishings

Metal rail at wall above playing field
75' @ \$5.00/lin. ft.

400.00

Top Priority Maintenance Items
Page 4

Home Park (cont'd)

C. Heating and Air Conditioning	10,000.00	
TOTAL COST HOME PARK		\$15,400.00

LORING HEIGHTS PARK

A. Furnishings

- | | |
|--|--------|
| 1) Improve steps on southside and spring area;
masonry work | 500.00 |
|--|--------|

B. Landscaping

- | | |
|--|----------|
| 1) Improve drainage around pond (700') | 8,000.00 |
| 2) Improve storm drainage below dam | |
| a. Rebuild headwall \$ 400.00 | |
| b. 2 invert boxes 700.00 | |
| c. 75' pipe 1,000.00 | |
| Total | 2,100.00 |

- | | |
|---|----------|
| 3) Retaining wall on south bank
250 lin. ft. = 54.8 perch x \$100 granite rubble | 5,500.00 |
|---|----------|

TOTAL COST LORING HEIGHTS PARK		\$16,100.00
--------------------------------	--	-------------

WINN PARK

A. Maintenance

- | | |
|---|----------|
| 1) Refill eroded areas in west end; approx. 100 cu. yd.
fine grading | 1,000.00 |
|---|----------|

TOTAL COST WINN PARK		\$ 1,000.00
----------------------	--	-------------

NOBLE PARK

A. Furnishings

- | | |
|--------------------------------------|--------|
| 1) Permanent benches: 6 @ \$100 each | 600.00 |
|--------------------------------------|--------|

TOTAL COST NOBLE PARK		\$ 600.00
-----------------------	--	-----------

PIEDMONT PARK (PROPOSED)

A. Landscaping

- | | |
|---|------------|
| 1) General storm drainage (needs more detailed study)
improvements | 100,000.00 |
|---|------------|

B. Court Resurfacing

- | | |
|--------------------------|----------|
| 1) New basketball courts | 7,000.00 |
|--------------------------|----------|

C. Furnishings

- | | |
|--|--|
| 1) Many things needed; none yet identified | |
|--|--|

Top Priority Maintenance Items
Page 5

Piedmont Park (cont'd)

D. Renovate tennis control building	25,000.00	
TOTAL PROPOSED COST PIEDMONT PARK		\$132,000.00

ENGLISH PARK

A. Parking		
1) Parallel parking off asphalt drives for 20 cars 1,200 sq. yd. @ \$6.50 sq. yd. + 400 lin. ft. curb @ \$2.50 lin. ft.	8,800.00	
B. Landscaping		
1) Storm drainage near playground Approx. 200 lin. ft. pipe @ \$13.50/lin. ft. 2 inverts averaging 5' @ \$70.00 vert. ft.	3,500.00	
2) Walls above paved courts 100 lin. ft. 18" thick av. 3' ht. = 18.75 x \$200.00	4,000.00	
3) Fencing, multi-use courts	5,000.00	
TOTAL COST ENGLISH PARK		\$ 21,300.00

GUN CLUB PARK

A. Lighting		
1) Paint light poles and add vandal resistant lighting Add lights on field parking and walk	15,000.00	
B. Landscaping		
1) Storm drainage at athletic field 4 inverts, av. depth 6' @ \$420.00 each = \$1,680.00 8,100 ft. pipe; 2 headwalls @ \$400.00 each	12,000.00	
2) Drop inlet at corner of swimming pool 150 ft. pipe @ \$13.50/ft. = \$2,025 + 6 vert. ft. invert = \$420	3,000.00	
C. Walks		
1) Trail from pool to athletic field 1,000 ft., 4' wide, wood chips, @ \$3.00/lin/ ft.	3,000.00	
D. Reroof recreation building	12,000.00	
TOTAL COST GUN CLUB PARK		\$45,000.00

A. D. WILLIAMS PARK

A. Landscaping		
1) Storm drainage and headwall below ballfield Remove existing headwall Add 200 lin. ft. of 24" pipe @ \$16/lin. ft. 2 inverts, approx. 5' deep 1 headwall grading & grassing; repair of walks	7,300.00	
Total		

Top Priority Maintenance Items
Page 6

A. D. Williams Park (cont'd)

B. Walks

- | | |
|--|----------|
| 1) Wall along walk down to courts
300 lin. ft. 18" wide, granite, 24" high
37 perch @ \$100 p. | 4,000.00 |
|--|----------|

C. Lighting

- | | |
|---|-----------|
| 1) Replace vandalized walk and ballfield lighting
30 fixture poles and underground wiring intact | 20,000.00 |
|---|-----------|

D. Courts

- | | |
|--|----------|
| 1) New lines and goals on multi-use courts | 2,000.00 |
|--|----------|

TOTAL COST A. D. WILLIAMS PARK	\$33,300.00
--------------------------------	-------------

BUTLER PARK

A. Landscaping

- | | |
|-------------------------|----------|
| 1) Grading and grassing | 2,000.00 |
|-------------------------|----------|

B. Repair basketball court lighting

2,000.00

Rebuild playground

8,000.00

TOTAL COST BUTLER PARK	\$12,000.00
------------------------	-------------

MAYOR'S PARK AT PEACHTREE

A. Landscaping

- | | |
|---|----------|
| 1) Screen at rear; seasonal color at front of bed;
ground cover with bulbs; replace damaged planting | 1,500.00 |
|---|----------|

TOTAL COST MAYOR'S PARK AT PEACHTREE	\$1,500.00
--------------------------------------	------------

HURT PARK

A. Landscaping

- | | |
|--------------------------|----------|
| 1) Redesign all planting | 5,000.00 |
|--------------------------|----------|

TOTAL COST HURT PARK	\$5,000.00
----------------------	------------

PEACHTREE TRIANGLE AT BAKER STREET

A. Landscaping

- | | |
|---|--------|
| 1) Replace shore junipers 303 \$4.75 each
Replace one horn beam \$130.00 | 300.00 |
|---|--------|

TOTAL COST PEACHTREE TRIANGLE	\$ 300.00
-------------------------------	-----------

Top Priority Maintenance Items
Page 7

MARTIN LUTHER KING, JR. PLAYLOT

A. Landscaping

1) Screen planting 25 medium scrubs @ \$18.50 ea. = \$462.50	600.00	
2) Add interest to site with grading (railroad ties and berms)	2,500.00	
TOTAL COST MARTIN LUTHER KING, JR. PLAYLOT		\$ 3,100.00

PEACHTREE-PONCE DE LEON TRIANGLE

A. Landscaping

1) Install brick or Belgian block under tree 100 sq. ft. @ \$2.50/sq. ft.	250.00	
TOTAL COST PEACHTREE-PONCE DE LEON TRIANGLE		\$ 250.00

UNIVERSITY PARK

A. Landscaping

1) Barrier between play area and street 30 medium scrubs @ \$11.50 each	350.00	
--	--------	--

B. Lighting

1) Replace light fixtures Globe & fixture replacement, poles, etc. Approx. 20 @ \$250.00 each	18,000.00	
---	-----------	--

C. Play Area

1) New sand in boxes 6" deep in two areas 625 sq. ft. + 1,225 sq. ft. = 34.25 cu. yd. = 46.25 tons @ \$8.00 ton	370.00	
TOTAL COST UNIVERSITY PARK		\$18,720.00

GRANT PARK

A. Play Area

1) Redesign play area	15,000.00	
-----------------------	-----------	--

B. Lighting

1) Security lighting at gym	5,000.00	
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C. Landscaping

1) Renovate tower	5,000.00	
2) Repair and rebuild bear pens	50,000.00	
3) Evergreens at perimeter and back of pool 130' lg. evergreens (Holly) @ \$37.00 each	5,000.00	
4) Banks along Cherokee Avenue and area under tower: grading, fill dirt and grass	25,000.00	
5) Gunite work at Rhino enclosure	80,000.00	
TOTAL COST GRANT PARK		\$185,000.00

Top Priority Maintenance Items
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FOUR CORNERS PARK

A. Walks

- | | |
|---|----------|
| 1) Sidewalk at perimeter: 350' long x 6' wide
@ \$1.50/sq. ft. (along Crew Street) | 3,150.00 |
| 2) Replace broken sidewalk with walk in
pedestrian path Remove 150' + new walk
150' x 6' @ \$1.50/sq. ft. = \$1,350 | 2,500.00 |

B. Paint Building Inside and Outside	600.00
--------------------------------------	--------

TOTAL COST FOUR CORNERS PARK	\$ 6,250.00
------------------------------	-------------------

DRUID HILLS PARKWAY

A. Landscaping

- | | |
|--|----------|
| 1) 270 evergreens @ \$20; spring flowering shrubs,
trees and ground cover | 6,000.00 |
|--|----------|

B. Play Area

- | | |
|---|----------|
| 1) Needs sense of enclosure 100 R.R. ties = \$450.00;
+ labor and wood chips | 2,000.00 |
|---|----------|

TOTAL COST DRUID HILLS PARKWAY	\$ 8,000.00
--------------------------------	-------------------

DREW PARK

A. Clear and Stabilize Creek	75,000.00
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B. Playground (Develop)	8,000.00
-------------------------	----------

TOTAL COST DREW PARK	\$83,000.00
----------------------	-------------------

EAST LAKE PARK

A. Parking

- | | |
|---|----------|
| 1) Pave parking along street, 720' x 20', gravel only | 2,500.00 |
|---|----------|

B. Build Playground	8,000.00
---------------------	----------

C. Landscaping	3,000.00
----------------	----------

D. Picnic Sheds Repairs	10,000.00
-------------------------	-----------

TOTAL COST EAST LAKE PARK	\$23,500.00
---------------------------	-------------------

WESLEY PARK

A. Landscaping

- | | |
|---|--------|
| 1) Dirt caving in at walk behind swimming pool;
grading and grassing | 500.00 |
|---|--------|

TOTAL COST WESLEY PARK	\$ 500.00
------------------------	-----------------

Top Priority Maintenance Items
Page 9

COAN PARK

A. Playground	15,000.00	
B. Security lighting and parking	18,000.00	
TOTAL COST COAN PARK		\$33,000.00

KEY PARK

A. Landscaping		
1) Trees throughout (25 @ \$130 each)	3,250.00	
B. Play Area		
1) Replace and/or repair equipment	8,000.00	
2) Re-light ballfield	27,000.00	
TOTAL COST KEY PARK		\$38,250.00

PITTMAN PARK

A. Landscaping		
1) Plant bank at tennis courts		
2) Fill and grass uneven areas		
3) Grading on backside of building	5,000.00	
B. Walks		
1) Steps or ramp up bank near tennis courts	2,000.00	
C. Building		
1) Paint inside and out	16,500.00	
2) Additional picnic facilities (construct)	3,000.00	
TOTAL COST PITTMAN PARK		\$26,500.00

WINDSOR STREET PLAYLOT

A. Redesign Play Area	15,000.00	
TOTAL COST WINDSOR STREET PLAYLOT		\$15,000.00

BROWNWOOD PARK

A. Landscaping		
1) Landscape entire park and screen planting	8,000.00	
2) Resurface courts and add fence divider	16,000.00	

Top Priority Maintenance Items
Page 10

Brownwood Park (cont'd)

3) Renovate building, additional lighting	40,000.00	
4) Drainage	16,500.00	
TOTAL COST BROWNWOOD PARK		\$80,500.00

BENTEN PARK

A. Landscaping and Drainage		
1) Plant 50 trees @ \$130 each	6,500.00	
2) Eroded bank in back of school 7,000 sq. ft.: grade and plant 240 pines	4,000.00	
TOTAL COST BENTEN PARK		\$10,500.00

THOMASVILLE PARK

A. Landscaping		
1) Screens for rear of apartments: 50 @ \$18.50 each	925.00	
B. Court Resurfacing : 3 tennis courts	17,500.00	
C. Lighting		
1) Lighting ballfield and parking area	50,000.00	
D. Surface Road to Ballfields	20,000.00	
TOTAL COST THOMASVILLE PARK		\$88,425.00

PERKERSON PARK

A. Renovate Building	50,000.00	
B. Parking		
1) Pave parking lot at softball field	25,000.00	
C. Gate at Maintenance Building and near Tennis Courts	500.00	
D. Rewire Ballfield	20,000.00	
E. Landscaping and Drainage		
1) Storm drainage from athletic field	50,000.00	
2) Resurface tennis courts	30,000.00	
TOTAL COST PERKERSON PARK		\$175,500.00

Top Priority Maintenance Items
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CHOSEWOOD PARK

A. Landscaping and Drainage		
1) Drainage problems	3,500.00	
2) Entrance planting	1,000.00	
3) Screen and bank planting: 250 pine seedlings	4,000.00	
B. Furnishings		
1) Replace backboards	300.00	
2) Guard rail at large bank: 500' @ \$5/lin. ft.	2,500.00	
3) Courts: resurface multi-use	2,500.00	
TOTAL COST CHOSEWOOD PARK		\$13,800.00

LORETTA KIMPSON

A. Bank Stabilization	500.00	
B. Walk: Improve Entrance and Enlarge Walk	1,000.00	
C. Landscaping	1,500.00	
D. Redesign Play Area	5,000.00	
E. Paint Interior and Exterior of Building	600.00	
F. Security Lighting	1,000.00	
TOTAL COST LORETTA KIMPSON		\$ 9,600.00

SOUTH BEND PARK

A. Repair to Picnic Shelters	5,000.00	
B. Rewiring Ballfield	27,000.00	
C. New Gym Roof and Floor	58,000.00	
TOTAL COST SOUTH BEND PARK		\$90,000.00

SOUTHSIDE PARK

A. Landscaping		
1) Reforestation: seedlings from State Forestry Service	8,500.00	
TOTAL COST SOUTHSIDE PARK		\$ 8,500.00

Top Priority Maintenance Items
Page 12

JOHN F. KENNEDY PARK

A. Furnishings		
1) Paint and repair picnic shelter, add table and benches	1,800.00	
2) Repair benches	200.00	
B. Landscaping		
1) Ground cover on banks near community center	5,000.00	
2) Grading at play area (fill dirt)	1,000.00	
C. Play Area: curb of R.R. ties at play sculpture	2,500.00	
D. Courts: paint goal lines on courts	500.00	
TOTAL COST JOHN F. KENNEDY PARK		\$11,000.00

WASHINGTON PARK

A. Furnishing		
1) Benches and bleachers	6,500.00	
B. Courts: resurface 2 courts (Tennis Center)	5,000.00	
C. Play Area: define play area and add new equipment	10,000.00	
TOTAL COST WASHINGTON PARK		\$21,500.00

MADDOX PARK

A. Landscaping		
1) Minor erosion near swimming pool	500.00	
B. Additional picnic tables and benches	2,500.00	
C. Retaining wall south of pool	5,000.00	
D. Replace Maintenance Building	200,000.00	
TOTAL COST MADDOX PARK		\$208,000.00

KNIGHT PARK

A. Building Repair		
1) Repair ceiling and leak in roof	3,000.00	
B. Landscaping		
1) Grassing in front of building	500.00	
C. Resurfac Tennis Court	5,000.00	
TOTAL KNIGHT PARK		\$8,500.00

Top Priority Maintenance Items
Page 13

MOZLEY PARK

A. Repair Sidewalk at Recreation Building	800.00	
B. Furnishing		
1) Replace shelter over master grill	6,000.00	
2) Renovate upstairs and replace roof of bathhouse	50,000.00	
TOTAL COST MOZLEY PARK		\$56,800.00

GROVE PARK

A. Landscaping		
1) Street trees 30 @ \$130 each	2,600.00	
2) Ornamental 25 @ \$75 each	1,875.00	
3) Grass in front of gym	1,200.00	
B. Replace Gym	600,000.00	
C. Lighting of Tennis Courts	6,500.00	
TOTAL COST GROVE PARK		\$612,175.00

COLLIER DRIVE PARK

A. Retainer Walls at Ballfield and Improve Wall at Playground	20,000.00	
B. Repair Outdoor Toilet	2,000.00	
TOTAL COST COLLIER DRIVE PARK		\$22,000.00

BEN HILL PARK

A. Replace gym	600,000.00	
B. Rewire Lights on Ballfield	33,000.00	
C. Provide Water to Community Building	2,500.00	
TOTAL COST BEN HILL PARK		\$635,500.00

ADAMS PARK

A. Landscaping		
1) Dredge lake and landscape banks	30,000.00	
B. Play Area		
1) 200' retainer wall	4,000.00	

Top Priority Maintenance Items
Page 14

Adams Park (cont'd)

2) Delineate area and install wood chips	200.00	
C. Outside Restrooms	18,000.00	
TOTAL COST ADAMS PARK		\$52,200.00

JOHN A. WHITE PARK

A. Landscaping		
1) Plant banks	10,000.00	
TOTAL COST JOHN A. WHITE PARK		\$10,000.00

RUSK PARK

A. Landscaping and Grading		
1) Repair washout behind wall at playground and at multi-use courts and play area	10,000.00	
TOTAL COST RUSK PARK		\$10,000.00

BROWNSMILL GOLF COURSE

A. Two (2) Rain Shelters and Comfort Station	20,000.00	
B. Drainage	50,000.00	
TOTAL COST BROWNSMILL GOLF COURSE		\$70,000.00

LAKEWOOD FAIRGROUNDS

A. Repair Roofs of Exhibition Building and Grandstand	100,000.00	
B. Repair, Rewire and Extend Grandstand	25,000.00	
TOTAL COST LAKEWOOD FAIRGROUNDS		\$125,000.00

WEST MANOR PARK

A. Building Renovation (Heating & A/C, New Lights)	20,000.00	
B. Relocate Basketball and Multi-use Courts	7,000.00	
TOTAL COST WEST MANOR PARK		\$27,000.00

Top Priority Maintenance Items
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DUNBAR PARK

A. Lighting on Fields and Tennis Courts	50,000.00	
TOTAL COST DUNBAR PARK		\$50,000.00

JOYLAND PARK

A. Building Repairs		
1) Reroof	10,000.00	
2) Paint interior and trim exterior	1,000.00	
B. Resurface Tennis Courts	5,000.00	
TOTAL COST JOYLAND PARK		\$16,000.00

DANIEL STANTON PARK

A. Building Repairs		
1) Paint interior and trim on exterior of building	2,000.00	
TOTAL COST DANIEL STANTON PARK		\$ 2,000.00

WALKER PARK

A. Resurface Multi-use Court	2,500.00	
TOTAL COST WALKER PARK		\$ 2,500.00

REBEL VALLEY PARK

A. Bridge spanning creek	1,500.00	
B. Fence	2,000.00	
TOTAL COST REBEL VALLEY PARK		\$ 3,500.00

LAKE CHARLOTTE PARK

A. Repair or Renovate Bridge	3,000.00	
TOTAL COST LAKE CHARLOTTE PARK		\$ 3,000.00

GILBERT HOUSE

A. Restoration	100,000.00	
TOTAL COST GILBERT HOUSE		\$100,000.00
GRAND TOTAL, TOP PRIORITY MAINTENANCE ITEMS FOR ALL PARKS		<u>\$4,479,821.62</u>

Senator METZENBAUM. Thank you very much. Let me ask each of you. There is a provision in the administration bill having to do with the fact that matching grants, the non-Federal part, they include private or foundation contributions. A, do you think that this is realistic; and B, do you think that there ought to be any different formula if the foundation, local corporation, local community benefactor would be inclined to make a contribution that in those instances that there ought to be a different formulation as to the Federal matching part? Anybody can answer. Mr. Mastroianni.

Mr. MASTROIANNI. I think that if there could be matching grants as I stated earlier between counties and States or counties and cities that join together and, say, 12.5 percent come from Kalb County and 12.5 percent comes from Atlanta, and 25 percent comes from the State and 50 percent comes from the Federal Government, that that formula perhaps should provide more money to that jurisdiction, some kind of incentive, or if we get a private grant that would put up the city's share, that that would be an incentive to reward that local jurisdiction.

Senator METZENBAUM. Mr. Davis, do you have a comment?

Mr. DAVIS. I would say that we have had considerable success in New York in raising private contributions for major park rehabilitation programs. You must understand that many private contributors like with the university want to make a contribution for a new edifice or a new park, or we have to rehabilitate what exists, and we have had some success in getting donations for existing park facilities. The difficulty is that those donations focus on highly visible areas located in highly visible facilities in highly visible areas. It is difficult to raise money for a park swimming pool, for example, in Brookland Vashty [phonetic] area. It is much easier to raise money for restoring the landmark bridge in Central Park. I guess my reaction to the question is, yes, we might have a more favorable formula and that certainly would lever, I think, additional private funds; but if you are looking to private funds as some major solutions to the problems of an urban park system, our experience in New York is that it is helpful, but it is not the answer.

Mrs. RATTLEY. We support generating private capital. We have not come up with a procedure as to how would it be utilized. We first thought in terms of those depressed cities who could not afford the match. If they could generated the private money from within the community, then the grant would be applied the same as other localities that could come up with it, and that would eliminate some of the poor localities from having to go without any grants because they cannot pay, raise, or put in kind the match fund that will be required.

Mr. GRIEVANT. Artie Grievant from New York. We are putting a \$2 million park in our city and we have a case now of United Parcel Service putting in a \$2 million park in part of our city where they were first founded and they are going to operate it themselves, but it will be a public park, but again, it is an edifice to get moneys into some of the central areas.

Senator METZENBAUM. Doesn't it release money that you might otherwise be using in that area?

Mr. GRIEVANT. In this case it wouldn't because it is a new facility. In our park, we built a freeway which we used Federal highway moneys for. We had private capital there from buildings that were

located there. I think as the gentleman from New York says when private capital comes in some degree of foundation money that people want to see it and they want to have something they can show they did, and that is very difficult in many parts of the city.

Senator METZENBAUM. Mr. Davis, this has no relevance to this particular piece of legislation, but there is one question that always bothered me. You go to Mexico and walk around a park right in the heart of the city and it is brilliantly illuminated and you have no feeling of fear. Has there ever been any consideration given to illuminating or lighting Central Park?

Mr. DAVID. Mr. Chairman, Central Park is lighted.

Senator METZENBAUM. Not very well.

Mr. DAVID. Well, that may be true.

Senator METZENBAUM. You wouldn't walk through Central Park today, would you?

Mr. DAVID. I do it every day. The park is theoretically closed at night; I say theoretically because it is not entirely closed but to give you an example, Central Park, for example, is closed to auto traffic from 10 in the morning to 4 in the afternoon. It opens up for the rush hour and it is closed again from 7 to 11 at night. I would invite you to come with me to Central Park on a Monday night between 7 and 11 and you will see thousands of joggers, thousands of bike riders, thousands of skate boarders skating, biking and jogging in safety. That is not to say all sections of this 840-acre land park are brilliantly lighted or adequately patrolled. It is to say that there is something of a myth about the safety of the facilities at Central Park. It is indeed from studies that have been done in the past it has been shown to be safer in Central Park than it is on the streets adjoining Central Park.

Now, we can talk about the streets adjoining if you would like, but I would rather talk about Central Park. Let me paint a picture for something else that we think is important for your consideration in this bill. The National Urban Recreation Study put forth as one option as possible program for large and unique urban parks. We feel very strongly that if there is any possibility for including some section in the legislation to provide both a more flexible capital funding formula and possibly a special impact operating grant for these large historic parks and urban areas, we would be very much for that. Not just because we have them, but because other cities around the country have them, and they are difficult to maintain, difficult to operate because they are used heavily not just by New Yorkers, but by people from around the world and the country as is the case with Central Park. It is a landmark which makes maintenance even more difficult. So we would urge that you look into that area as well. Again, there is something that is mentioned in the National Recreation Study and we think it would be very, very useful.

Senator METZENBAUM. Senator Hansen.

Senator HANSEN. Allow me to speak to the distinguished witnesses who just spoke about New York City; if you happen to know a fellow named Dan Rather and visit with him, you might explain to him some of the dangers that you find in the cities of New York. He has explained those in Wyoming, and I think he may be interested in the problems back there too. That wasn't the question. It is just an observation.

May I say to my good friend from Atlanta that the Senate has passed a bill to appropriate about \$72.9 million, to Chattahoochee Recreational Area. How does that relate to the overall needs of the city of Atlanta? Will that appropriation, if it were to be supported by the House and signed by the President, address some of the problems that you recognize in urging the enactment of this urban parks bill?

Mr. MASTROIANNI. That certainly is a very good beginning.

Senator HANSEN. Just a beginning, though?

Mr. MASTROIANNI. Just a beginning. That would relieve a lot of the question on the Atlanta park system and it would obviously relieve the situation so that people would not have to drive so far to see a beautiful park. Chattahoochee is a very beautiful area, and it borders Atlanta and it is literally 15 minutes from downtown Atlanta. So I commend the Senate and the House for passing that bill, and I think more of those things should be surrounding all major urban areas. One of the problems is that most attractive parks, when most people think of parks they think of playgrounds and I think of parks as a complement of playgrounds and forest areas, and we need more of those around major urban areas.

In Atlanta, we have started an urban forest 3 miles from City Hall and it has been frequented by 7,000 people already. And you would think that would be a national forest. But we have gained a lot of information and services from the Department of Interior and they are helping to be more sensitive toward the urban ills. In the NRA part of the study, probably the weakest case in the case of Seattle is one site that shows the recommendation was over 50 miles from Seattle, probably further from here than Richmond as a potential site.

Senator METZENBAUM. Thank you very much. We appreciate your participation. We do have some questions that we will leave with you and hope that you will respond before Friday. Our last three witnesses are Miss Jeannette Bamford, Parks Council of New York City; Mr. Orin Lehman, New York State Land and Water Conservation Fund; Robert C. Weaver, associate director of the National Association of Counties. Mr. Carl Holman has advised us that he will not be with us this morning, but his statement will be made a part of the record. I will ask these three witnesses to confine themselves also to approximately 5 minutes. We must complete our session this morning by 12, and it is 24 minutes to 12.

Miss Jeannette Bamford, would you like to proceed?

STATEMENT OF JEANNETTE G. BAMFORD, EXECUTIVE DIRECTOR, PARKS COUNCIL OF NEW YORK CITY; ACCOMPANIED BY ORIN LEHMAN, COMMISSIONER, NEW YORK STATE OFFICE OF PARKS AND RECREATION AND ROBERT C. WEAVER, ASSOCIATE DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES

Ms. BAMFORD. Thank you very much. I want to say how pleased I am to be here and I also will be cutting my statement a great deal. In a way, you don't even need to have this hearing because you have got a lot of information you already need in this urban recreation study, and I hope that every member of the subcommittee will find the time to look at it, and that is not rhetoric. Those needs are really spelled

out and identified very clearly and the Federal Government has made a \$1 million investment in this study which was extraordinarily wise, because it identified what is really missing from a lot of the programs that work to restore the fabric of urban life and that is providing parks and recreation where people live. Because these are the people and I represent a lot of members and community organizations in New York City who have been shortchanged for too long. We have built highways and sewers and schools and hospitals and even some housing, but we have done a very dismal job of providing parks and recreation facilities that provide services to people who don't have any choice about where they are going to go. And people have really been telling us this for years.

New York City's community board sent their budget priorities to City Hall every year and parks are always No. 1 or No. 2 items, and now the Urban Recreation Study is telling us the same thing that throughout the United States and I quote urban residents in all jurisdictions studies placed high priority on close to home recreation facilities. Our constituents keep telling us this and we keep ignoring it, and I think that is pretty dismal. That is why I feel this bill needs to be passed early this summer. It is a very important part of our urban policy and makes very good economic sense, we believe, because parks are decaying at a faster rate than cities themselves are, and that just doesn't make sense in a physically distressed city. New York, as I guess with many other places, is rehabilitating primarily those cities that pose some kind of safety hazards. And I have all the figures to substantiate this, and I won't go through them with you, but park professionals say that a park needs to be rehabilitated every 25 years. At the rate New York will be going in 1979, our parks will be rehabilitated once every 125 years. I think the reason the Park Council believes the Urban Recreation and Recovery program that is before you today is excellent is that if it is carefully planned, targetted, it can make a very big and visible difference. It will be something we can all point to and see and think that is an important thing to have happen in the cities that are struggling for their very existence. There are a number of other merits to this urban park program, and I have to take exception with a lot of speakers who have preceded me on the planning requirements of the bill. I don't think anybody envisions some kind of planning document that is going to sit on somebody's shelf along with a lot of others we already have.

What we are talking about is preparing some kind of action agenda. A city that has been in a crisis not just for the past couple of years but quite a while previously—when you are in you put on band-aids, this pool can't open, fix this one. So I wouldn't say that someone should prepare it in 3 days, three pages long, but we should step back a minute, look at what you need to do, outline what you need to do in the immediate future, order your priorities and then begin to move on it. I also believe that the criteria for grant eligibility in the bill are going to force cities to look at coordinating private and public resources. For example, throughout the Nation we have this enormous public works program, the clean waters program and in New York, for example, the parks people in 208 really haven't been working closely with one another on this and that represents a tremendous loss. The criteria in the bill also, I think, will encourage parks to retool for the future, well,

really for today's use. Most of them on older cities weren't designed for the kinds of intensive use they are getting today, and so we need to redesign them for physical fitness, for more easy maintenance and the like. The revisions in the bill that we would like to see that we think are very serious is the Federal matching program. We don't understand why parks are at 50 percent when everything else is somewhere between 90 and 100 percent.

Doesn't—you are saying it doesn't matter what it looks like when you go outside.

Senator METZENBAUM. Although I happen to agree with you, the other side of that coin is that the more you use the Federal funds, say it is 75-25 or 80-20, the less projects you can do.

Ms. BAMFORD. I guess I would respond that if you change the percentage you would also get the funding.

Senator METZENBAUM. Where would you get it from?

Ms. BAMFORD. My pocketbook and yours, Mr. Chairman.

Senator METZENBAUM. Since New York's financial bill for aid is on the floor today, we will just drop that subject.

Ms. BAMFORD. I think that is very wise. Thank you.

There are two minor revisions that we believe would clarify the intent of this particular bill. One is section 5B. I think there should be some up-front money to cities and ideally I would like to see the Department pay for the project when it is approved and then you would save a lot of paperwork. That is probably not realistic, but I think there should be a partial payment when the project is approved. Also, in section 5D under criteria for grant eligibility, I think one thing isn't quite clear there.

Senator METZENBAUM. Could you wind up, please?

Ms. BAMFORD. One of the things that is so good about this bill is that it does give cities flexibility and I think you should give them flexibility to use the funds in declining neighborhoods as well. And I think that is an important addition. I hope you pass it. Thank you.

Senator METZENBAUM. Thank you very much. The balance of your statement will be included in the record as well.

[The prepared statements of Ms. Bamford and Mr. Holman follow:]

STATEMENT OF JEANNETTE G. BAMFORD, EXECUTIVE DIRECTOR, PARKS COUNCIL OF NEW YORK CITY

The Parks Council is an independent, non-profit citizens' organization that has been working since 1926 on behalf of parks, recreation, and a better urban environment. As executive director of the organization, I am pleased to appear before this committee to support Senate bill 3163, which would authorize an Urban Park and Recreation Recovery Program in the Department of Interior.

In a sense, this hearing is hardly necessary because the need for the bill has been established by the National Urban Recreation Study, the most comprehensive study of urban parks and recreation ever undertaken. The needs spelled out in that report are carefully substantiated; they are not rhetoric. I urge every member of the Subcommittee on Parks and Recreation to read the Executive Summary of the report. It carefully lays out not only the needs, but also the choices we must make in the immediate future to correct the deficiencies that have been identified and documented by the study, in which the Federal government has invested \$1 million. This investment has been a wise one because the study has clearly identified what was missing from our urban recovery program—providing parks and recreation where people live. Parks and the people who use them have been short-changed for too long. We have built highways and sewers, and schools

and hospitals, and even some housing. But we have done a dismal job of providing park and recreation facilities—facilities that not only provide recreational opportunities to families that have few choices about recreation, but that enhance the quality of life in the neighborhood, that define whether that neighborhood is a good place to live, to work, to bring up families, to grow old.

Documentation of need

If we'd listened to the people we'd have acknowledge this need a long time ago. Every year for at least a decade, the residents of New York City have been telling our local government about this lack when the city's community planning boards send their neighborhood's budget priorities to City Hall. And for years the message, the first or second priority item, has been the same: restore and improve our parks, rehabilitate our playgrounds and swimming pools and playing fields, spruce up and expand our senior citizen centers, turn that vacant lot into a garden or a basketball court. And now the Urban Recreation Study has told us the same thing about cities throughout the United States: "Urban residents in all jurisdictions studied placed high priority on close-to home recreation facilities." Yet these facilities that our constituents keep telling us are so important are often "deteriorated, inadequate, or entirely absent."

Passage needed now

Senate bill 3163 should be passed this summer. It is an integral part of President Carter's urban policy and makes good economic sense because parks and other recreation facilities, which vividly illustrate the quality of life in the cities we are trying to save, are deteriorating at a faster rate than the cities themselves. New York, like other fiscally-distressed cities, is unable to address itself to this deterioration and is only rehabilitating facilities that pose safety hazards. That is a sad, if necessary, comment on the quality of life in our cities.

The state of New York's park preservation efforts is sadly spelled out in the City's Capital Needs and Priorities Message, which views parks as part of the life support system, but also states: "Park professionals set 25 years as the normal life span of parkland and estimate that it costs \$125,000 per acre to rehabilitate. To maintain the City's 25,000 acres of parkland satisfactorily, 1,000 acres should be renovated each year. . . ." However, in fiscal 1979, the total capital investment in parks will be about \$25 million. At that rate, New York City's parks will be rehabilitated once every 125 years.

Big, visible difference

The Urban Park and Recreation Recovery Program is an excellent, although modest, first step in revitalizing these neighborhood facilities that are so vital a part of urban life. If carefully planned and targeted, the program can give cities a big and visible shot-in-the-arm. It can make a difference in those cities that are struggling to save themselves, that are struggling to retain families, industry, and business because parks are an important, if often ignored, part of the quality of life in urban America. If the Federal government is serious about an integrated urban policy, we have under consideration by this committee an important part of that policy.

Merits of urban park program

The \$150 million authorized for appropriation in this bill will have a much greater impact than the capital improvements to parks and other recreation facilities the grants will make possible. The Urban Park Recovery Program will stimulate cities to assess where they stand today, to outline the steps they need to take, to order their priorities, and produce an action agenda. They will have to look at their capacity to deliver recreation services and not just decide where the band-aids are needed.

The criteria for grant eligibility in this bill will motivate municipalities to coordinate private and public resources; it will make them look at all Federal programs and coordinate these programs better. For example in New York City, it will make us see the relationship between the enormous public works program that the 208 clean water grants represent and the opportunities they offer for waterfront recreation.

The criteria will encourage parks departments to re-tool for the future. Most parks weren't designed for the intensive use they are getting today; they weren't designed for uses that promote physical fitness or serve a large, older population. The criteria will encourage cities to redesign high-cost maintenance areas to be cared for less expensively. They will challenge them to upgrade their management and operations systems.

The Urban Park Recovery Program has been carefully and thoughtfully planned to take advantage of all that the Federal government can offer—and that is much more than dollars. In addition to stimulating the coordination of the many federal and local programs designed to improve urban life, the technical assistance that we understand will be a part of this program will be invaluable to cities through the nation. We need the know-how of the National Park Service. We need to know what other cities throughout the nation are doing so we can emulate their successes, learn from their failures. We need to develop a better understanding of how to coordinate programs and how to improve park services. We need to make available models of successful programs so we can learn from each other's efforts. Then we will derive maximum advantage from this and other community improvement programs.

Revisions to bill

The only feature of this bill that the Parks Council finds disturbing is Sec. 5 (a). It is hard for us to reconcile why the Federal government will provide 50 percent matching grants to improve parks and recreation when it provides 90-100 percent grants for highways and housing. We see no logic to this distinction and believe it should be eliminated.

We suggest two minor revisions to clarify the intent of the legislation: Sec. 5 (b) should be revised to permit some payment in advance for approved projects. Because cities have a serious cash flow problem, ideally funding for the complete project should be provided when the grant is approved. With appropriate post-audit procedures, such an approach could eliminate much of the paper work required by the partial payments that are authorized during the course of progress on development or rehabilitation. At the very least, this section should be revised to permit a partial payment when the project is approved.

In Sec. 5 (d) Criteria for Grant Eligibility, item (3) priority criteria should be revised in order to clarify one of the most important features of this bill: that cities can use the funds where they decide they need them most. Many cities must and should work to stabilize neighborhoods that may not meet low-income guidelines, but are in danger of decline. We suggest that there be additional criteria in Sec. 5 (d) (3).

Future efforts

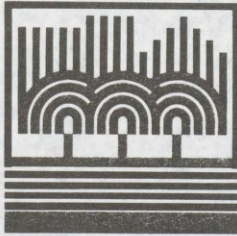
In legislation that we hope will be before this committee in the future, we would like to see consideration given to providing a mechanism for ensuring coordination of existing federal and local programs that affect the quality of urban life. A survey done in New York City by Community Council showed that funding for a variety of recreation services was coming into the City from more than 20 different federal sources. Perhaps an expanded role for Federal regional coordinators or staff assigned to local community improvement projects could provide the coordination that is so obviously needed.

The Parks Council, in particular, understands the impact that such coordination of limited resources can have. We were able to create a $\frac{3}{4}$ -acre waterfront park by using just such existing resources. A planning grant from the National Endowment for the Arts helped us develop our action agenda. Then we used the City's Sanitation Department, rocks from subway construction excavation, cinders from a hospital's incinerator, barrels discarded from a fish market, donations from adjacent industry to supply the design, materials, and supervision that were used by CETA workers to develop the park. Today, the park is maintained by a supported work rehabilitation program for alcoholics, funded by HEW. Clearly this is the kind of coordination and pooling of resources that needs to be done on a larger scale.

The Urban Recreation Study, in looking ahead to what happens next, pointed out: "... many of the problems in urban recreation are due, in part, to the lack of public policies which recognize the interrelationship of parks and recreation with programs for individual human development, urban redevelopment, neighborhood cohesiveness, environmental quality, and economic growth. In the past, narrowly focused program objectives have resulted in lost opportunities to provide recreation while we were pursuing other primary goals in education, transportation housing, economic development, energy conservation, and environmental quality."

This committee, this session of Congress, can assure that these opportunities are no longer lost. We urge passage of the Urban Park and Recreation Recovery Program. Thank you.

The Parks Council



Annual Report

President's Message: 1976-77

This year's mission, we said, was to persuade you to put your talents to work reclaiming, restoring, repairing, returning New York City's parks to the people.

The results were impressive: over two thousand volunteers and better than fifty projects; 350 propagators in senior citizen and daycare centers growing 15,000 plants for our public parks; fourteen work/study sites in four boroughs; the greening of Grand Street, the marine mobile, the curriculum at Julia Richman High School. But even more important than the action projects has been the outpouring of commitment; the faithful attendance at committee meetings and forums, the wealth of ideas to impact on public policy at hearings - at Community Development II, Gateway Transportation, Tri-State Urban Growth, the Corps of Engineers' High-Flow Skimming, Ocean Dumping and Removal of Drift, City Planning's Housing Quality, Plazas and the Dodge site, the Annenberg addition, New York State's Water Quality standards and on and on; and yes, the dollars to make it all possible. Every year we need to raise privately at least a quarter of a million dollars to allow us to act as your trainer, monitor, innovator, stimulator.

We know that you agree with us that New York City *could* have the greatest park and recreation system of any city. It almost has. It is blessed with a legacy of fine old parks. It has a magnificent topography—rocks, hills, wetlands, miles of riverfront, bays and ocean beaches—most within reach of our mass transit system. And the greatest park lovers in the world who stayed home on the Fourth of July two years in a row to celebrate the festival of our neighborhoods.

It has been a privilege to work with each of you. Together we have once again confirmed the sage's maxim: "What is the city but the people."

Eugenia M. Flatow

Eugenia M. Flatow

Statement of Purpose

The Parks Council is an advocate for the public interest in the creation, use and preservation of open space in the City of New York.

Specifically:

- I. The Parks Council monitors Government and advocates the public interest.
- II. The Parks Council encourages community involvement.
- III. The Parks Council develops environmental education programs.
- IV. The Parks Council initiates innovative approaches to environmental problems.

Action for Parks - Volunteers 1977

The Council's volunteer efforts build a lasting constituency for parks throughout the city. Where budget cuts have reduced maintenance by the Parks Department, volunteers take on park spruce-ups and offer recreation programs. These projects often spark broader neighborhood improvements.

Ten thousand marigolds, nurtured from seed by volunteers throughout March and April, are blooming in the city's parks. The seedlings, lovingly transplanted in late May and June, now form brilliant patches of rust, orange and yellow in our neglected parks. This ambitious volunteer project, one of many coordinated by The Parks Council from trowel to seedling, involved 47 neighborhood groups, including senior citizens, day care children, youth groups, handicapped groups and settlement workshops.

The marigold may be a modest flower, but the fact that it is blooming here at all is a tribute to The Parks Council's gigantic effort to mitigate a 23% cut in park appropriations over the last two years, and a 50% reduction in park personnel over the past ten.

This year, The Park Council has concen-

trated on urging existing organizations to turn their attention to parks. The Council has linked block associations and helped them design park projects for their neighborhoods; it has targeted parks gravely in need of community action, and it has sought support from local agencies to implement conservation projects.

For summer 1977, The Parks Council has mustered 1,500 volunteers, doubling last year's pilot program. Summer 1976 saw successful projects that included erosion control, playground repair, planting, painting, and litter pick-up. Summer 1977 finds the Parks Council doing a bigger and better job in fifty neighborhoods throughout the city.

Organization of the community volunteer program is the job of the Council's staff, which recruits groups, assists in project planning, provides materials and guidance, serves as liaison with the Department of Parks and city agencies, and raises funds for tools and materials. The current program is administered with funds from the State Park and Recreation Commission for the City of New York.



Ethel Kirsch



Felicia Hirsch

Work/Study Programs

Sever, years old, the Work/Study program represents seven summers of purposeful employment in the city's parks for hundreds of eager teenagers.

This year, The Parks Council has reached beyond its own established program to encourage community organizations to start similar projects of their own. During February, Council staff held workshops to stimulate community interest in running such programs. Throughout Spring and Summer, the Council published guidelines and conducted further training sessions to assist the fledgling neighborhood groups. As a result, the number of teenagers involved in work/study has increased dramatically from 180 to almost 500.

A newly-developed winter component ran successfully at Julia Richman High School where students in two social studies classes explored environmental issues and related career opportunities. The Parks Council purchased learning materials and arranged for visiting lecturers.

The work/study program operates with federal funds as well as with money raised from private individuals, foundations and

corporations. Funds for the program are painstakingly raised by the Parks Council and cover salaries for supervisors, educational materials, equipment as well as salaries for the teenage workers, and workshops to train the youths' supervisors.

During the summer, supervised teenage teams prune, weed, plant and edge. They also spruce up playgrounds, pick up litter and engage in erosion control. Designed to combine physical work with environmental education, the youngsters study botany, horticulture, landscape design and explore pollution problems.

Best of all, teenagers involved in the work/study programs develop a concern and interest in public spaces. At a time when teenage unemployment is exceptionally high, they are exposed to their first work experience and to a variety of career opportunities.

Last April, a remarkable photo display at the Union Carbide building on Park Avenue publicized the extraordinary efforts of the Parks Council in creating, coordinating and supervising the work/study program.



The Waterfront - Pioneering New Horizons

Once again, The Parks Council has implemented a new concept in the utilization of urban open space. This year, the first recycled dead-end street on the waterfront stands proudly as a mini-park-with-a-view on Grand Street in the Williamsburg section of Brooklyn. After two years of planning and negotiation, the project began in earnest last fall when neighborhood children and adults cleaned away twenty years of rubble and began planting rose, juniper and bayberry bushes, as well as Russian olive trees. With help from the Sanitation Department, a charming cobblestone street was unearthed on the site, a former access road for the ferries that once docked there.

With a solid nucleus of volunteers to do the physical work, The Parks Council moved ahead to raise money for the next phase of improvement. Belying the theory that industry and recreation cannot mix on the waterfront, a factory adjoining the park site gave the project generous financial sup-

port. This spring, a park design was developed after consultation with the community to provide a haven where adults can enjoy the exceptional view of the New York skyline, and children can dream of sailing the high seas.

The existence of this modest, yet delightful, mini-park on our neglected waterfront, is proof that the urban scene can be improved in spite of the current financial crisis. Grand Street park owes its existence to the hard work of enthusiastic neighborhood volunteers. The park's design has relied heavily on recycled materials such as boulders along the shore, cinders for lining paths, telephone poles for flagpoles and barrels for seating.

In coordinating this project, The Parks Council hopes to provide a model for other neighborhoods. The good word has already spread to nearby Greenpoint where a steering committee was recently established to develop a similar waterfront park.

Policy Positions

A: The Parks Council has successfully urged New York State Sea Grant Program to make funds available for coastal research and community assistance in the city. This year, Sea Grant is studying urban waterfront design as well as working with six sample communities on improving recreation and aesthetic conditions along the waterfront. As a direct result of Parks Council efforts, Sea Grant has placed a staff person in NYC to supervise these programs. Parks Council President, Eugenia M. Flatow, chairs a Sea Grant committee on marine environmental education.

B: The Parks Council is involved in the federally-funded "208" Clean Waters Planning and Coastal Zone Management Programs as an advocate of the public interest in improved open space recreational opportunities. In "208," the Council's role is to make certain that the City takes seriously the national goals to clean up the waterways for improved swimming and fishing. In Coastal Management, it is to make sure that natural areas be protected and that the public's access to the waterfront be accorded high priority by planners.

C: In February, the Parks Council proposed to the City Council that a NYC Waterfront Advisory Board be created to insure comprehensive development of the waterfront. Such a Board has now been established

thanks to the Council's efforts, providing a meeting ground where representatives of shipping, housing, recreation, environmental and community interests can sit together to balance competing demands and, hopefully, pursue redevelopment.

D: Regarding the reorganization of the Department of Parks and Recreation, The Parks Council has taken the following positions:

1. In order to assure that services be promptly delivered to community groups, the Council suggested a structure whereby decisions involving limited resources be made by the very people responsible for community affairs, maintenance, design, engineering, planning and recreation.
2. That Recreation and Maintenance not be integrated, fearing that Recreation will be swallowed up in the process.
3. That broader titles be established within DPR to assure more flexibility in service delivery, and more productivity.
4. That the position of General Manager for Parks and Recreation not be limited to a career civil servant, but be a non-competitive post serving at the Commissioner's pleasure.

E: Once again, the survival of Central Park is at stake. Events like the TASTE OF THE BIG APPLE Food Festival, and DR. PEPPER concerts, which attract thousands of participants, will without doubt,

trample the fragile ecology of our park.

The Parks Council Board has repeatedly drawn up lists of alternative sites for these festivals in the hope that the park may be allowed to survive for future generations to enjoy.

F: In the past, the Federal Bureau of Outdoor Recreation concentrated primarily on the purchase of open spaces in the West. This year, B.O.R. began a study of urban recreation needs, and both the President and the Executive Director of the Parks Council were asked to serve on advisory groups. Parks Council officials echoed the opinion of cities throughout the nation when they urged B.O.R. to concentrate on the maintenance of existing urban spaces over the acquisition of new ones. The Council is working closely with members of Congress and B.O.R. to redirect programs and funds to better serve the needs of urban residents.

G: Mini-parks that replace garbage-filled abandoned lots have been a boon to the city's neighborhoods. These parks are still being created, but they are not being maintained. The Parks Council has lobbied extensively to have this responsibility assumed. As a result, arrangements are now being completed to have Project Renewal look after mini-parks in almost 100 neighborhoods.

Waterborne Transportation

In a city of islands, our waterways constitute a vast, exciting and close-at-hand open space resource. And the rivers are public property. The Parks Council is attempting to make this resource available to the public by encouraging expanded waterborne transportation to our recreation areas.

Last summer, the Council and the National Park Service co-sponsored a special series of ten experimental boat trips to Gateway National Recreation Area, the new 26,000 acre national park that stretches across New York City and New Jersey. These trips, the first opportunity for city residents to sail out to the park, showed that boat service might be a soothing alternative to clogged highways and stuffy sub-

ways.

The Parks Council prepared background material, conducted publicity programs, invited and briefed some three hundred special guests, including Congressional delegations, environmental groups and planners.

In addition to pressing for further development of this exciting pilot project, long range planning includes working with the Gateway Citizens Committee in support of federal legislation that would permit the National Park Service to provide transportation to selected parks. In the meantime, the Council is also urging the Department of City Planning to develop short term transportation alternatives.

Design Committee - Conservation And Aesthetics

The Parks Council's Design Committee consists of an active group of Council members, mostly planners, architects and landscape designers, who advise and review proposals affecting open space in New York City.

Listed below are but the highlights of an exceptionally busy year:

Investigated proposed changes in the garden court at the Metropolitan Museum following plans to include the Annenberg School of Communication in the new Western European wing. A statement was presented at a special hearing on the Annenberg School before the Manhattan Borough Board.

Advised on design plans for the Broad-

way pedestrian mall in the Times Square area, Wollman Rink in Central Park, and the Grand Street waterfront mini-park. Testified before the City Planning Commission on residential plaza legislation.

Reviewed proposals for a landscaping project adjacent to the Queensborough Bridge (Bridgemarket), for the development of a high-rise apartment on the Dodge mansion site on Fifth Avenue, and for the design of a traveling tent circus that will perform in city parks.

Worked with a group called Woodside-on-the-Move in Queens on the implementation of the Roosevelt Avenue landscape design.



Nancy Rusdolph

Parks Council as Watchdog

As a result of PARKS COUNCIL testimony at hearings on physical development of GATEWAY, a new plan has been proposed that would include more emphasis on recreational programming PARKS COUNCIL President Eugenia M. Flatow testified in Queens Supreme Court last spring in support of groups fighting construction adjacent to the tidal wetlands of Alley Pond

Park After questioning city approval needed for proposed Annenberg School of Communication at the Metropolitan this year, the Council continues to meet with museum staff to evaluate their plans for a new access to the garage, a berming project, and renovation of the sitting area at the southern end of the museum.

The Parks Council as Catalyst

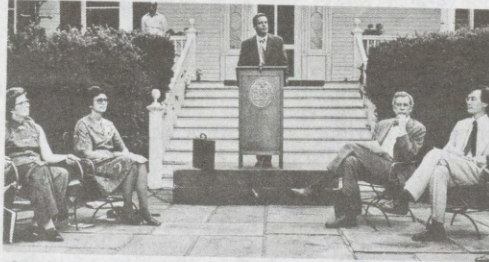
When the Parks Council mobilizes forces to establish a waterfront park, the process is carefully recorded so that other groups can follow in the Council's path. The Work/Study program has been expanding every year because the Council trains community groups to run similar programs. As a result of the Council's volunteer program, the Department of Parks is now set up to absorb volunteers whether the Council is in-

volved or not.

Whether it is community leaders asking for help with planting, vacant lots, clean-ups, fairs, insurance or accounting, the Council's role is always as a catalyst, sharing expertise, offering help and guidance until a group can proceed on its own. Once a project is set up and on its way, the Parks Council moves on to experiment with new ideas.

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Peter A.A. Berle, Commissioner, N.Y. State Department of Environmental Conservation, addresses the 1977 annual meeting from the steps of Grace Mansion on June 2. Commissioner Berle emphasized the need for volunteers to care for parks and praised the Council for its concern with environmental issues. Seated, left to right: Eugenia M. Flatow, Jeannette G. Bamford, Roger B. Oresman, and Lo-Yi Chan.

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STATEMENT OF M. CARL HOLMAN, PRESIDENT, THE NATIONAL URBAN COALITION

Senator Metzenbaum and members of the Subcommittee on Parks and Recreation, I am M. Carl Holman, president of the National Urban Coalition. I am grateful for the opportunity to testify before you today on the Urban Park and Recreation Recovery Act. I consider this measure to be a major first step in directing new energy and resources toward strengthening the system of urban parks and recreation facilities which serve so many Americans. These urban parks and recreation facilities are too often badly deteriorated, but even so they provide a place for exercise, relaxation, and learning—and access to open space which may otherwise be lacking in an urban setting.

As you may know, the National Urban Coalition is an organization which combines the talents of business, labor, city government, minority, and community leaders in the work of improving our cities. The coalition came into being in the wake of the urban riots some 11 years ago, and we now have 34 affiliate groups in communities across the Nation, each with a similarly inclusive constituency, each with its own locally tailored projects.

Our local affiliates tell us time and time again that the quality of life in the neighborhoods they serve is not dependent solely on good, available employment and housing, though these are essentials which any urban advocate must address, but that it is dependent as well on the quality of the urban environment—the amount of open public space and the kind of leisure-time activities available. For an urban child a neighborhood park may provide the only contact he or she has with grass and trees; a neighborhood playground or pool, one of the few meeting places and play areas off the street corner or out of the alley; a neighborhood recreational facility, one of the few learning places where information and resources are available to help with vocational and personal development.

I want to congratulate Secretary of the Interior Cecil Andrus and his capable director of the Heritage Conservation and Recreation Service, Chris Delaporte, for the superior quality of the National Urban Recreation Study recently issued by the Department and for the recent urban initiatives which have grown out of that study. It more than meets its legislative mandate to provide "A comprehensive review and report on the needs, problems, and opportunities associated with urban recreation in highly populated regions." I will make frequent reference to the data it gathers because I feel it makes a strong case for the kind of new national program embodied in the legislation we are considering today.

Almost three-quarters of the American population live in urban areas and yet the parks and recreation facilities which serve the cities have been badly ignored in favor of recreation sites either completely outside metropolitan areas or located on their fringes and thus not easily accessible to city residents. The urban parks study confirms that even in urban areas, most recreation land is located far from densely populated residential neighborhoods. To advocate improvement of urban parks systems which serve these densely populated areas is not to disavow the importance of using Federal funds to protect vast stretches of undeveloped countryside—far from it—but it is to assert the daily needs of a majority of American citizens. Urban communities need parks and facilities which are close to home and which are readily accessible. The intensive use which these parks and facilities receive—and you have only to look at a pocket park or a playground in any big city neighborhood to see the proof of numbers—is in direct contrast to the amount of support they receive from government especially from Federal and State Government.

We all know—and recent events, most notably the passage of California's proposition 13, have underscored—that not only do many local governments suffer from a shortage of funds, but that there is strong sentiment among Americans that government costs too much already. Even so, there are fewer Americans who would relinquish the services their local tax dollars bring them. City governments do the best they can in this political climate to maintain their recreation systems, but overall rising costs, increased service burdens, and diminishing tax rolls place them in a no-win situation. The urban parks study finds that in declining fiscally-troubled core cities and declining satellite jurisdictions, park and recreation agencies have faced the severest retrenchment and have had to cut their capital expenditures to maintain existing facilities. From 1967 to 1975, the park and recreation share of the municipal budget in cities over a million in population decreased by 26 percent, and this at a time when operating expenses were increasing 2 percent to 3 percent per year. Beyond city governments, the resources available to urban recreation systems are limited. Some urban county

governments contribute heavily to the parks in their jurisdictions, but nationwide most urban counties spend less than \$6 per capita, as opposed to the \$9 to \$29 per capita spent by even the declining, fiscally-troubled core cities.

Few States have a strategy for providing parks to urban areas and few devote much of their direct recreation assistance to cities. Most State parks are located in rural areas, not easily accessible by public transportation—they are located close to large cities in only a handful of States. Direct State financial assistance for local recreation needs goes predominantly to suburban or urban fringe areas, and State-distributed land and water conservation fund monies, which comprise up to 60 percent of the land and water fund, go to rural areas twice as often as to SMSA's and to suburban areas within SMSA's twice as often as to core cities. Since the fund's inception, in only ten States has the percentage of that money going to core cities equalled or exceeded the percentage of the State's population living in core cities.

Federal land and water dollars, the only Federal categorical grant monies available for recreational needs, comprised just 10.5 percent of the total \$1.2 billion received by cities and counties in 1976. CETA funds, which went largely for operations and maintenance, comprised nearly half—GRS funds just over one quarter—and community development block grant funds 11 percent of the total amount spent on local recreation in that year. But if you concentrate on the most fiscally hard-pressed urban areas, you see that those jurisdictions have far more immediate demands on their GRS and CDBG allocations than do other governments. And, while they tend to rely more than other jurisdictions on CETA to sponsor park and recreation personnel, this reliance tends to hamper long-term planning because of the unpredictability of CETA allocations.

Further, these financially-pressed jurisdictions have difficulty using the land and water fund to meet their recreation needs. There are several reasons for this difficulty: the jurisdictions are frequently unable to afford the 50 percent match required by the fund; their problems are not sufficiently emphasized in criteria the States use to distribute their money; and their urgent need for rehabilitation of existing parks and for development of indoor facilities is not within the fund's traditional purview.

For jurisdictions with the greatest need, the Urban Park and Recreation Recovery Act would provide some assistance. The legislation would channel both Federal and State attention to urban recreation in a way consistent with other Federal assistance to urban areas and supportive of comprehensive yet practical local recreational planning. This is sound legislation which I believe will do much to strengthen urban recreational systems at relatively low cost. Naturally, I would have preferred a program to provide ongoing assistance to urban areas at significantly higher funding levels, but I feel that this legislation will do an adequate job of leveraging stronger Federal, State, and local commitment to urban parks and recreation facilities, and I support it for this reason. I do want to add, however, that unless it is funded at the proposed level of \$150 million, this program cannot be expected to have much impact.

One of the special strengths of the legislation is that it would target limited Federal funds to those jurisdictions which need them most in a manner consistent with an overall Federal strategy for urban areas. We are always asking the Federal Government to adopt a strategy and stick to it from one Federal program to another. By using the same criteria as those adopted by the Department of Housing and Urban Development for its urban development action grants, the urban parks programs will focus Federal funds on a group of cities badly in need of assistance. The parks measure would modify the UDAG criteria by including certain other factors to make eligibility more heavily dependent on urban recreational need and on citizen participation in determining those needs. But the principle of targeting is terribly important—rather than distributing scarce funds widely with little effect, it would concentrate those funds where they can have most effect. I would urge you to withstand the inevitable pressures to give something to every jurisdiction, for in so doing you will give little assistance to any of them. I would urge you as well to stick with the UDAG formula in order that this urban parks program may truly be an urban program, cut of the same cloth as other Federal programs to help the cities.

Another condition of eligibility is that all grant applicants prepare park and rehabilitation recovery plans. As I understand the intention of this provision, the plans it requires would be practical, action-oriented evaluations and projections useful to the applying jurisdiction whether or not it received Federal funds. These plans would have to "cost out" proposed projects, indicate how such

projects would be maintained and supported, and they would have to fit into a larger urban revitalization strategy. Thus, any recipient jurisdiction would make a commitment to sustain the plans developed for these funds. Further commitment to improved maintenance of parks and recreation facilities would be encouraged by distributing the wards to the office of the mayor or county executive, not to the recreation department under his or her aegis; in this way, local government would have more involvement in the development and administration of these plans.

This legislation very ingeniously encourages cooperation and communication between the States and the counties or cities; between these jurisdictions, the nonprofit organizations which frequently deliver recreational services and the citizens whom they serve. Moreover, it would encourage private involvement in this process. Such cooperation would seem to me to be essential to the long term success of the projects generated under this program. One of the factors in rating projects for approval would be the extent of State and private contribution to the project. Further Federal matching funds of 50 percent of project costs would be increased to 75 percent of project costs when the States contributed the remaining 25 percent. There would be a bonus to the local jurisdiction for winning a State commitment of that magnitude—the recreation project would be entirely funded by these other sources.

I would say one brief word about the matching grant provisions. The 50 percent match under this program would be no greater than that now provided by the land and water fund which it would complement. As I have already noted, some hard-pressed areas have expressed difficulty in using land and water money because they have had trouble raising a full half of the funds themselves. The incentives to draw support from the States and from private groups may make urban parks funding more readily accessible to these needy jurisdictions. Nonetheless, I would support changes to make the grant award carry with it a larger percentage of the total project costs.

One aspect of this legislation which most pleases me is the extent to which it recognizes the valuable role played by nonprofit organizations in the rehabilitation and maintenance of urban recreation areas and facilities. The urban parks study found that "the importance of the private nonprofit sector in providing recreation opportunities at their own or at publicly-owned facilities is largely unrecognized in existing public policies for parks and recreation," and it further found that private nonprofit agencies, which, incidentally, concentrate their efforts in lower income neighborhoods, "are the major urban program providers for non-students throughout the year and for students during the summer when schools are closed." Recognition of their valuable contribution in this field is long overdue.

Another aspect of the legislation which I find terribly important is the extent to which it recognizes the benefit to be accrued by involving community and neighborhood residents in the development and implementation of local recreation plans. One of the tenets of the National Urban Coalition is that citizen participation is the first step to winning and maintaining ongoing community support and that the eventual success or failure of programs designed to benefit the community depends upon community involvement from the outset.

It is appropriate to ask why the urban parks measure is necessary if there is another Federal program which channels funds to local parks and recreation programs. I have already mentioned the inadequacy of the land and water fund to the task of supporting and maintaining the inner city recreation especially the indoor facilities which comprise such a heavy component of urban recreation activity. The urban parks program is designed to be a complement to this other program—to specifically support the rehabilitation and development of recreation areas and facilities in urban urban communities with extraordinary need of such assistance. It will not duplicate the land and water fund, which will continue to provide support for land acquisition and new area development in urban as well as suburban and rural communities, rather it will support projects which are ineligible for assistance under the fund.

I am impressed by the extent to which this new urban parks program will be made to work in tandem with the programs which already contribute to urban recreation; with HUD Labor, and Commerce Department programs to name the most important few. Given the spirit of cooperation with which the Interior Department has developed this legislation and with which it would administer the program if enacted, I am reassured that the assistance it would give to the physical revitalization of urban parks and recreation facilities would be coor-

minated with Federal assistance to expand related employment and training opportunities and housing and commercial development. I believe that cooperation between these agencies should be further promoted by reestablishment of some ongoing mechanism to oversee Federal policies on recreation. I mention this proposal in passing; but I think it follows logically from some of the findings of the urban parks study and from some of the concerns addressed in this legislation.

In conclusion, I believe this legislation represents a new Federal commitment to turn the tide of deterioration and disrepair which has been threatening the continued existence of park and recreation systems in our Nation's most beleaguered communities. The money which it would allocate towards that goal is admittedly a drop in the bucket, given the severity of the fiscal problems these communities face. But the program here proposed will so target funds and so leverage other public and private participation in the recreation efforts of communities applying for Federal assistance, that it will have an effect far beyond its actual cost in dollars. I believe that urban park and recreation systems across the country would benefit from the enactment of this legislation.

Senator METZENBAUM. Mr. Orin Lehman.

STATEMENT OF ORIN LEHMAN, COMMISSIONER, NEW YORK STATE OFFICE OF PARKS AND RECREATION

Mr. LEHMAN. Thank you, Mr. Chairman.

Speaking on behalf of the National Association of State Outdoor Recreation Liaison Officers—commonly known as NASORLO—I appreciate the opportunity to address this distinguished Senate subcommittee, and to comment on that most important bill—the Urban Parks and Recreation Recovery Act of 1978. As the State liaison officer for New York, I welcome the chance to present testimony on the pressing need for rehabilitating and revitalizing the aging and wornout urban recreation systems. At the outset, I want to make it crystal clear that NASORLO heartily applauds this legislation as a major first step in gaining Federal recognition of the urgent needs of our hard-pressed cities to rebuild their deteriorating parks and recreation facilities—needs which we so well documented in the recently completed National Urban Recreation Study Report—mandated by Public Law 94-422. Briefly, I will outline some changes in the bill suggested by NASORLO.

One: The present grant formula calls for 50-percent Federal and 50-percent local funding with a bonus of up to 25-percent additional Federal funding to match the amount the State may contribute.

We believe that the 50-percent local matching requirement will effectively preclude many of the more financially-distressed cities from obtaining park recovery grants. Capital grants for many other Federal programs far exceed a 50-percent Federal share. Thus, we believe that the Federal Government should contribute 75 percent to the program, with the remaining 25 percent coming either from the municipality or the State or a combination of the two. This, we feel, would help to assure that the moneys would be spent where the needs are most critical. In New York, I might say that the majority of the Land and Water Conservation Funds are distributed to the cities in our State and they pay the 50-percent matching funds.

Two. The bill requires that expenditures be made by localities in the first instance, to be reimbursed at a later date by Federal grant funds. Again, it is our firm feeling that many of the larger urban areas with the greatest need will not be able to afford to provide "front-end" funding in anticipation of Federal reimbursement. We urge considera-

tion of a formula which would authorize the Secretary to make 30 percent advance payments on projects with fully approved plans and specifications. The final 20 percent would be withheld until the completion of the project.

Three: The bill provides for grants to cities for urban recreation planning and program development. In order to get on with the urgent task of rehabilitating our urban parks, NASORLO recommends that these planning grants be eliminated from the legislation and that the entire \$150 million yearly appropriation be devoted to park rehabilitation and development. We do, however, endorse the requirement that all local applicants must submit to the Secretary—as a condition of project eligibility—urban park and recreation statements identifying overall rehabilitation and maintenance objectives for their park and recreation systems. I think NASORLO's objections to the bill's planning provisions are more in degree than in substance. We don't want the program slowed down and the cities burdened by cumbersome, bureaucratic planning requirements.

Four: The bill, in its present form, would have grant eligibility based on the standards used by HUD for urban development action grants. Rather than using UDAG criteria, NASORLO believes it might be wiser to reserve eligibility to cities and urban areas with populations of 250,000 and above. However, those places eligible to participate in the urban park and recreation recovery program would have to meet certain criteria indicative of need as determined by the Secretary of the Interior.

Five: As the bill now stands, there is no active role for the States. NASORLO believes firmly that this is a mistake. NASORLO believes firmly that the States could perform a very useful function by seeing to it that the Federal money is used where it will do the most good. The States already have the mechanisms in place for processing the historic, environmental and A-95 clearances and for rating projects against the Statewide Comprehensive Recreation Plan. Most States have close and good working relations with their major cities and are aware of their individual needs. The States do not seek a "signoff or veto privilege," but NASORLO believes that the State liaison officers know their own cities well enough to provide the Secretary and the Heritage Conservation and Recreation Service with informed recommendations on grant applications.

Therefore, NASORLO believes that the States should receive and review all applications from eligible local governments and then recommend, in priority order, the qualifying projects to the Secretary. Thank you.

Senator METZENBAUM. Do I understand you to say that everything has to go through the State?

Mr. LEHMAN. The projects would first come to the State. We have three projects, 250,000 as I testified would be Buffalo, Rochester and New York City. The projects do come—would come to the State to review with recommendations from the Secretary, but we would not have any veto over the projects.

Senator METZENBAUM. Why should the city of Cleveland or the city of Columbus or the city of Dayton have to go to the State to get priority and get a political kind of problem down there? Why should that be done?

Mr. LEHMAN. I don't see any political kind of problems. We do now handle the signoff for the land and water conservation problems, environmental problems. We handle the A-95 forms. This has not proved a great detriment to the cities or the localities. I think that we know our cities, contact all our cities, better than the Federal Government people.

Senator METZENBAUM. Don't you appreciate the fact that some Governor would play politics with this kind of thing?

Mr. LEHMAN. Well, not in New York, sir. Well, seriously——

Senator METZENBAUM. Well, in the other 49 States?

Mr. LEHMAN. I can't speak for them, sir, but I think our State is pretty well divided between the Republicans and the Democrats, and I don't think there has been a lot of politics played in this particular area.

Senator METZENBAUM. Any time you give the Governor of the State the right to determine which city is going to have priority in getting Federal funds you are going to have some politics involved, and that is happening in some other Federal programs right now, and I think I, for one, must say to you whether the Governor is a Democrat or Republican really matters little to me. I just think that that is adding an extra layer of government which I don't feel is particularly valuable in most instances, and in this one I would think that it would be just the opposite.

Mr. LEHMAN. Well, anyway, this is the end of my statement and I wish to emphasize that NASORLO has a strong endorsement of the Urban Park Recovery Act of 1978 and far outweighs any objections to certain sections that we may have.

Thank you, Mr. Chairman.

Senator METZENBAUM. Thank you, Mr. Lehman.

Mr. Robert C. Weaver will be our last witness.

Mr. WEAVER. Thank you, Mr. Chairman.

Mr. Chairman and members of the committee,——

Senator METZENBAUM. Who is the gentleman over here?

(Voice.) I am vice president of the association accompanying Mr. Lehman.

Senator METZENBAUM. I just wanted to know if I omitted you from being a witness.

STATEMENT OF ROBERT C. WEAVER, ASSOCIATE DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES, WASHINGTON, D.C.

Mr. WEAVER. I am Robert Weaver, director, National Association of Counties. The National Association of Counties supports national effort, revitalization and expansion of urban park recreation systems. American county platforms calls for additional efforts to acquire and develop urban lands which would serve people in areas of distress. County governments play a major role in providing park and recreational areas as well as on an areawide basis. A total of 217 counties responded to a yearbook survey on park and recreation functions. Approximately 70 percent indicated responsibility for acquisition of park and recreation land and development of park and recreation facilities on a countywide basis admitting instances this function be shared with municipal governments. Counties are major providers of

these services and must be full partners of any national or local strategy to develop or rehabilitate parks, should recognize this and establish the kind of institutional arrangements to avoid duplication of effort and foster cooperation among local park agencies. A national urban park recovery program should assist counties to develop comprehensive and systemwide approaches to park and recreation services. It should actively facilitate cooperation among those counties, cities and other local agencies which provide recreation services in park systems.

This objective is important, though often difficult to reach. It can be encouraged by Federal programs which permit local governments to coordinated provision of services, plan implements on local agreements, and avoid duplication of effort. NACo suggests that Federal legislation include the following:

One: explicit recognition both in policy statement and operating provisions of the bill, that interval cooperation for planning and program implementation is the objective of the act. Perhaps an additional amount of claims should be provided for joint planning activities.

Two: Planning and implementation funds should be transferrable in both counties and cities where eligible as well as special park agencies and park recreation activities are consistent with the objectives of a comprehensive system wide approach.

Three: In metropolitan areas, a form for joint applications may be necessary and appropriate. Federal assistance should support this activity.

Mr. Chairman, the National Association of Counties is particularly concerned about one part of the eligibility requirement contained in the bill as well as a draft now being circulated for review. Section 5D of S. 3163 requires the Secretary of the Interior to develop criteria defining eligibility for assistance "based upon the minimum standards for physical and economic distresses established for HUD, urban development action grants."

The standards are promulgated in 24 CFR 57020.450, as minimum requirements of economic distress and are applied to metropolitan cities and urban counties. Urban counties are those metropolitan counties with a combined population of 2,000 persons, excluded cities with over 50,000 population.

Only 10 urban counties in the United States are eligible for assistance under the urban development action grant program. The requirement to exclude cities over 50,000 is fundamentally unfair if the county is responsible for providing park and recreation to the entire county. There are other inherent difficulties with the UDAG standard eligible for community development programs. They should not be used urban park systems which are often administered by areawide governments. Two, use of this criteria ignores the counties' park services and may result in costly inflexible park projects.

Three, the criteria is established by Federal regulation and is not contained in section 119 of the Housing Act of 1977. The program to be administered by the Department of Interior would be included in the regulation for the Department of Housing and Urban Development. Plus an important part of the regulations being developed by this committee would be subject to a Federal agency, the legislative responsibility of which is not under their control.

The standards will provide no encouragement for the development of multijurisdictional solutions to urban problems. If anything, they

will encourage the exclusion of local governments with major responsibilities for meeting such needs. The effect of UDAG standards would be to make the systems serving the section of Los Angeles County, an area not unlike that at once eligible for assistance. It would also make best the park part system administered by Jackson County in Kansas City ineligible.

Whatever approach to eligibility is taken, it should encourage the local cooperation and the development of joint approaches to meeting the recreation and park needs of distressed areas. Duplication of Federal administrative effort should also be afforded. It made sense, therefore, to follow the administrative suggestion with the Secretary of the Interior who also has responsibility for Land and Water Conservation Funds and the National Heritage Program Fund.

Mr. Chairman, the National Association of Counties will examine this and other features of S. 3163 during its annual conference in July. Let me take this opportunity to commend you, Mr. Chairman and members of this committee, in focusing this important problem and for your efforts to obtain legislation during this session.

Thank you.

[The prepared statement of Mr. Weaver follows:]

STATEMENT OF ROBERT C. WEAVER, ASSOCIATE DIRECTOR, NATIONAL ASSOCIATION OF COUNTIES

Mr. Chairman and members of the committee, I am Robert Weaver, associate director of the National Association of Counties.¹ NACo appreciates the opportunity to present its views and recommendations with regard to S. 3163, the proposed Urban Park and Recreation Recovery Act.

The National Association of Counties supports a national effort to assist counties, cities and other local governments with the revitalization and expansion of urban park and recreation systems. The American County Platform calls

County governments play a major role in providing park and recreation service and areas in distress.

County governments play a major role in providing park and recreation services to urban residents as well as on an areawide basis. A survey of the park and recreation function published in the "American County Yearbook" indicates that the majority of counties in metropolitan areas administer park and recreation programs for their citizens including those in the more distressed portions of urbanized areas.

A total of 217 counties in Standard Metropolitan Statistical Areas responded to the "Yearbook" survey on park and recreation functions. Approximately 70 percent indicated responsibility for acquisition of park and recreation land, and development and operation of park and recreation facilities on a countywide basis. In many instances this function is shared with municipal governments.

Counties are major providers of these services and must be full partners in any national or local strategy to develop or rehabilitate urban parks. Federal park recovery legislation should clearly recognize this and establish the kind of institutional arrangements to avoid duplication of effort and foster cooperation among park agencies.

NACo's concern for urban park and recreation needs reflects the important role which counties play. Many urban park facilities which serve the more distressed areas of urban communities are suffering from neglect. Many areas in distress need a commitment to providing new parks and recreation services. These efforts should be closely linked with communitywide conservation and revitalization efforts in urban areas.

A federal commitment to assist counties and cities should be based on a bloc grant approach and provide the flexibility to attack this problem based on local priorities and organizational arrangements.

¹ The National Association of counties (NACo) was founded in 1935 as the national spokesman for counties, to serve as a liaison between county governments and other levels of government, and to improve the public understanding of the role of counties in the federal system.

COMPREHENSIVE AND SYSTEM ORIENTED

A national urban park recovery program should assist counties and cities to develop a comprehensive systemwide approach to park and recreation services.

The comprehensive approach should provide for rehabilitation and the development of a range of facilities and services located in or available to urban area residents. It should be aimed at systemwide repair and rehabilitation improvement of operation and maintenance management, and the development of innovative solutions. It should be aimed at the development of cost-effective efforts such as the coordination of non-park and recreational facilities to augment what is more traditionally known as park facilities. Such efforts could include recycling abandoned public buildings such as schools, and railroad rights-of-way.

Finally the systemwide approach should facilitate coordinated planning with other park and recreation efforts developed with the help of federal programs such as the Land and Water Conservation Fund. It should also encourage coordinated planning with land use, housing, transportation, and public facility planning at the local level.

A draft bill prepared by Congressional staff reflects the comprehensive approach more forcefully than S. 3163.

COOPERATION AMONG LOCAL GOVERNMENTS

A national urban park and recreation recovery program should actively facilitate cooperation among those counties, cities and other agencies of local governments which provide recreation services and administer park systems. This objective is important though often difficult to reach. It can be encouraged by federal programs which permit local governments to coordinate the provisions of services, plan and implement through interlocal agreements, and avoid duplication of effort.

NACo suggests that federal legislation include the following:

Explicit recognition both in the policy statement and operative provisions that interlocal cooperation, for planning, and program implementation is an objective of the act. Perhaps an additional amount of planning assistance could be provided for joint planning activities.

Planning and implementation funds should be transferable among both counties and cities who are eligible, as well as, special park agencies when park and recreation activities are consistent with the objectives of a comprehensive systemwide plan.

Planning should be conducted by those general purpose governments who will be responsible for development, rehabilitation and operation of park and recreation facilities.

In some metropolitan areas a forum for preparing and clearing joint applications may be necessary and appropriate. Federal assistance should support this activity.

Mr. Chairman, NACo is particularly concerned about the probable effect of one part of the eligibility criteria contained in S. 3163, as well as, a draft now being circulated for review.

Section 5(d) of S. 3163 requires the Secretary of the Interior to develop criteria defining eligibility for assistance under the proposal "based upon the minimum standards for physical and economic distress established for the Department of Housing and Urban Development's urban development action grants."

The standards are promulgated in 24 CFR 570.452 as minimum requirements of economic distress and are applied to metropolitan cities and urban counties. Urban counties are those in metropolitan areas with a combined population of 200,000 or more excluding cities over 50,000 population. The effect of these criteria is that only 10 urban counties in the United States are eligible for assistance under the Urban Development Action Grant Program.

The requirement to exclude cities over 50,000 population is fundamentally unfair if the county is responsible for providing park and recreation services to the entire county. There are other inherent difficulties with the UDAG standards:

The criteria determines eligibility for community development programs. They should not be used as a basis for upgrading comprehensive urban park systems which are often administered by areawide governments.

Use of this criteria ignores the important role which counties play in providing park services and may result in costly and duplicative park projects.

The criteria is established by federal agency regulation and is not contained in section 119 of the Housing and Community and Development Act of 1977. A program to be administered by the Department of the Interior would be dependent on the eligibility criteria contained in the regulations for the Department of Housing and Urban Development.

Thus an important part of the legislation being developed by this committee would be subject to the action of a federal agency, the legislative responsibility for which is not under its control.

Finally and most importantly Mr. Chairman, the standards will provide no encouragement for development of interlocal arrangements or multi-jurisdictional solutions to urban park needs. If anything they will encourage the exclusion of local governments with major responsibilities for meeting such needs.

The effect of applying the UDAG standards to the recovery of urban park and recreation systems would be to make the system serving the Willowbrook section of Los Angeles County, an area not unlike that of Watts, ineligible for assistance. It would also make the vest pocket park system administered by Jackson County in the inner city portions of Kansas City ineligible.

The draft bill to which I referred earlier in this statement would allocate 15 percent of the funds appropriated, to those local governments which would not otherwise qualify and which were located in whole or substantially within a metropolitan area.

There are a number of alternatives which are available to determine eligibility for urban park and recreation recovery assistance. Those include:

Making local governments within metropolitan areas initially eligible and basing actual selection for funding on the criteria in S. 3163 or the draft bill now under review. This would permit coordination of park planning at the local level and would avoid duplication. Individual plans could be judged on their merit, and the degree to which they serve people in distressed areas. This approach would reward the initiative of individual local governments.

Eligibility and selection criteria could be identical. The six selection factors contained in S. 3163 are good examples of criteria which would be directly applicable to park and recreation system needs.

Finally the Administration is developing criteria which would apply to a number of its Urban Policy initiatives, including the National Development Bank, the tax incentive program, and the supplemental fiscal assistance program. While NACo cannot comment on the specific effect which these criteria would have on local park programs, we would recommend that this committee give them serious consideration.

Whatever approach to eligibility is taken, it should encourage interlocal cooperation and the development of joint approaches to meeting the recreation and park needs of distressed urban areas.

The Land Use Steering Committee and the membership of the National Association of Counties will examine this and other specific features of S. 3163 during its Annual Conference in July. A more definitive statement on S. 3163 will be developed at that time.

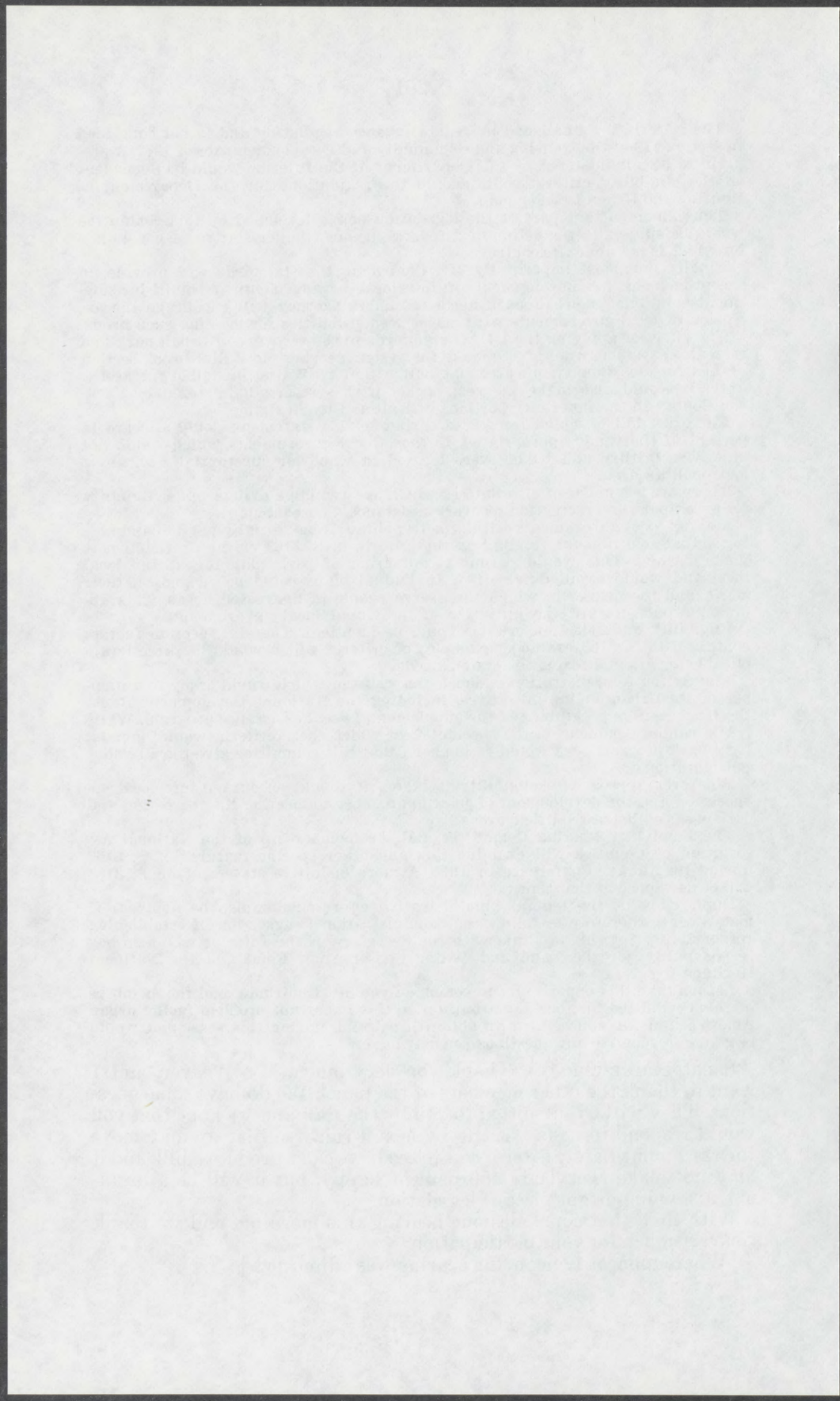
Duplication of the federal administrative effort should also be avoided. It makes sense therefore to follow the Administration's suggestion of establishing responsibility for this program with the Secretary of the Interior who also has responsibility for the Land and Water Conservation Fund and the National Heritage Program.

Let me take this opportunity to commend you Mr. Chairman, and the members of this committee for focusing attention on this important problem facing urban America and for your efforts to obtain legislation during this session. I would be glad to respond to any questions you may have.

Senator METZENBAUM. Thank you very much, Mr. Weaver, and I want to thank the other members of the panel. We do have some questions. They will be submitted to you by the staff and we hope that you would respond to us in writing by next Friday so that we may move forward immediately after recess to see if we can't produce a bill, and it may not make everybody 100 percent happy, but it will be a meaningful and important piece of legislation.

With that, that concludes our hearing this morning, and we thank you very much for your participation.

[Whereupon, at 12 noon, the hearing was adjourned.]



APPENDIX

ADDITIONAL STATEMENTS AND COMMUNICATIONS SUBMITTED FOR THE RECORD

STATEMENT OF HON. TOM BRADLEY, MAYOR, CITY OF LOS ANGELES

Mr. Chairman and Honorable Members of the Subcommittee:

I am pleased to offer testimony in support of S. 3163, introduced by Senator Jackson, to authorize the Secretary of the Interior to establish an urban park and recreation recovery program.

S. 3163 is highly significant because it marks a fundamental re-emphasis in federal policy to concern for meeting recreational needs through programmatic activities in urban areas. The City of Los Angeles and the National League of Cities support this new emphasis.

As the National Urban Recreation Study clearly points out, the need for improving the maintenance of facilities in the inner city is critical, yet there is no existing federal effort to comprehensively address this problem. Passage of S. 3163 would help to alleviate this unfortunate situation. In fact, many of the problems and needs documented in the National Urban Recreation Study are addressed by this bill, such as the need to focus on close-to-home recreation needs, the importance of recreation in cities, and the fact that existing federal funding programs are not designed specifically to enhance recreation programs and facilities.

President Carter's policy on urban recreation and the National League of Cities' policies also support this direction toward urban areas. Let us not forget that what we must really be concerned about here is urban recreation—through recreational opportunities created and recreational services provided by maintaining and rehabilitating indoor and outdoor facilities and park areas.

This legislation is also important to the City because it reflects federal recognition of the problems encountered in satisfying the diverse recreational needs of our 2.8 million citizens and, in particular, the recreation needs of our inner city residents. Further, this bill marks the first major effort to provide grants for the rehabilitation of recreation facilities directly to cities.

Nevertheless, this attention to urban recreation and facilities should not overshadow other pending programs, such as related pending legislation on major federal parkland acquisitions within the Santa Monica Mountains. I regard acquisitions in these mountains to be equally important as the need for maintenance and rehabilitation of existing facilities. However, the two federal efforts should not be viewed as being in competition with one another. They serve very different, if complementary, needs, and both are worthy of implementation. It is important that S. 3163 stand by itself, and that it not be drawn into a situation where monies for rehabilitation and maintenance are in competition with monies for acquisition of major new capital improvements. While both rehabilitation and acquisition/development are legitimate and pressing needs, past experience has taught that acquisition often takes precedence. Thus, it is significant that this legislation addresses rehabilitation and maintenance as a worthy program in its own right.

The following comments will focus on specific provisions in the Act and on the ability of the City of Los Angeles to maintain its current level of operation and to participate in this vital new program.

One of the major points of the Act is to encourage local commitments to development of overall recovery programs and to ongoing system maintenance as a requirement for project approval. This is a worthy and appropriate goal to prevent general maintenance costs from becoming a bottomless pit for both the federal and local governments.

But because of the recent enactment of Proposition 13, we are not unwilling to "maintain public outlays for park and recreation purposes at levels at least equal to expenditures in the year preceding," as the Act stipulates, but we may be increasingly unable to do so. I urge that this be taken into account by acknowledging past, as well as proposed future, efforts in the criteria for grant eligibility. Further, it is recommended that the Secretary of the Interior be given discretionary authority to provide 80-100% of the grant where it has been demonstrated that the project is of high priority and is supported by both the state and the city.

In the past, the City of Los Angeles has been able to demonstrate a firm commitment to ongoing system maintenance. As of 1977 there were a total of 2,213 CETA positions authorized and involved in a variety of recreation and park maintenance activities, such as building improvements, water system installation and repairs, playground equipment repair, landscaping refurbishment and trail, picnic, and road improvements.

The CETA program has substantially enabled the Department to improve the maintenance of parks and recreation centers, although additional improvements are needed. Also, for the fiscal year ending June 30, 1977, the Department of Recreation and Parks spent \$1.5 million for maintenance materials, supplies, and services, which was the second largest line item in its budget.

The criteria for grant eligibility should consider urban recreation needs, such as recreation demand. This is more appropriate than the economic development emphasis of the UDAG criteria, which the House has deleted, I understand. Thus, high priority should be given to the size of the area served by the park or facility and to the number of residents accommodated, as well as to the way it functions as a component of a larger recreation system.

Local government participation in the development and review of criteria for project approval would be very useful. One illustration of how local government can contribute new ideas is our Department of Recreation and Parks' energy conservation effort, which is a new program co-ordinated in my office. For this fiscal year 1978-79, the Department is considering a variety of conservation measures to make our older, existing facilities more energy efficient and cost-effective. Examples include roof insulation, weather stripping, and improved outdoor lighting. Thus, cities would be encouraged to wisely invest their financial resources in a manner that will also prevent higher energy costs in the future.

I am also encouraged by the bill's attention to state and local cooperation in urban recreation planning and to involvement of community and private sector groups. Opportunities for linking this program with other urban revitalization efforts is another important aspect of this cooperative effort that is stressed by the bill.

For example, several of the bill's provisions stress community/non-profit involvement and employment opportunities in determining projects and in the proposed rehabilitation activity itself. Involving the community affected in the maintenance effort is a commendable goal that could assist residents in learning new, marketable skills in landscaping, carpentry, or administration. But encouraging community participation will require a concerted effort that should be specifically accounted for in this bill by enabling some of the funding to be so allocated, or by incorporation in separate legislation. Co-ordination of this concept with legislation to implement some of the Administration's other proposed urban policies, such as neighborhood self-help and livable cities, may also be desirable. In addition, private-sector and non-profit involvement, especially financial involvement, can not be expected without incentives, in the form of tax relief or contractual service programs with non-profit or private sector groups.

In summary, S. 3163 is commendable for its re-emphasis on urban facilities and programs in urban areas, and its attention to local government, community, and private sector involvement. I urge the Committee to maintain the bill's original funding allocation in order to make this new federal emphasis real.

I appreciate the opportunity to comment on this legislation.

STATEMENT OF HON. NEIL GOLDSCHMIDT, MAYOR, CITY OF PORTLAND, OREG.

Mister Chairman, Members of the Senate Sub-Committee on Parks and Recreation, I am Neil Goldschmidt, mayor of the city of Portland, Oregon.

I would like to speak with the committee today about the importance of Portland's commitment to park and recreation services; how these services are centrally tied to the vitality and long-term livability of the city; and how the Urban Park and Recreation Recovery Act can be an important tool in shaping the city's future.

Since Portland's inception, its citizens and city officials have held the view that park and recreation services are integral to the quality of life in the city. As a result, there are currently more than 160 parks and 5,000 recreation programs available to the public throughout the many neighborhoods and business districts of the city.

Portland has been heralded as one of the nation's leading examples of comprehensive park and recreation planning development. Not only has the city planned, developed and maintained large multiple-use regional parks, it has also established a significant array of neighborhood parks, public golf links, swimming facilities, waterfront parks, community centers, public restroom facilities and a comprehensive street tree program.

From a program standpoint, the city has viewed the recreation and leisure-time needs of its citizens in a comprehensive manner. Portland now delivers a full range of cultural, community, educational, and sports services to residents of all ages, interests and abilities.

While scarce resources are a constraint facing recreation programs, the city has relentlessly sought new cost-effective ways to deliver these services. By working closely with the Portland School District and local colleges and universities, the city now provides recreational programs in some thirty inner-city schools. These and other joint-use arrangements have extended the reach of the city's recreation program, dramatically increased the use of typically underutilized public schools, reduced the costly duplication of urban service delivery, and greatly expanded after-school recreation opportunities for both children and adults.

Similarly, the city has initiated self-sustaining, "Pay-as-you-go" leisure services, including: arts and crafts, indoor tennis, cultural services, golf, museums and historical centers, and sports activities. These efforts have helped to balance the books on costly specialized services, and have allowed the city to diversify its programs to best meet the needs of its citizens. It should be emphasized here that we keep careful track of which specialized programs are actually being used.

In Portland, diverse park facilities and recreation services have played a major role in minimizing many of the urban problems confronting other major cities. Planning for park and recreation facilities is part of the City's Comprehensive Planning process, which examines where HCD (Housing & Community Development) funds will be spent, how the transportation priorities should reinforce a sense of community and how the city's overall land use planning should maximize the use of existing open space and other recreational facilities. In addition, as I have mentioned above, our recreation planning is very closely tied to the School District's future planning for existing facilities. It makes no sense to build something new if you can get greater use out of existing facilities, regardless of which government may "own" the property or facility. That sense of cooperation has allowed Portland's Park and Recreation program to be an integral part of Portland's efforts to keep families in the city. It has provided us solutions to inner city blight and helped restore a sense of community in many of our neighborhoods.

Portland's park and recreation system, with its linkages to school programs, has provided the city's youth with positive opportunities to recreate, learn, socialize, and otherwise make constructive use of their leisure time. These opportunities, I argue, have helped to check many of the concerns about public safety.

Park and recreation development in Portland has also bolstered citizen awareness of the benefits of participating in decisions affecting their communities. Working closely with neighborhood associations, user and business groups, our park planners have been able to make recommendations which are clearly responsive to community objectives, allowing city officials to establish city-wide park and recreation policy on a neighborhood-by-neighborhood basis.

But, defining citizen demand is not enough. We must also meet that demand. While the city has responsibly met the need to develop comprehensive plans encompassing the many present and future recreation needs of its residents, capital resources necessary to implement these proposals fall critically short of our documented requirements.

Almost sixty of our park sites have either never been developed, have become dilapidated over their many years of use, become inefficient "green elephants" from a maintenance or energy standpoint, or are not readily accessible to handicapped and elderly persons.

Perhaps more important, un dependable capital improvement funding has placed the city in a position of not being able to implement a total urban recreation plan. Our experience indicates that piecemeal planning and development is a costly and inefficient use of capital resources. Our limited annual capital improvement budget is allocated to many parks, and generally no one park is ever fully completed. Consequently, programming and maintenance costs become inordinately high, relative to the benefits available to the community.

Additionally, several areas within Portland are not within walking distance of community parks and recreation programs. In general, these are heavily populated areas, which have had shifting development patterns and had only limited citizen involvement in the planning process. These communities have now established their priorities and are in need of park and recreation programs. We have the property; we need development resources!

The Urban Park and Recreation Recovery Act is clearly responsive to our concerns in Portland, and is an act which will, undoubtedly, be responsive to urban concerns elsewhere. By establishing a comprehensive process for urban park and recreation development, and appropriating the necessary funds, Congress is not only mandating that the urban "recreation gap" be filled, but is also reinforcing the important view that park and recreation services are intimately tied to the many factors that make a city livable. In addition, this Act reinforces our belief that recreation opportunities need to be close to where people live. From the city's perspective that is important from an energy conservation point of view, and we believe it will become far more important in the future.

Mr. Chairman, that concludes my remarks on how Portland, Oregon views the administrations proposal from the perspective of our ongoing planning process. I hope it is clear that the general guidelines in the bill are consistent with Portland's overall goals for a "complete" park and recreation program. I would now like to offer a suggestion for possible clarification in the bill, and, in addition, I would like to make a brief comment on the Land and Water Development Fund.

Section 6 of S. 3163 speaks to coordination of the program. I would like to see it made clear that the state-local relationship is an equal partnership and that the intent is not to give states a monitoring function over local plans.

When local grants are submitted, they will be scrutinized carefully at the Federal level. It seems to me that once a grant is given, a local jurisdiction should work with the State to assure a successful project. The contractual relationship, however, is between the Federal Government and the local agency, and that should not be diluted.

As this subcommittee is aware, the Land and Water Conservation Development Fund has not received the urban focus that many had hoped for. I would certainly hope that as S. 3163 makes its way through the process, it will be made clear that the \$150,000,000 appropriated under the bill is not the "total" urban recreation program. It would be most unfortunate if the Administration's bill became the only urban park bill and the Land and Water Fund was directed out of urban areas.

I would strongly encourage a total look at urban park and recreation needs that do not play one Federal program off against the other.

That concludes my prepared remarks. If there are questions, I'll be happy to answer them.

STATEMENT OF PHILIP L. CHABOT, JR., ON BEHALF OF THE HURON-CLINTON METROPOLITAN AUTHORITY DETROIT, MICH.

Mr. Chairman and Members of the Committee: I appreciate the opportunity to appear today in support of the purposes embodied in Senate Bill 3163 and to urge upon the Committee certain amendments that would assist in accomplishing those purposes.

There can be little doubt that the existence and availability of urban recreational areas and facilities is a major factor in setting the tone and quality of life in our towns and cities. This Federal City itself is a tribute to the vision of its designers and an example of the beauty and fulfillment that such vision can accomplish.

Unfortunately, few of the cities of this Nation have had the benefit of a designer such as L'Enfant and fewer still have had the resources available to the National Park Service to maintain such a splendid system of urban parkland.

Thus, this bill is quite correct in observing that while many local governments have recreation systems, these are frequently inadequate and cannot be improved or rehabilitated without federal encouragement and assistance.

Mr. Chairman, Senator Proxmire and this Subcommittee are to be congratulated for taking the initiative in proposing and considering this legislation. The Huron-Clinton Metropolitan Authority of Detroit, Michigan, which I represent, fully supports this bill as a means of beautifying and revitalizing entire cities as well as local neighborhoods. Huron-Clinton supports this legislation despite the fact that as written, the Authority is not likely to benefit from this bill at all.

The Authority is a special park district for Detroit and the five surrounding counties of Livingston, Macomb, Oakland, Washtenaw and Wayne, in the State of Michigan. The Authority operates ten parks in the Detroit Metropolitan area which draw approximately 10 million visitors annually. While some of the Authority's land and facilities are new, some are also aging, requiring modernization, renovation, or repair. However, rising bills for labor and materials have made capital expenditure for such purposes difficult. Despite its contribution to the quality of life in the Detroit Metropolitan area; despite its legal responsibility to provide recreational facilities for the region; and despite its need for such assistance, the Authority will not benefit from this bill as presently proposed.

It will not benefit in the first instance because it is a special purpose district created by the State of Michigan; and the bill so defines units of "local government" as to specifically exclude such special purpose districts.¹

Nor is Huron-Clinton the only such special district. As written, this bill would exclude special districts serving Cleveland, Minneapolis, Chicago, Northern Virginia and the San Francisco Bay area, to name only a few.

Accordingly, we recommend that this bill be amended to include within its provisions those units of local government that have special responsibility and authorization from the state to provide park and recreation facilities for the residents within their areas of service. This could be accomplished by including within section 4(d)'s definition of "local government," or by creating a new subsection defining a "Special purpose local government." The words "any local or regional special district, public purpose corporation or other limited political subdivision of a state, including but not limited to school districts, park authorities, and park, conservation, water or sanitary districts."

This is the language of H.R. 12379 which was introduced on April 26 by Congressman Burton and 23 of his colleagues.

At least two other features of the House bill are worthy of commendation for consideration by this Subcommittee.

The first is the emphasis the House bill places on funds for maintenance of existing and funded recreational facilities. This is particularly important in light of the many urban areas of our country with recreational facilities that are fundamentally adequate, but inadequately maintained. It makes little sense in such areas to require the construction of new or expanded facilities when rehabilitation would be sufficient. And it makes as little sense to provide such funding fully aware that these facilities might not be properly maintained. In short, the only way to guarantee that massive amounts of capital funding is not periodically required is to guarantee that existing facilities are properly maintained in order to serve the longest possible useful life. The inclusion of funds for maintenance should be an important element of the kind of scheme envisioned by this bill.

A second critical distinction between this bill and that of the House reflects a fundamental difference in concept. The House bill provides for administration of this program by the Secretary of the Interior, whereas the bill before this Committee delegates administrative responsibility to the Department of Housing and Urban Development.

While we can understand the significant interests of HUD in the planning and development of the urban environment and the central role of parks and recreation in such an environment, yet we submit that the Department of the Interior is the most logical department in which to lodge the primary responsibility for administering this program. The Department has considerable experience in the field as the result of its own administration of the National Park system as well as the operations of its former Bureau of Outdoor Recreation, now the Heritage Conservation and Recreation Service.

¹ Section 4(d) of the bill states: "'local government' means any city, county, town, township, parish, village, or other general purpose political subdivision of a state . . ."

Mr. Chairman, I wish to thank you and the Members of your Committee for affording me the opportunity to present these comments and I hope they are helpful to you.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., June 20, 1978.

Hon. HENRY M. JACKSON,
Chairman, Committee on Energy and Natural Resources,
Dirksen Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I understand that your committee will be holding hearings on the President's Urban Park bill.

I would like to express my strong support for this legislation and my interest in seeing that action is taken on this bill as soon as possible.

This legislation will provide the funds to develop recreation facilities in cities, such as New York and greatly add to the overall enhancement of the physical and social appearance of our cities.

Sincerely,

CHARLES B. RANGEL.

CITY OF INDIANAPOLIS,
July 3, 1978.

Hon. HENRY M. JACKSON,
Russell Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: I have recently been apprised of proposed legislation entitled "The Urban Park and Recreation Recovery Act," which would provide matching grants through the Interior Department for the development, rehabilitation and maintenance of recreation areas and facilities in urban areas.

I wish to express this Department's full support for this legislation. While grateful for present federal funding, such as Community Development and Land & Water Conservation Fund grants, we recognize there is currently no existing federal program which fully addresses the needs for physical rehabilitation of urban recreation facilities.

This proposed legislation is recommended by the National Urban Recreation Study, which this Department also supports. We believe this legislation will be a progressive step toward meeting the growing recreational needs of citizens in urban areas. I urge your favorable consideration of the proposal.

Sincerely,

RAY CROWE, *Director.*

SPOKANE, WASH., June 23, 1978.

Hon. HENRY M. JACKSON,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: This letter is in appreciation for your introduction and sponsorship of Senate Bill 3163, the Urban Park and Recreation Recovery Act. The major cost of updating these facilities for the elimination of inefficiencies in both use and in maintenance costs has not been possible with local funds alone and no matching monies have been normally available for these high needs. Our system was two-thirds acquired and developed by the year 1913. Since then activities have changed considerably, maintenance standards have increased as the parks get greater and greater use. Antiquated restrooms need redevelopment to meet present day health standards and to remove obsolescence. Your bill is a major ray of hope in this area.

It is my understanding that the hearings will begin on June 26, 1978, and I wanted you to be aware of our approval of this bill at the time of those hearings.

Sincerely yours,

RON BAIR, *Mayor.*

COMMONWEALTH OF PENNSYLVANIA,
DEPARTMENT OF COMMUNITY AFFAIRS,
Harrisburg, July 21, 1978.

Hon. HENRY M. JACKSON,
*U.S. Senate, Russell Senate Office Building,
Washington, D.C.*

DEAR SENATOR JACKSON: We would like to record our support for the initiation that your subcommittee is taking our support for the initiation that your subcommittee is taking to authorize the proposed Urban Park and Recovery Act. We have an intimate working knowledge of the problems of our urban areas and feel that this bill will be of great assistance to the cities of our State.

We would like to provide you with several suggestions which we feel would strengthen S-3163. First, we believe that the federal matching share should be increased to 75 percent of the project cost. Since the program is intended to assist financially impacted cities in meeting their citizens' park and recreation needs, it is only appropriate to reduce the matching fund burden that the cities will be required to raise. We feel that at the 50 percent level, the most needy communities will not be able to fully participate.

We endorse the designation of the Department of Interior as the lead federal agency in light of their recent leadership efforts in identifying urban park and recreation problems. We do feel strongly, however, that the current Bill should be amended to provide for the direct participation of the state outdoor recreation liaison offices in the administration of the program. The states already have established administrative mechanisms for administering the Land and Water Conservation Fund Program (L&WCF). The Interior Department's Heritage Conservation and Recreation Service has taken positive steps within the last two years to further delegate administration of the L&WCF Program to the states. We feel that to administer this proposed legislation outside of the state system would be an unjustified expense. We understand that the Service has identified the need to employ an additional 80 staff in order to handle the direct administration of the Program.

In the event that there is concern that some states have not had a positive outreach program for the major urban centers, the Bill could be drafted to provide an override mechanism for the Service to handle these situations on a case by case basis.

We will be glad to provide additional communication to your Committee staff on this issue if you would like it. We are pleased to enclose a copy of a special product of our State Recreation Plan, which identifies our concerns of meeting close to home recreation needs of our citizens.

Sincerely,

A. L. HYDEMAN, Jr.,
*Secretary of Community Affairs,
Local Liaison Officer.*

FRIENDS OF RECREATION SEATTLE, WASH.,
Seattle, Wash., July 31, 1978.

Senator HENRY M. JACKSON,
*Russell Senate Office Building,
Washington, D.C.*

DEAR SENATOR JACKSON: On behalf of Friends of Recreation, I wish to make known our unanimous support of Senate Bill 3163, the Urban Parks & Recreational Recovery Act.

Friends of Recreation is a coalition of citizens who use and support the Seattle Park System. We are all greatly concerned with a decline in the level of public support for maintenance and operation of park programs. We believe it is short sighted to eliminate programs which afford youngsters and oldsters alike the chance to add meaningful physical exercise and outdoor experiences to their everyday life.

Too long we have considered Parks as being only those places to which we travel great distances. But for many urban residents who cannot afford such transportation, there is a crying need for Parks and for recreation programs in their own neighborhood. Many are the cases of urban youth who have been steered away from troublesome situations by the stimulus of organized sports and the lessons of team play. We want to nurture these experiences as part of bettering the quality of life in Seattle. We welcome SB 3163 as a halting step in that direction, and we urge your support of this measure.

Sincerely,

BROOK STANFORD, *Interim Chairman.*

OFFICE OF THE MAYOR,
City of New Haven, Conn., June 26, 1978.

HON. JAMES ABOUREZK,

Chairman, Senate Subcommittee on Parks and Recreation, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: I am writing to express my support for S. 3163, the Urban Parks and Recreation Recovery Act. This legislation would make a major contribution towards assisting cities such as New Haven in revitalizing and upgrading urban recreational areas and facilities.

Certain technical aspects of S. 3163 need to be amended to ensure that this legislation assists urban areas to the maximum extent possible. In particular, I urge your committee to reevaluate the proposed guidelines for matching grants and the selection criteria requiring projects to provide employment opportunities for the long-term, urban unemployed.

In its present form, S. 3163 would permit 50 percent matching grants for general "program development and planning of a city's network of recreation facilities." This assistance is welcomed by financially-pressed cities such as New Haven which lack the funding plans necessary for the revitalization of our parks and recreational areas.

However, in subsection (j) of S. 3163 the legislation stipulates that those cities which have received planning grants are prohibited from applying the costs of planning and designing for specific facilities toward the match required for specific project grants. This represents a significant obstacle for cities such as our own which are likely to undertake the design of specific projects concomitant with our development of the general recovery plan.

To remedy this situation, S. 3163 should be amended to allow all local planning or program development costs to be applied toward the required 50 percent match. Lines 18-20, "... only when local applicants have not received program development grants under authority of subsection (h) of this section," should be deleted from the discussion of "Matching Requirements" in subsection (j) of the legislation.

Another aspect of the legislation relating to matching requirements also merits special attention. Cities such as my own, which are in greatest need of this assistance, are not likely to be able to provide a match equal to the federal urban parks and recreation grants. Therefore, the success of S. 3163 in aiding our urban areas will hinge on the commitment of the states to provide a portion of the matching requirements. While the "state action incentive" included in the legislation is a major positive step, I strongly advise that additional incentives are necessary to ensure state participation.

The final feature of the proposed legislation which could pose a problem for many central cities involves project selection criterion (6) of subsection (f), Criteria for Grant Eligibility and Priorities for Project Approval. This criterion states that the decision to award a project grant will be based on "the extent to which a proposed project would provide employment for low and moderate-income residents in the project neighborhood . . ."

While we in the City of New Haven recognize the need to set this important objective, we are also aware that it may pose a serious problem for cities such as our own, where governments are required to put major park rehabilitation and development projects out for competitive bid. We hope that during the project selection process cities will not be penalized because we are required to put projects out for bid and are therefore unsure about the precise type of employment these projects are likely to generate.

I hope these comments will be helpful to the Senate Subcommittee on Parks and Recreation and will contribute to the discussion of possible changes in the

Urban Parks and Recreation Recovery Act. I look forward to the final approval of the legislation and the positive impact it will have on urban areas throughout the country.

I have shared a copy of this letter with members of the Subcommittee and with select members of the House of Representatives.

Thank you for your attention to this matter.

Cordially,

FRANK LOGUE, *Mayor.*

CITY OF NEW ORLEANS,
OFFICE OF THE MAYOR,
June 20, 1978.

HON. JAMES ABOUREZK,
*Chairman, Subcommittee on Parks and Recreation,
Dirksen Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: It is my understanding that your Subcommittee will begin Hearings on the Urban Park and Recreation Recovery Act of 1978, S. 3163, on Monday, June 26.

I strongly favor this act and would like my remarks officially recorded as testimony before your committee. This bill responds to the difficulties of hard-pressed cities like the city of New Orleans who are experiencing high unemployment rates and poverty levels. Funds from this program can be used for outdoor and indoor facilities with emphasis on those facilities readily accessible to residential neighborhoods. New Orleans is full of existing recreational areas which are in need of improvement and reconversion; reconversion and recovery of existing facilities also being emphasized in the draft. This bill could assist New Orleans in the development of an overall policy for mini-parks using our existing recreational centers; and allows for matching funds including donations and state dollars.

I would appreciate your consideration of this matter and any action you might initiate to see that this bill is passed.

Sincerely yours,

ERNEST N. MORIAL

CITY OF ROCKFORD, ILL.,
MAYOR'S OFFICE,
June 29, 1978.

SENATOR JAMES ABOUREZK,
*Senate Office Building (Dirksen),
Washington, D.C.*

DEAR SENATOR ABOUREZK: I am writing to urge your support of Senate Bill 3163.

As mayor of Illinois' second largest city, I know that this legislation is badly needed to help our local park system keep pace with increasing needs and the impact of inflation.

Since Rockford is served by the Rockford Park District, a special district, I further urge you to make special districts eligible participants.

Thank you for your consideration of my request.

Sincerely,

ROBERT W. MCGAW, *Mayor.*

STATE OF FLORIDA,
OFFICE OF GOVERNOR REUBIN O'D. ASKEW,
June 23, 1978.

HON. JAMES ABOUREZK,
*Senate Subcommittee on Parks and Recreation,
Dirksen Office Building,
Washington, D.C.*

DEAR SENATOR ABOUREZK: It was good to learn that you will hold hearings on the Administration's proposed National Parks and Recreation Act of 1978. While I endorse the objectives of this legislation, I have strong concerns about the bill's provisions for determining which local governments will be eligible to participate.

As submitted by the Administration, the bill provides that only jurisdictions eligible for assistance under the Department of Housing and Urban Develop-

ment's Urban Development Action Grant program (UDAG) may submit applications for park restoration grants. The UDAG program, enacted in 1977 as an adjunct to the Community Development Block Grant, is intended to provide specially targeted funds for revitalization of severely distressed urban areas. UDAG eligibility is based on factors which seek to identify long-term decline in a jurisdiction's economic vitality.

As I'm sure you know, there is currently considerable debate about the legitimacy of these criteria as indicators of general urban distress. Moreover, even if the UDAG criteria are useful as a basis for urban development assistance, I see no evidence that there is a relationship between these factors and a jurisdiction's need for special urban park funds.

It seems to me that the wiser course would be to provide broad-based initial eligibility to apply for assistance coupled with rigorous selection criteria which focus specifically on special park restoration needs. A long list of such criteria is already included in the Administration's bill. The list with some modification (specifically the deletion of age as a criterion since age may or may not be related to condition) provides a reasonable basis for selection of proposals to be funded.

Again, I appreciate your prompt consideration of this legislation. Florida shares the Nation's concern over the need for rehabilitation of urban recreation systems.

Sincerely,

REUBIN ASKEW, Governor.

STATE OF NEW JERSEY,
OFFICE OF THE GOVERNOR,
Trenton, July 14, 1978.

HON. JAMES ABOUREZK,

Chairman, Senate Subcommittee on Parks and Recreation, Senate Energy and Natural Resources Committee, Dirksen Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: As Governor of New Jersey, a state where our parks and recreation areas are of vital concern to us, I would like to offer support for the "Urban Parks and Recreation Recovery Act."

The citizens of New Jersey through their local, county and state governments have taken great strides to provide open space and recreational opportunities in the most densely populated region of the country. New Jersey through its state "Green Acres" program has been a front runner in this movement with nearly \$340 million of State bond money committed to parkland acquisition and development over the past 17 years. State funds coupled with federal and local funding totaling over \$600 million have been invested to improve the quality of life in New Jersey by providing recreation and conservation facilities. Since the early 1970's the state has placed an increased emphasis on urban needs. Major new state, county and municipal parks have been developed in cities such as Newark, Jersey City and Atlantic City.

In 1975 the state started combining state funding with Land and Water Conservation Funds for the purpose of providing 90% development grants to the most financially strapped older urban centers. Under this program we give the highest priority to county agencies thereby relieving the cities of the burden of operation and maintenance. Even though New Jersey's cities and counties must operate under a 5% annual budget limitation which reduces new spending, the program has been well received and requests for program participation greatly exceed current funding allocations. We anticipate that the Urban Parks and Recreation Recovery Act would be as well received by New Jersey's older cities.

We believe that the timing is right for a national urban recreation program. In New Jersey we are witnessing a new awakening in our urban areas. In some New Jersey cities such as Hoboken, Jersey City and New Brunswick the partnership of citizens, government and the private sector is awakening a sense of community pride and developing an emergent awareness of the historical significance of our urban areas.

The suggested \$150 million annual appropriation is a good beginning that could strengthen the other local, state and federal urban revitalization programs targeted toward urban centers. While we realize that the creation and restoration of urban parks alone will not solve the serious problems that face our cities, we recognize that a park can be a catalyst to development and a visible symbol of government's commitment to the people of an area. In addition to providing

recreational benefits, development and reconstruction of urban parks supports and strengthens a community's own efforts at neighborhood preservation.

In 1977 New Jersey updated its State Comprehensive Outdoor Recreation Plan (SCORP). That plan devotes special attention to recreation problems and needs of the state's urban centers. The SCORP found that the most critical deficiencies in recreation resources occur in urban areas and concluded that a major commitment by all levels of government is required to provide the needed recreational opportunities. We feel that the proposed legislation under consideration by this subcommittee will help alleviate many of these deficiencies.

We offer the following observations about specific provisions of the "Urban Parks and Recreation Recovery Act."

ADMINISTRATION

Because of their vast experience in operations and administering recreational programs the Department of the Interior should be designated as the lead recreation resource agency. However, we feel that effective coordination must be achieved with other federal agencies involved in the process of urban revitalization.

FEDERAL SHARE

The potential for 75% grants provides a strong incentive for other States to direct their own resources toward the cities by contributing their 25% share. In its endorsement of this bill, New Jersey goes on record as being willing to use available state dollars to match the new federal funds. We expect to have on the ballot in November, 1978, a new referendum authorizing \$200 million in Green Acres funds, \$100 million to be specifically reserved for urban areas. We urge that the subcommittee recognize the potential role of state and county government in the planning, financing and development of urban recreational facilities.

PLANNING

We believe that the subcommittee should concentrate any funding allocation on the construction of recreational facilities and limit the amount of funds that can be expended for planning to 3%. However, we do support the coordination of community involvement in the planning process. We strongly advocate citizen participation in the decision-making process for every recreational facility.

FUNDING LEVEL

We support an increase in the funding level to \$175 million per year.

PROJECT SELECTION CRITERIA

The project selection criteria listed in the Act appear to be sound. New Jersey specifically endorses the UDAG need indicators of age, population, and condition of facilities as well as required public participation and state or private support for projects. The New Jersey cities most in need of this assistance will benefit from the proposed formula. While we would support an increase in the funding level and a 75% federal share, we cannot in good faith support an "Urban Parks Bill" that will give everybody a little at the expense of the cities that most require the aid.

We applaud the efforts of the Administration and the Congress to improve the quality of life in our urban areas by development of this program.

We offer our full assistance and support to your efforts.

Sincerely,

BRENDAN T. BYRNE, *Governor.*

THE CITY OF NEW YORK,
THE PRESIDENT OF THE COUNCIL,
New York, N.Y., June 19, 1978.

Hon. JAMES ABOUREZK,
Chairman, Parks and Recreation Subcommittee, Energy and Natural Resources Committee, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: I understand that on June 26 and 27, you are scheduled to hold hearings on urban recreation issues generally, including the Administration's proposed urban parks program, as embodied in S. 3163. I would like to take

this opportunity to share with you and your Subcommittee my thoughts on the kind of Federal recreational assistance I feel cities—particularly older, distressed cities—really need.

I should start by saying I applaud the current Administration proposal as an important first step in recognizing urban recreation needs; however, I hope it is viewed as being no more than that. I would like to see urban recreation programs developed in a somewhat more comprehensive fashion than will be facilitated by the annual contest for one-shot individual project grants provided in S. 3163. I would also like to see more creative, truly urban-oriented uses of the funds considered. For instance, we might get away from the notion that recreation necessarily involves outdoor or outdoor-related activities and facilities. In urban neighborhoods, where land is scarce, existing structures (such as unused school buildings) might be recycled for recreational use—as “indoor parks”, if you will.

However, my most serious criticism of S. 3163 does not involve its scope, but rather its funding mechanism. As you know, the bill is designed to target assistance to distressed cities by limiting eligible applicants to jurisdictions meeting HUD's Action Grant eligibility criteria. Ironically, because the bill provides only 50% of the cost of an approved project, many of the most distressed cities may not be able to afford to participate unless they can convince their states to contribute a good portion. (And, while I agree states should assume more responsibility for helping their needy cities, it is the city which will suffer if its state is not interested in this program or has too many competing priorities.)

I would suggest the percentage of the match be more closely tailored to the individual city's ability to pay, the size of the project, and other such factors. I suspect that most cities meeting UDAG distress criteria would find a 50% contribution burdensome. Perhaps a base 75% match, sliding to 100% depending on the circumstances, would be best calculated to assure that the purposes underlying the urban parks program concept are fulfilled.

I do not believe such an adjustment to the match formula would require an increase in the program's overall funding level. Distressed cities, already accustomed to thinking small out of necessity, will have to realize that if they require 100% funding, they may win approval of only one project, where at 50% they might have had two. I would think this prospect acceptable to cities who couldn't have come up with the 50% anyway, as well as to those who might be unwisely induced to do so in order to “take advantage” of Federal generosity.

Thank you for your attention and consideration.

Sincerely,

CAROL BELLAMY, *President.*

CITY OF PALOS HILLS,
Palos Hills, Ill., July 6, 1978.

Senator JAMES ABOUREZK,
Chairman, Parks and Recreation Subcommittee, Senate and Natural Resources Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: As the cost of gasoline goes up, and highway repairs slow us down, we must seek recreation closer to home, in our urban areas, more often. However, capitol improvement money is the hardest to find, with maintenance budgets strained as they are in most Park Budgets. Please support S. 3163—The proposed “Urban Park and Recreation Recovery Act.”

Sincerely yours,

JACK DOYLE,
Superintendent of Parks, Palos Hills Park Department.

CITY OF YAKIMA, CITY HALL,
Yakima, Wash., July 17, 1978.

HON. JAMES ABOUREZK,
Chairman, Subcommittee on Parks and Recreation, Dirksen Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: I wish to express my support for Senate bill 3163. Urban cities have a great need for funds to provide adequate park and recreation facilities to their populations. I am convinced that your proposed bill will provide a real stimulus to cities across the nation to raise local matching funds and to launch urban park and recreation revitalization programs.

I am looking forward to the Senate passage of Bill 3163.

Sincerely,

C. GUS ARZNER,
*Recreation Superintendent,
Yakima Parks and Recreation Department.*

COMMONWEALTH OF PENNSYLVANIA,
DEPARTMENT OF COMMUNITY AFFAIRS,
Harrisburg, July 21, 1978.

HON. JAMES ABOUREZK,
*U.S. Senate, Dirksen Senate Office Building,
Washington, D.C.*

DEAR SENATOR ABOUREZK: We would like to record our support for the initiation that your subcommittee is taking to authorize the proposed Urban Park and Recovery Act. We have an intimate working knowledge of the problems of our urban areas and feel that this Bill will be of great assistance to the cities of our State.

We would like to provide you with several suggestions which we feel would strengthen S-3163. First, we believe that the federal matching share should be increased to 75 percent of the project cost. Since the program is intended to assist financially impacted cities in meeting their citizen's park and recreation needs, it is only appropriate to reduce the matching fund burden that the cities will be required to raise. We feel that at the 50 percent level, the most needy communities will not be able to fully participate.

We endorse the designation of the Department of Interior as the lead federal agency in light of their recent leadership efforts in identifying urban park and recreation problems. We do feel strongly, however, that the current Bill should be amended to provide for the direct participation of the state outdoor recreation liaison offices in the administration of the program. The states already have established administrative mechanisms for administering the Land and Water Conservation Fund Program (L&WCF). The Interior Department's Heritage Conservation and Recreation Service has taken positive steps within the last two years to further delegate administration of the L&WCF Program to the states. We feel that to administer this proposed legislation outside of the state system would be an unjustified expense. We understand that the Service has identified the need to employ an additional 80 staff in order to handle the direct administration of the Program.

In the event that there is concern that some states have not had a positive outreach program for the major urban centers, the Bill could be drafted to provide an override mechanism for the Service to handle these situations on a case by case basis.

We will be glad to provide additional communication to your Committee staff on this issue if you would like it. We are pleased to enclose a copy of a special product of our State Recreation Plan, which identifies our concerns of meeting close to home recreation needs of our citizens.

Sincerely,

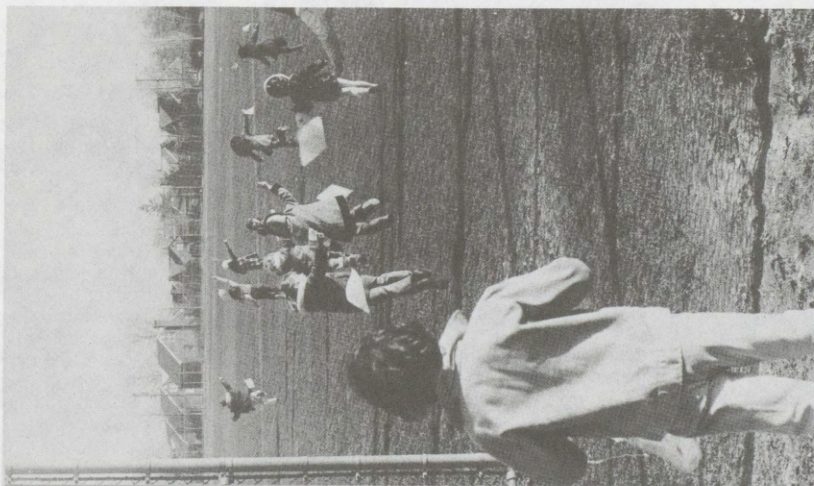
A. L. HYDEMAN, Jr.,
*Secretary of Community Affairs,
Local Liaison Officer.*

Enclosure.

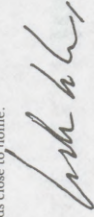
recreation
CLOSE
TO
HOME

an action program for
municipal recreation

COMMONWEALTH OF PENNSYLVANIA — Milton J. Shapp, Governor
DEPARTMENT OF COMMUNITY AFFAIRS — William H. Wilson, Secretary



This document is a summary for local governments of Pennsylvania's Recreation Plan, prepared by the Office of State Planning and Development. The summary has been prepared to give local government officials a knowledge of the roles and responsibilities identified for local and State government in meeting the public recreation needs close to home.



William H. Wilcox, Secretary
Department of Community Affairs

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Over three-fourths of all recreation activity in Pennsylvania takes place within 30 minutes of home — more than one-third at local facilities such as municipal parks and schools. However, local government recreation areas make up less than two percent of all recreation land in the Commonwealth.

Recreation close-to-home is important for all Pennsylvanians and is especially important for some. Low-income and elderly people depend on local recreation areas for about 80% of their recreation activities, as do those under 18. Families without cars enjoy nearly 90% of their recreation at local facilities.

Local governments have already done much to meet recreation needs close-to-home, but we still have a long way to go. It is time to put recreational emphasis, and public monies, where the need is — at the local level.

we all need local recreation

where have we been?

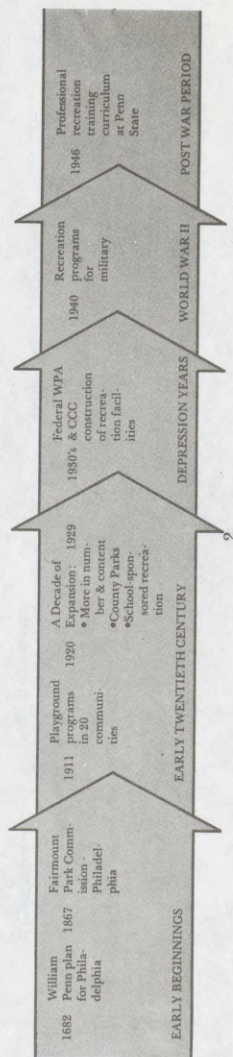
the history of local recreation

While the roots of reserving land for parks in Pennsylvania can be traced to William Penn's 1682 plan for Philadelphia, it took almost 250 years to bring about an organized approach to local recreation facilities and services.

World War II and the post-war period saw an increased demand for recreation, as technological advancements brought about more leisure time and more money and mobility to enjoy it. By the early 1960's, the State was beginning to take an active interest in local recreation for Pennsylvanians.

In 1963, a dramatic new program, known as Project 70, was approved by statewide referendum. The Act provided \$70 million for state agencies and local governments to acquire recreational open space. Of the \$70 million, \$17 million was used for matching grants to regional, county, municipal authority, or local government, for recreation and open space acquisition projects. About 350 local governments purchased over 45,000 acres of land under this program. This was just the beginning of State recreation assistance to local governments.

In 1966, the Department of Community Affairs was established. The new Department included a Division of Recreation and Conservation to help local governments provide opportunities for recreation.

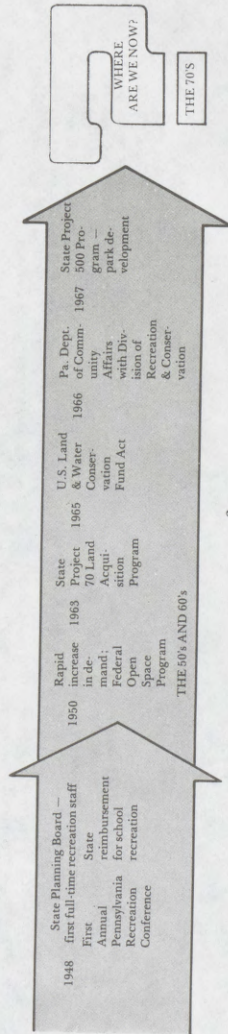


In 1967, the Commonwealth's voters embarked on a second major recreation and environmental program by approving a \$500 million bond issue, commonly known as Project 500; \$200 million dollars of that bond issued was allocated for recreation; \$75 million was set aside for local governments to develop parks and other recreation projects on a matching basis; and the remaining \$125 million was allocated for State recreation areas. The other \$300 million went for water and sewerage systems, mine pollution treatment, and extinguishing mine fires.

Pennsylvania's role in providing financial assistance to improve local recreation has been something to view with pride. The local governments which responded to these financial assistance opportunities have been the key to success. In ten years, these participating communities have cut in half the recreation deficiencies that have emerged over the previous years.

Yes, the record has been good; but much remains undone.

In addition to these two far-reaching State programs, federally-sponsored programs such as the U. S. Land and Water Conservation Fund Act of 1965 and the U. S. Department of Housing and Urban Development Open Space Land Program promoted local outdoor recreation through federal matching grants.



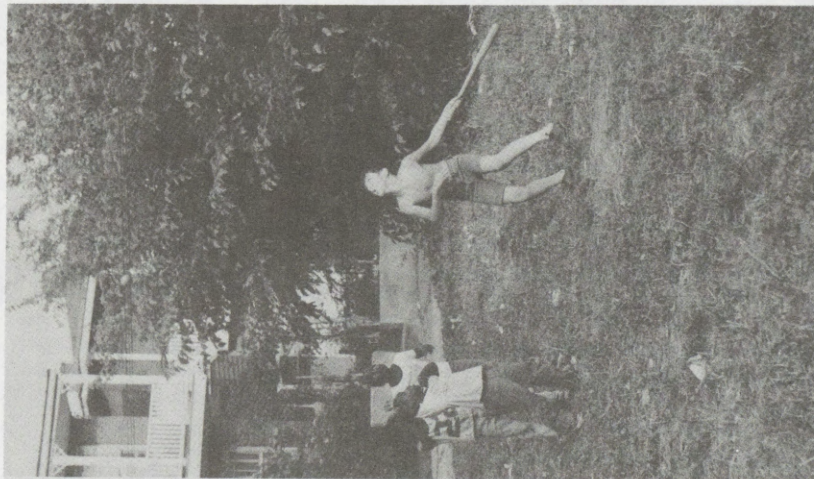
what we have now

Pennsylvania contains 28.8 million acres of land. Although the State has 10 million acres for some kind of outdoor recreation activity, most of it is forest, field, or meadow in sparsely populated areas. The following facts show why much greater emphasis must be placed on local recreation land, facilities, and leisure services:

- Local government owns less than two percent of the 10 million recreation acres in the Commonwealth.
- Almost 70% of all public recreation activity takes place on this two percent of the recreation land.
- Only about half of the more than 2,600 local governments provide recreation areas; the others provide none.
- Of the local governments which do provide recreation, only nine percent have full-time park and recreation agencies responsible for year-round recreation. Some of the remaining 91% provide recreation through park boards and commissions, school districts, or other local government agencies on a part-time basis; and many do not provide recreation services.
- Only half of the municipalities with populations over 15,000 have prepared adequate park, recreation and open space plans to guide future development in meeting recreation needs. In the larger communities, where recreation needs are complicated, planning is necessary to ensure that the supply of recreation resources will be adequate to meet the needs.

where are we now ?

the status of local recreation



- Pennsylvania's local governments have made considerable investments in recreation. During the past decades, over 40% of the total 240 million public dollars were spent by local governments. This local investment represents more than 92 million dollars, an investment in facilities that will decline in value if not properly maintained.

- Today's recreation supply situation would have been much worse without the Project 70 and Project 500 programs. More than 50,000 acres of parks and open space were acquired under these State programs; and many neighborhoods, community, county, and regional parks were developed and improved. About one out of three local governments in Pennsylvania has benefited from State and Federal aid programs for recreation.

Many of Pennsylvania's local governments that have not participated in State and Federal aid programs for recreation are small and/or poor. Their supply of recreation land and facilities is limited. Also, nearly 90% of the communities which did participate still have needs for planning, acquisition, and development of facilities and services.

If Pennsylvania's population and its recreation needs remained constant, the present needs could be met by 1985 only with a total combined local-state-federal effort which would be twice as great as that of the last ten years.

But, the recreation needs of a population with growing leisure time are ever-changing. A combined effort three times as great as the last decade is required to meet the recreation needs projected for 1985.

our demand for recreation

Pennsylvania's local governments are responsible for providing recreation services and facilities to meet day-to-day, close-to-home recreation demands. These governments are closest to the people and can be the most responsive to their needs. Several Pennsylvania surveys of recreation-users provide important information about factors which influence local recreation demand:

overall

- Three-quarters of all recreation activity takes place within 30 minutes of home.
- Over one-third of all recreation activity takes place at local government facilities which account for less than two percent of all recreation acreage in the State.
- Sixty percent of all public recreation activity takes place at neighborhood, municipal, and county recreation areas; and ten percent occurs at public schools and universities.
- The young (age 5 to 19) and the old (75 and over) spend about eighty percent of their public recreation activity days at local recreation areas.
- A greater proportion of activity days occur under overcrowded at local facilities than at state facilities.



Neighborhood parks are most important for tennis, hiking, nature walks, basketball, baseball, and street hockey. Community park facilities are most used for swimming, ice skating, baseball, basketball, football, tennis, golf, and street hockey. Public school facilities are used primarily for basketball, basketball, tennis, and football, whereas county facilities are more suitable for fishing, boating, swimming, ice skating, and golf.

the disadvantaged

Recreation close to home is important for everyone, and those who are disadvantaged by physical or mental handicaps, low incomes, or lack of transportation often have no other choice.

In Pennsylvania, about one person in every eight households is physically or emotionally handicapped. The recreation activities in most demand by handicapped people are similar to those of the overall population.

Local public facilities are also more important than State facilities for very low income families earning under \$4,000 a year. Over 80% of their activity days occur at local recreation facilities. Households without cars have essentially the same needs for local recreation as low-income families. Among individuals in these households, nearly 90% of their recreation activity is at local facilities. The same is true for nonwhite citizens.

our local recreation needs

Local governments in Pennsylvania should concentrate efforts on meeting the following needs, drawn from the State Recreation Plan and various surveys:

overall needs

- Develop neighborhood and sub-neighborhood recreation areas to directly serve people close to their homes.
- Expand and diversify recreation programs.
- Promote the most effective use of existing recreational and financial resources.
- Cooperate with other public and private agencies, school districts, and municipalities in providing recreation opportunities.
- Promote state programs and advocate program requirements that allow flexibility for the different problems, needs and capabilities of Pennsylvania communities.
- In all sizes and types of communities, the disadvantaged need:
 - A greater variety and number of opportunities to participate in recreation;
 - The removal of physical and social barriers which deter their participation; and
 - The opportunities to participate along with other people.

urban/metropolitan needs

Nearly 72% of the population lives on only about 13% of the total area of the State. These densely populated urban/metropolitan areas have the highest demand, but the fewest resources, for meeting recreation needs. The intensity of development and high land costs virtually assure a continuing shortage of recreation resources.

People in the crowded parts of cities generally have little or no backyard space. These areas also contain many senior citizens, the poor, and people without cars. Facilities within suburban neighborhood, neighborhood, and community parks close-to-home are badly needed.

suburban needs

Rapid and sometimes unplanned and undirected residential, industrial and commercial growth in suburban communities has often taken prime recreation land. Suburban communities must be particularly concerned with comprehensive land use planning to ensure the best use of dwindling natural recreational resources. Land use concerns should include directed growth, the preservation of natural and historic areas, the creation of trails to link existing and future facilities into an open space system, and the conservation of prime recreation lands for maximum recreational benefits. Emphasis should also be placed on providing specialized community facilities and on acquiring land for and developing community, neighborhood, and suburban neighborhood parks.

rural needs

Many rural communities lack basic recreation facilities such as ball fields, playgrounds, and areas for court games. There is a need to direct acquisition and development efforts toward providing these basic recreation facilities. All rural communities should continue the planned acquisition of land for recreation and conservation while it is still available. Costs continue to rise.

More cooperation is needed between governments in rural areas which cannot feasibly provide a variety of recreational opportunities, including school district cooperative efforts and joint relationships with other agencies.



our challenge

Our challenge is to meet the day-to-day, close-to-home recreation needs of Pennsylvanians.

The needs are great, and they continue to grow. Pennsylvania's local governments can be proud of their past accomplishments. These local efforts must be continued and expanded. The kind of progress and results brought about by the State's Project 70 and Project 500 programs must be reborn through a continued and improved partnership between local and state government.

Everyone must help to meet close-to-home recreation needs. Each level of government has certain roles and responsibilities which it is best equipped to carry out. It is important to clearly define and direct these roles and responsibilities.

This report recommends an action program, but it can only point the way. Together, we must pick up the challenge and move forward in the interest of all Pennsylvanians.

actions

11



planning and coordinating actions

A comprehensive plan for recreation, parks and open space is a vital part of a community's total planning for community development. A plan sets a realistic direction for actions and helps determine priorities to meet the most critical needs. Proper planning and coordination can avoid excessive expenditures and duplications of effort, and can produce quality recreation facilities and leisure services. (The State has developed recreation policies for coordinating governmental activities. See Appendix A).

local

- Each local government over 15,000 population should prepare and continually update a comprehensive parks, recreation and open space plan as part of an overall community development plan. The plan should set forth long-range goals and should outline short-range actions for meeting the community's needs.
- Local governments should seek alternative ways of looking at recreation and of determining types of recreation needs. The traditional "acre per population" standards are now commonly known to be unrealistic and limited in scope. One new way of looking at recreation is the "components concept" for comprehensive recreation planning. This approach treats recreation as an activity, an experience . . . not as a place, an area, or a facility. The concept is con-

cerned with all the recreational opportunities in a community, not just publicly-owned areas and facilities. Activities are grouped according to participant experiences such as physical, social, environmental, cultural-educational, and aesthetic/creative experiences.

- Communities should concentrate resources where the needs are the most immediate and critical, where future opportunities are threatened today, where improvements can be made in combination with other types of projects, and where recreation can be provided within easy walking and driving distance for the largest number of people.
- Local governments should consider using cluster residential development and other land use controls through zoning and subdivision and land development ordinances to insure the preservation of land in open space, and the possible development of land for recreation facilities. A growing awareness of preserving and improving the attractiveness and other positive qualities of the environment are demonstrated by more stringent sign controls, historic preservation, and requirements for street trees and landscaping in both residential and non-residential developments.
- Parks and recreation departments and planning commissions should participate in the review of residential subdivisions and other land developments to help insure coordinated open space and park planning and development.
- Local governments should develop and implement successful recreation and park delivery systems by utilizing all available community resources — public, quasi-public, and private. The community school is a prime example of maximum resource use. School facilities are used jointly by the municipality and school district as places to provide a

wide range of education, recreation, and social services. Municipalities and school districts should cooperate more in planning and offering joint facilities and programs involving such items as swimming pools, gymnasiums, crafts and hobbies, and outdoor environmental centers. Local governments should operate the recreation component of community schools, with the school district coordinating the other community services offered there.

- Mechanisms should be established for the maximum possible coordination of all local recreation service delivery agencies, including the identification of specific roles and responsibilities. A council made up of representatives from recreation agencies encompassing local government, quasi-public agencies, schools, and private organizations is an effective method of coordination.
- Local governments should strive to develop a greater public sensitivity to the need for and use of recreation and open space programs and facilities. A continuing public information program should be carried out.
- Local governments should establish a strong two-way communications channel between government and the people; a continuing dialogue with the public. Citizens meetings, wide distribution of materials about planned facilities and programs, creation of park advisory boards, and the encouragement of people to participate in the decision-making process, make the local government more aware of and more responsive to the needs of the people.

state

- Encourage the use of recreation and open space as one of the key elements in developing or updating comprehensive plans. Encourage the importance of recreation planning in community development.
- Provide technical assistance in the planning of recreation, leisure services and open space.
- Promote municipal capital improvement programs for the planning, acquisition and development of recreation, open space, conservation and historic programs, areas, and facilities, including indoor and extended-use facilities.
- Provide a data bank, research results, and a clearinghouse for recreation information.



acquisition and development actions

Pennsylvania's local governments should acquire and develop almost twice as many neighborhood and sub-neighborhood parks as exist today. Intensive recreation areas should emphasize swimming pools, court games, field games, bike paths and other similar facilities which meet the needs of the greatest number of residents. More emphasis must also be placed upon acquiring and preserving critical environmental areas and unique natural features to avoid environmental problems and to save areas of natural beauty from being lost forever.

local

- Local governments should encourage individuals, private enterprise, and institutions to acquire and develop recreation areas, as well as to conserve open space areas including steep slopes, marshes, river edges, and other sensitive natural resources.
- Efforts should be directed toward creating more recreation areas and making better use of existing ones in densely developed urban and metropolitan areas. Abandoned or under-utilized alleys can be converted to block parks. Abandoned and dilapidated buildings can be razed to provide play space, and rooftop areas can be used for recreation. Lighting can provide extended use of recreation areas and multiple-use facilities such as swimming pool/recreation complexes can offer places where children and adults both can enjoy a variety of activities in one location.

- Land should be made available for open space and recreation by the reclamation of gravel pits and the use of flood plains. Land above, below or adjacent to utility and highway rights-of-way, and abandoned railroad rights-of-way also provide excellent open space opportunities. Greater public use can be made of large expanses of land owned by Federal and State agencies and land owners can take advantage of Acts 515 and 319 to receive a lower assessment for keeping land undeveloped.
- Local governments should endorse laws which promote preferential tax treatment, mandatory dedication, and other such methods which help conserve land for recreation and permanent open space.

state

- The State should make it easier for local governments to achieve the local actions outlined above by doing the following:
- Enact legislation to enable local governments to use additional techniques for the acquisition of less than the full title to land for recreation and open space.
 - Increase technical assistance to public, quasi-public, and private groups to conserve open space through locally-funded conservation programs.
 - Expand programs for state purchase and lease back of areas and facilities to local governments. Examples might include waterway access points and surplus lands at state institutions.

leadership actions

Plans, programs and facilities are not apt to succeed without full-time, professionally-trained leadership, guided by good management practices and procedures. Facilities are only the physical foundations of a total recreation and leisure services program. It takes able leadership to make the most of land and physical facilities and to tailor and implement programs to meet the specific and ever-changing needs of people.

local

- Local government must take a leadership role in preparing well-conceived, clear-cut organization and administration guidelines. Because of differences between municipalities, each one should determine and follow a pre-determined process for making decisions about recreation and open space. Municipalities must also determine the types of people who will represent the community in making decisions. Each municipality should prepare a statement of recreation goals, roles and responsibilities, job descriptions, and rules and regulations for administering a parks, recreation and open space program.
- All communities over 15,000 population should have full-time, trained leadership in the field of recreation and leisure services. Communities under 15,000 should employ part-time trained professionals or share full-time professionals with other small communities.



- Leadership activities should include the continuing training of non-professionals by full-time, trained leaders to ensure program continuity and to help agencies and citizen groups to help themselves.

state

- Provide financial and technical assistance to needy communities for hiring professional recreation directors, para-professionals and technical support personnel for program administration, supervision, operation, and facility support.
- Expand the existing technical recreation assistance programs to include assistance for quasi-public and private agencies.
- Expand technical assistance in the areas of administration, personnel, planning, operations, maintenance, training, research and evaluation, and inter-governmental cooperation.
- Develop, in conjunction with colleges, universities and professional societies, recreation curricula and career programs to help meet the needs of government and the recreation profession.
- Develop and encourage the establishment of inservice training programs at all levels of government through intergovernmental personnel training.
- Sponsor and coordinate workshops and seminars throughout the State for interested park and recreation agencies, conservation agencies, and other interested groups.

maintenance actions

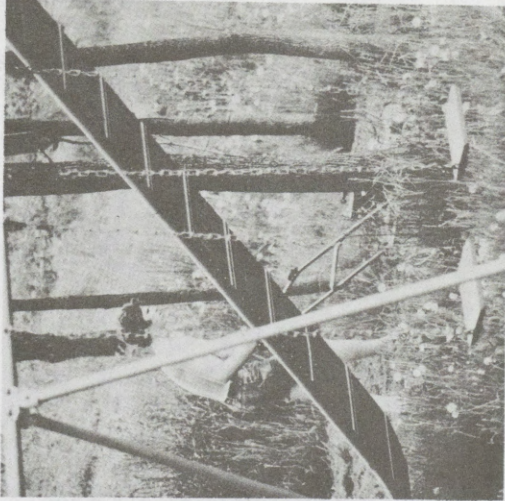
It is critical to preserve the life and quality of recreation facilities in which considerable investments have been made. Action must be taken to protect these community investments and to make the best possible use of existing facilities.

local

- Local governments should provide adequate maintenance of existing parks to assure high utility, safety, and attractiveness. Maintenance is much more than just cleaning up a picnic area, fixing a sec-saw, or mowing a ballfield; it involves a broad spectrum of activities including plant and tree care, caring for lawns and flowers, setting up equipment, and preparing facilities for use.
- Training programs should be established to improve skills in basic maintenance, and additional training programs should be utilized to increase the staff's sensitivity to plant care and to other features of the natural environment.
- In communities where budgets will not permit a separate park maintenance staff, maintenance personnel should be shared, when feasible, among various agencies and organizations, provided the equipment and people are suited for park and recreation maintenance.
- In communities with very limited resources, maximum use should be made of voluntary maintenance personnel. In other communities, volunteer help should be encouraged, but should not replace qualified full-time staff.

state

- Provide technical assistance and training for operations and maintenance administration and personnel.
- Provide limited financial assistance for maintenance programs on a demonstration basis.



local

- Recreation programs should be, to the extent practicable, convenient and available to all residents of an area. The people should be willing to support them with human and financial resources.
- Recreation programming should consider the activities in each of the following categories to help insure a total, comprehensive program: 1) performing arts, 2) sports and athletics, 3) creative arts and self-improvement, 4) nature and outdoor life, 5) social recreation, and 6) special events.
- Local programs should be diverse enough to involve residents in a variety of ways — directly, indirectly, and as spectators.
- Local program activities should accommodate the beginner as well as the intermediate and advanced player. If public and private programs are coordinated, duplication of effort can be avoided.
- In urban areas, local programs should include organized athletics, conducted so as to meet the various recreation needs of different neighborhoods, ethnic groups, sexes, and ages.
- Local recreation programs should be provided on a year-round basis where sufficient demand exists.
- Local recreation programs and services should extend into the late evening hours, weekends, and holidays when most residents have leisure time.



program actions

Local recreation facilities are of little value without good programs for their effective use. Program plans are a major basis for the planning, acquisition, and development of new facilities.

state

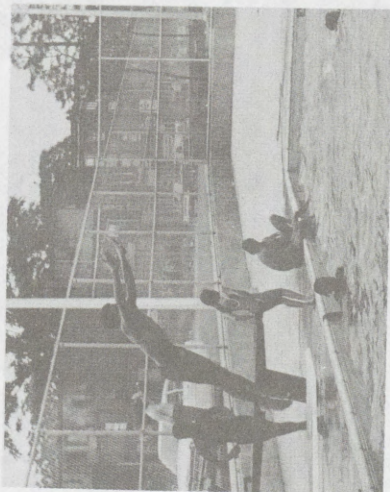
- Assist local governments to provide recreation programs which provide the same level of service to every part of the community.
- Assist in increasing and encouraging citizen and youth participation in the development of cooperative and innovative recreation programs.
- Provide financial assistance in creating year-round after-school, after-work, and weekend programs for all segments of the population.
- Provide assistance in financing equipment for program implementation, including the purchase, rental or lease of private or quasi-public facilities, transportation, and services available to the general public.

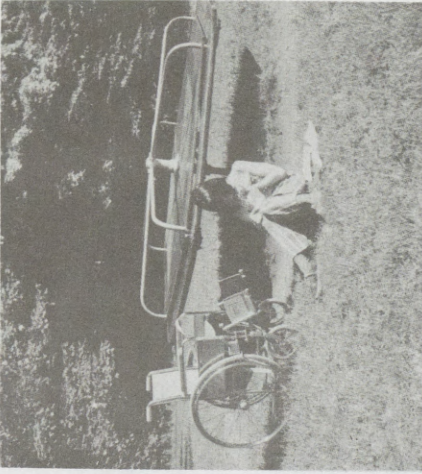
special actions

Recreation opportunities for the disadvantaged have been neglected often in the past. These actions will ensure a better recreational future for all citizens of Pennsylvania.

local

- Local governments should provide for the physically and mentally handicapped by offering a greater variety and number of recreation opportunities, by removing physical and social barriers to facilities, and by creating opportunities for these people to participate with others. Architectural or physical barriers, transportation difficulties, lack of special programs, high costs, and the attitudes and





prejudices of able persons are all significant deterrents to recreation among the handicapped. Organized group and structured recreation programs to meet day-to-day needs, organized outings, group transportation, and reduced rates for transportation and events should also be provided.

- Increased attention should be given to recreation and park programs for senior citizens, low-income families, minorities and other disadvantaged people, especially in urban areas. Efforts should be made to rehabilitate existing facilities and to build new ones so that the disadvantaged can visit and use them.

- Local governments should maintain and expand facilities for the more traditional activities, such as outdoor sports, while pursuing innovative services involving participants who, because of their economic, physical, social or psychological condition, have been unable to participate in traditional programs. These innovations include roving leader personnel who direct programs for youth with hostile or anti-social behavior; mobile and portable recreation equipment and facilities for swimming, playing and street theaters; and toy loan centers for children in homes where toys and play materials are lacking.

state

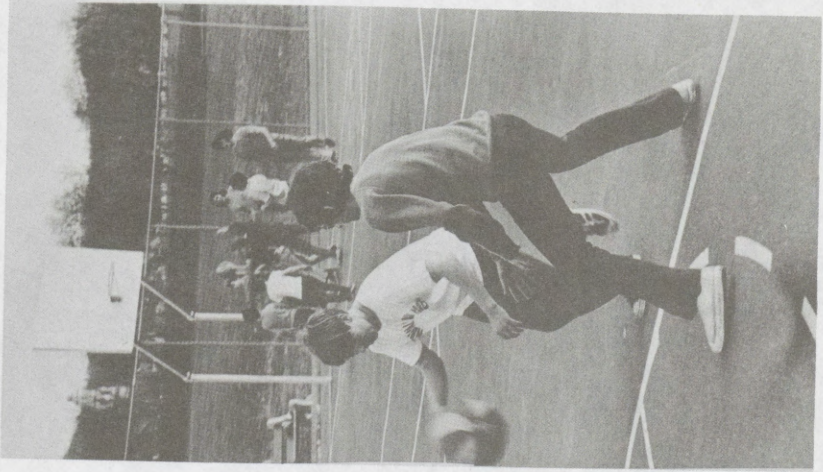
The State should support local actions for meeting the long-standing needs of the Commonwealth's underprivileged:

- Provide a recreation program designed and directed to meet the needs of all the public, with priority programs for the elderly, handicapped, ill, disabled, and preschool children on a year-round basis.

we can do it

Past achievements in land acquisition, facility development, and program advancement have improved the quality of life for many Pennsylvanians. We have a notable record of accomplishment, but it is only the beginning. Much more must be done.

The actions stated in this report tell us what must be done. The key question is: "How can we pay for the improvement of recreation close-to-home?"



local government financing — the key

Local governments must continue to carry the major financial burden in meeting the close-to-home, day-to-day recreation needs of their residents. They are in the best position to determine and respond to such needs. It is envisioned that some State and Federal financial assistance programs will continue, but even these programs require an initial financial commitment by local governments. Local governments will not only be required to spend money to meet recreation needs, they must take the first step toward financing. The following actions are required:

- Local government must make an annual financial commitment to administer and operate facilities and programs.
- Local governments must earmark a portion of their long-range capital program and budget for the acquisition, development, major maintenance, and improvement of parks and recreation areas.
- Local government must stretch its financial capabilities by encouraging the efficient use of resources, facilities and programs at all levels of government, including joint municipal efforts and cooperative agreements with local school districts. Active pursuit of state and federal financial assistance programs is recommended.

the commonwealth role

The Project 70 and Project 500 programs have ended, and no State program has been developed to continue or replace them. Funds provided through the Land and Water Conservation Act by the U. S. Department of Interior, Bureau of Outdoor Recreation, have been limited. Allocated funds have, at best, been holding to previous levels and have not been increased even to a level which would offset inflation. It is unlikely that increases will occur to help finance more than a part of the job facing local governments.

At present, local governments must provide recreation facilities and services on their own to meet existing and future needs, without state financial assistance. The financial resources of local governments in Pennsylvania will barely allow them to maintain existing recreation facilities and programs, let alone enable them to acquire additional land, develop new facilities, eliminate barriers to the disadvantaged, and improve programs.

It will be extremely difficult, if not impossible, for local governments to meet their close-to-home recreation needs without a new State financial assistance program.

- A new annual grant-in-aid program should be enacted to assist local governments in providing much-needed recreation and open space close-to-home where the demand is greatest.

The thrust of the program would focus on five areas of state participation: 1) grants-in-aid, 2) recreation program assistance, 3) technical assistance, 4) leadership, and 5) nongrant-in-aid financing. The State actions presented previously in this Action Program for Municipal Recreation would be financed and implemented through the annual grant.

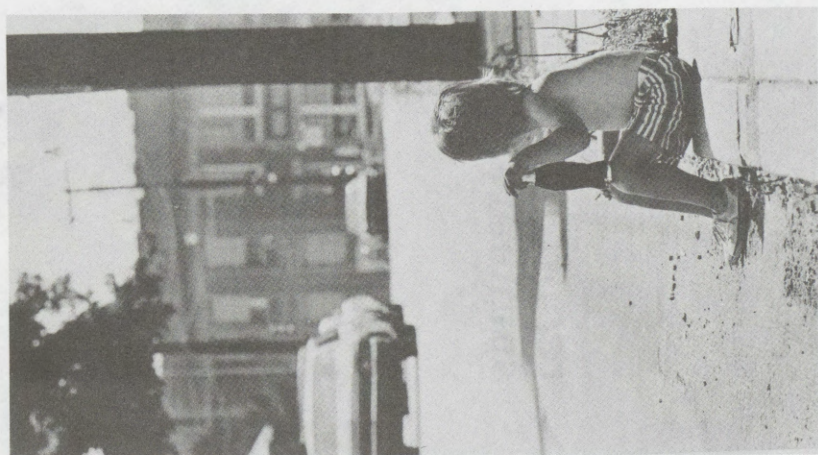
the federal role

The Federal Land and Water Conservation Fund Act is now the only Federal financial assistance program specifically earmarked for recreation. This assistance should be continued and expanded. Federal financial participation, like State assistance, is a vital part of financing close-to-home, day-to-day recreation needs. Local and State governments should encourage the Federal government to:

- Fund the Federal Land and Water Conservation Fund Act at its recently authorized annual ceiling;
- Amend the Federal Land and Water Conservation Fund Act to allow the full use of funds for indoor facilities;
- Expand planning projects funded through the Federal Land and Water Conservation Fund Act to allow projects that are regional in scope; and
- Pursue new funding programs to provide additional recreation financing opportunities.

report summary

- Three-quarters of all recreation activity takes place within 30 minutes of home.
- Local government recreation areas account for less than 2% of all recreation land in Pennsylvania.
- Much remains undone, although achievements by local government in the past ten years in providing close-to-home recreation have been considerable.
- Local governments are in the best position to determine the recreation needs of residents and to initiate action, but they are not financially capable of doing the job alone.
- To help local governments meet close-to-home recreation needs, the state and federal government must continue and expand their financial and technical assistance programs.



appendixes

a commonwealth recreation policies

The policy statements that follow are of four kinds. The first set, "Policies Which Pertain to People", address issues concerning human rights and the responsibility of government to provide adequate recreational opportunity for all. "Policies Which Pertain to Planning", the second set of statements, articulate the Commonwealth's commitment to maintain a coordinated, comprehensive, on-going planning effort. The next section, "Policies Which Pertain to Physical Resources" forwards policies that apply to recreational resources and their preservation and activities that are related to them. Many of these policies deal with issues stemming from specific needs. The last set "Policies Which Pertain to a Balanced System", reaffirm the Commonwealth's intention to coordinate the major aspects of the delivery of recreation services.

Policies Which Pertain To People

1. Recreational Opportunity
It is Commonwealth policy to strive for the provision of recreational opportunities for every citizen of the Commonwealth as well as visitors and tourists, in both urban and non-urban settings.
2. Accessibility
It is Commonwealth policy to strive for improvements in accessibility to

recreation areas, facilities and programs.

3. Information Dissemination
It is Commonwealth policy to increase the effectiveness with which information about state parks and facilities and programs is disseminated.

4. Non-Discrimination
It is Commonwealth policy that no discrimination on the basis of color, creed, race, national origin, age, sex, income, or physical or mental disability will be allowed in access to or use of any recreation area or facility and that the State will provide financial and technical assistance from public or private groups which discriminate in the provision of any public service.

5. Recreation Education
It is Commonwealth policy to encourage school districts to provide to all members of the community educational opportunities that cultivate the physical and mental skills required for lifetime participation in recreational activities.

Policies Which Pertain To Planning

6. Scope of Planning
It is Commonwealth policy to plan comprehensively for the provision of a balanced system of both public and private recreation opportunities to meet the needs of Pennsylvanians as well as

visitors and tourists.

7. Continuing Planning Commitment
It is Commonwealth policy to maintain a continuing recreation planning effort.

8. Interagency Approaches
It is Commonwealth policy to conduct recreational planning through the Interagency Recreation Planning Committee.

9. Regional and Local Recreation Planning
It is Commonwealth policy to utilize and support regional and local planning agencies as vehicles for expressing needs from those perspectives and as vehicles for public discussion on pertinent policy issues.

Policies Which Pertain To Physical Resources

10. Provision of Land Areas
It is Commonwealth policy to acquire or to assist other levels of government in their acquisition of land and areas which are identified as having significant recreational, natural, scenic, and aesthetic values and those areas which are needed to protect existing public recreation resources from encroachment.

- clean, unspoiled water to meet their water related recreation needs.
16. Fisheries Resources
It is Commonwealth policy to manage the fisheries resources in a manner which provides recreation opportunities to all fishermen, from the most dedicated to the occasional.
17. Wildlife Resources
It is Commonwealth policy to manage the wildlife resources in a manner which protects natural resources and all rare and endangered species, provides for the full diversity of species of which Pennsylvania is ecologically capable, and fosters a naturally bountiful supply of game which can be harvested in recreational hunting.
18. Wild and Natural Areas
It is Commonwealth policy to identify and protect those lands which qualify as either wild or natural areas.
19. Off-road Motor Vehicles
It is Commonwealth policy to require registration of off-road motor vehicles, to restrict their use on public land to those areas specifically designated for this purpose, to develop safety education programs for ORV users, and to set standards for the manufacture of these vehicles.
20. Land Use Control
It is Commonwealth policy to encourage local, coordinated land use planning and zoning controls to protect and enhance recreation resources.
21. Flood Plain Usage
It is Commonwealth policy to place a high priority on the use of suitably identified flood plains for low density recreation areas and open space.
22. Resource Capability
It is Commonwealth policy to regulate the use of State areas and facilities in order to maintain the quality of the recreation experience and to prevent degradation of resources.
23. Facility Maintenance
It is Commonwealth policy to place high priority on maintaining the recreation quality of the State system and to assist local government in developing the capability to meet the maintenance and operating costs of local park and recreation systems.
24. Bicycling
It is Commonwealth policy to provide and maintain bicycle paths in the metropolitan areas of the State, to provide for the bicycling needs in suburban and rural areas by identifying routes and paving the shoulder of State roads integral to those identified routes, to provide for bicyclists at appropriate State facilities, and to provide exclusive facilities where the needs so indicate.
11. Provision of Facilities
It is Commonwealth policy to provide, assist, and/or encourage the development and operation of park and recreation facilities throughout the Commonwealth.
12. Preservation of the Commonwealth's Historical and Cultural Heritage
It is Commonwealth policy to identify historical, archaeological, architectural and cultural sites throughout the Commonwealth and to protect and promote the preservation of significant historical and cultural sites for the present and future generations; and to assist local governments and non-profit organizations in accomplishing the same.
13. Increased Recreation Opportunity for the Handicapped
It is Commonwealth policy to increase the number and diversity of recreation experiences which can be enjoyed by handicapped people.
14. Environmental and Interpretative Education
It is Commonwealth policy to provide and to encourage others to provide environmental and interpretative education programs.
15. Water Quality
It is Commonwealth policy that Pennsylvanians are to have a supply of

25. Roadside Rests

It is Commonwealth policy to provide roadside rests to travelers at 30-mile intervals on the interstate and primary highway systems and to provide tourist information centers at all major points of entry in the State.

26. Use of School Facilities

It is Commonwealth policy to encourage a school-community concept which makes school facilities available for community use and programs the use of facilities to increase local recreation opportunities.

27. Volunteers

It is Commonwealth policy to seek out and support volunteers and volunteer organizations interested in enhancing recreation opportunities available within the Commonwealth.

28. User Fees (State Facilities)

It is Commonwealth policy to charge user fees for special recreation facilities.

29. User Fees (Local Government Facilities)

It is Commonwealth policy to permit local governments to charge user fees for facilities on areas owned or controlled by local governments, in accordance with State and Federal assistance and to permit differing rates for local residents and non-residents provided that the differences impose no more of the total financial burden on non-residents than on local residents.

Policies Which Pertain to a Balanced System

30. Federal-State Coordination

In recognition of the Commonwealth's pivotal role in the provision of recreation resources and services, it is Commonwealth policy to work with all Federal agencies to identify significant areas within the State for Federal acquisition and development and to enhance the recreation opportunities currently provided by Federal agencies.

31. State-Local Coordination

In recognition of the Commonwealth's pivotal role in the provision of recreation resources and services, it is Commonwealth policy to work with and assist local governments to help achieve and maintain a balanced system of providing recreation services to the people of the Commonwealth.

32. Investment Opportunities

It is Commonwealth policy to strive for a long term balance between all of the providers of recreation opportunities.

33. Employment of Federal Funds for Recreation

It is Commonwealth policy to seek aid to utilize all assistance available to Pennsylvania from the numerous Federal agencies.

eral programs that deal with recreation and employment. These funds in a manner consistent with the policies set forth in this plan.

34. Utilization of the Federal Land and Water Conservation Fund

It is Commonwealth policy to conduct a yearly evaluation of the various agencies' needs for allocation of funds available to the Commonwealth from the Land and Water Conservation Fund.

35. Private Recreational Development

It is Commonwealth policy to encourage appropriate private recreation development, both profit and non-profit.

36. Energy Policy

It is Commonwealth policy to encourage the conservation of energy through the acquisition and development of recreation areas near the population centers of the State and through the promotion of public and mass transit to distant recreation areas.

37. Utilities

It is Commonwealth policy to encourage utility companies which own or create resources of potential recreational value to make these resources available to the public for appropriate recreation purposes. It is the policy of the Commonwealth to the review of the appropriate public agencies.

b

references

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9 , 17	City of Pitsburgh, Bureau of Recreational Activities
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DAYTON-MONTGOMERY COUNTY PARK DISTRICT,
Dayton, Ohio, July 3, 1978.

Hon. JAMES ABOUREZK,
Senate Energy and Natural Resources Committee,
Washington, D.C.

DEAR SENATOR ABOUREZK: I am writing in support of SB 3163—the Urban Park and Recreation Recovery Act. I know from experience that there is a great need for rehabilitation and renovation of many of the older facilities that have received long, hard use in the park systems of the United States. I think as a result of this extended use many facilities have deteriorated even though they have received the necessary maintenance.

As a point of information, I would hope that these funds would be administered through the state just as the Federal Land and Water Conservation Funds are currently administered. I believe the continuity between acquisition, development and rehabilitation will be administered more effectively by utilizing the same personnel who are familiar with the Park and Recreation movement in each state.

Sincerely yours,

DONALD P. SCHMIDT, *Director.*

STATE OF MICHIGAN,
DEPARTMENT OF NATURAL RESOURCES,
Lansing, Mich., June 28, 1978.

Hon. JAMES ABOUREZK,
Chairman, Subcommittee on Parks and Recreation,
Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: The task of rehabilitating or improving deteriorated park and recreation areas in urban communities across this country represents a tremendous undertaking. The current legislation Urban Park and Recreation Recovery Act of 1978 stipulates that any city, county, town, township, parish, village, local-regional special district, school district, park authority; and park, conservation, water or sanitary district would be eligible to receive such funds (Section 4, e. and f.).

With an anticipated funding level at only \$150 million over the next five years, it appears this program would be seriously diluted to the point of producing little significant impact in the restoration of park and recreation facilities in our major urban cities.

For example, if only the nation's 57 largest cities (population over 250,000) happened to receive an equal share of the appropriated \$150 million over the next five years, each city would receive about \$13 million. This funding level would be substantial enough to provide a meaningful start towards rehabilitating the nation's most urban parks and recreation facilities.

Therefore, I suggest that serious consideration be given to implementing a 250,000 population criteria for cities to be eligible recipients of these funds. I believe such a population limitation would be more in line with the real intention of the legislation now under your consideration.

Thank you for your time and consideration.

Sincerely,

O. J. SCHERSCHLIGT, *Deputy Director.*

GENESEO COMMUNITY PARK DISTRICT,
Geneseo, Ill., July 14, 1978.

Senator JAMES ABOUREZK,
*Chairman Parks and Recreation Subcommittee,
Senate Energy and Natural Resources Committee,
Washington, D.C.*

DEAR SENATOR ABOUREZK: I am writing in support of the Urban Park and Recovery Act (Senate Bill 3163). Present park and recreation departments are faced with deteriorating facilities which are in need of rehabilitation. I feel that this Bill would help provide this need.

Furthermore, I feel that such a bill should be: 1. administered by the Heritage, Conservation and Recreation Service, and 2. special districts, such as park districts, be specifically eligible for these grants.

Look forward to hearing your views on this matter.

Sincerely,

ROBERT A. ORSI,
Director, Parks and Recreation.

HAZEL CREST PARK DISTRICT OF COOK COUNTY,
Hazel Crest, Ill., July 6, 1978.

Senator JAMES ABOUREZK,
*Chairman, Parks & Recreation Subcommittee,
Senate Energy and Natural Resources Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: The Hazel Crest Park District is vitally concerned with S.3163, introduced by Senators Henry Jackson (D-WA) and O. Hansen (R-WY). The proposed "Urban Park and Recreation Recovery Act" would authorize the Secretary of the Interior to administer a \$150 million/year, 5-year matching grants program. Distribution would be a basic 50% federal/50% local rehabilitation grants program directly eligible general purpose local governments. The federal share could raise to 75% if a state also provides matching funds.

Similar legislation has been approved by the House Committee on Interior and Insular Affairs and is awaiting floor action.

The Hazel Crest Park District asks that you actively support S.3163, and this bill should:

1. Be administered by Heritage, Conservation and Recreation Service, (formerly HUD) and,
2. Special districts be specifically eligible for these grants.

If you have any questions or need further information, please feel free to contact our office.

Sincerely yours,

JEFF BOUBELIK,
Director of Parks and Recreation.

HOMEWOOD-FLOSSMOOR PARK DISTRICT,
Homewood, Ill., July 7, 1978.

Senator JAMES ABOUREZK,
*Chairman, Parks & Recreation Subcommittee,
Senate Energy and Natural Resources Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: The Homewood-Flossmoor Park District strongly urges your vocal voting support of the National Urban Recreation Recovery Act currently in the Senate Sub-Committee on Parks and Recreation which would provide for a 5-year matching grant program to aid local governments in revitalizing and rehabilitating public parks and recreation facilities.

Similar park and recreation measures such as the Land and Water Conservation Fund have been administered by the Heritage, Conservation and Recreation Service (formerly the Bureau of Outdoor Recreation) and we would suggest that S. 3163 be administered in the same way. We further support the eligibility of special districts, such as Illinois' Park Districts, as recipients of potential grant monies.

Similar legislation has been approved by the House Committee on Interior and Insular Affairs and is currently awaiting formal action. Such legislation would currently aid in rehabilitating viable community wide recreation facilities and areas in urban leisure oriented communities.

We would appreciate knowing your position with respect to this proposed legislation.

Respectfully yours,

JULIA F. CRANE, *President.*

JOLIET PARK DISTRICT,
Joliet, Ill., July 5, 1978.

Senator JAMES ABOUREZK,
*Chairman, Parks & Recreation Subcommittee,
Senate Energy and Natural Resources Committee,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: Your support of S. 3163, "Urban Park and Recreation Recovery Act" is much needed in the Joliet Community. As President of the Joliet Park District, I am in a position to fully realize the need for assistance to upgrade and revitalize our aging parks.

Therefore, I am encouraging your support and point out that this bill should:

1. Be administered by Heritage, Conservation and Recreation Service, (formerly HUD) and,

2. Special districts be specifically eligible for these grants.

Thank you for your interest in Parks and Recreation.

Sincerely,

ALBERT LORENC,
President, Board of Commissioners.

LEMONT TOWNSHIP PARK DISTRICT,
Lemont, Ill., July 6, 1978.

SENATOR ABOUREZK,
*Senate Energy and National Resources,
Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: I'm writing in reference to S. 3163 which was introduced by Senator Henry Jackson and Senator C. Hansen on June 5th. After being informed about this proposed "Urban Park and Recreation Recovery Act", I would like to strongly support the passage of it. The bill would be a tremendous asset to park and recreation agencies in urban areas.

I would recommend that the bill be administered by Heritage, Conservation, and Recreation Service (formerly H.U.D.). I would also like to recommend that special taxing districts be specifically eligible for these grants.

This bill could be one of the solutions of providing maximum recreation service to our urban populations.

Thank you for your time and consideration.

Sincerely,

ROBERT A. PORTER,
Director of Parks and Recreation.

LOCKPORT TOWNSHIP PARK DISTRICT,
Lockport, Ill., July 6, 1978.

SENATOR JAMES ABOUREZK,
Chairman, Parks and Recreation Subcommittee, Senate Energy and Natural Resources Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: On behalf of the Lockport Township Park District we are asking for your support of S. 3163, "Urban Park and Recreation Recovery Act" introduced on June 5, 1978.

We feel this bill should be administered by Heritage, Conservation and Recreation Service, and request that special districts be specifically eligible for these grants.

Sincerely,

MAX L. WOODS,
Director of Parks and Recreation,

MEMORIAL PARK DISTRICT,
COOK COUNTY ILLINOIS,
Bellwood, Ill., July 6, 1978.

SENATOR JAMES ABOUREZK,
Chairman, Parks and Recreation Subcommittee, Senate Energy and Natural Resources Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: On be-half of the Memorial Park District's Board of Commissioners and its 50,000 residents, I would like to express our support of the senate bill S. 3163 and I would strongly urge that upon passage the administration of these monies be under the jurisdiction of the Heritage, Conservation and Recreation Service.

I further urge that these grants specifically include special districts. Thank you for your consideration.

Respectfully submitted.

FRANK A. FENCL,
Director of Parks and Recreation.

OAK FOREST PARK DISTRICT,
Oak Forest, Ill., July 10, 1978.

Senator JAMES ABOUREZK,
Chairman, Parks and Recreation Subcommittee, Senate Energy and Natural Resources Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: I am writing to request your support of Senate Bill 3163, Urban Park and Recreation Recovery Act.

As park districts are continually finding themselves in the financial bind of raising costs and set income, help is urgently needed to upgrade public park and recreation facilities. A program of matching grants to meet this need would enable these districts to better service their respective communities in this vital area.

A specific notice of eligibility of special districts would greatly increase chances of funds being granted as districts of this type are often eliminated from grant schedules.

I sincerely appreciate any help you can give with this matter.

Sincerely,

JAMES CHEVALIER, *Director.*

OHIO DEPARTMENT OF NATURAL RESOURCES,
Columbus, Ohio, July 7, 1978.

HON. JAMES ABOUREZK,
*Senate Energy and Natural Resources Committee,
U.S. Senate, Washington, D.C.*

DEAR SENATOR ABOUREZK: This letter is to voice the support of the Ohio Department of Natural Resources for the Urban Park and Recreation Recovery Act now proposed as S.B. 3163. Just as the Land and Water Conservation Fund has successfully assisted communities in creating new areas, the Recovery Act will assist urban communities in improving their existing well used, but deteriorated park and recreation areas.

Since a state action incentive provision is included in the Act, I would appreciate your consideration of utilizing the State Liaison Officer format that the Department of the Interior has already established for the Land and Water Conservation Fund. In this manner, the personnel knowledgeable of the park and recreation philosophies and needs in the state could coordinate both programs. Passing the administrative and funding responsibilities to the State Liaison Officer would help ensure that the Recovery Act would be as successful as the Land and Water Conservation Fund program.

Sincerely,

ROBERT W. TEATER, *Director.*

PEORIA PARK DISTRICT,
GLEN OAK PAVILION,
Peoria, Ill., June 30, 1978.

Hon. JAMES ABOUREZK,
*Chairman, Parks and Recreation Subcommittee, Energy and Natural Resources
Committee, Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: On behalf of the Board of Trustees of the Pleasure Driveway and Park District of Peoria, Illinois, I would like to express the Park Board's support of Senate Bill 3163, the "Urban Park and Recreation Recovery Act." Legislation designed to provide funding assistance for the rehabilitation and improvement of urban park and recreation areas is urgently needed.

I understand that this bill will make available to local general purpose governmental units, on a matching basis, \$150 million per year for a five-year period. I further understand that special purpose governmental units, such as park districts in Illinois, would not qualify for funding because of their special purpose designation. However, in Illinois park districts provide park and recreation services, areas and facilities. Thus, to insure that funding is available for the intended purpose, I urge your committee to amend this bill so that park districts (special purpose recreation and park governmental units) qualify for direct funding assistance.

Thank you.

Sincerely,

JOHN R. CANTERBURY, M.D., *President.*

ROCKFORD PARK DISTRICT,
Rockford, Ill., July 5, 1978.

Senator JAMES ABOUREZK,
*Chairman, Park and Recreation Subcommittee,
U.S. Senate Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: I am writing in support of Senate Bill 3163.

As President of a large metropolitan park system, it is my belief that this legislation is vitally needed to meet the rapidly growing requirements for rehabilitation of existing facilities and areas.

Since the Rockford Park District is a special taxing district, I further urge you to make special districts eligible participants. In addition, I believe this program could most effectively be administered through H.C.R.S. down through the state level, the same as the Land and Water Conservation Program.

Thank you for your consideration of my request.

Sincerely,

JOANNE L. BAKER, *President.*

SOUTH STICKNEY PARK DISTRICT,
Burbank, Ill., July 6, 1978.

SENATOR JAMES ABOUREZK,
*Chairman, Parks and Recreation Subcommittee, Senate Energy and Natural
Resources Committee, Senate Office Building, Washington, D.C.*

SENATOR JAMES ABOUREZK: We the members of the Board of Commissioners of the South Stickney Park District, speaking for ourselves and we are sure the 35,000 residents of our Community, urgently recommend that you lend your support to S. 3163 that was recently introduced by Senators Henry Jackson (D-Wa), and O. Hansen (R-Wy), on June 5, 1978.

We are asking for your support in this matter, the "Urban Park and Recreation Recovery Act", as we, the only hope for survival of Parks and Recreation in our Community, as well as all others, is thru the type of financial aid spelled out in the above mentioned act.

We would encourage that you vote that the following conditions be included:

1. That it be administered by Heritage, Conservation and Recreation Service, (formerly H.U.D.).

2. Special Districts be specifically eligible for these grants.

Anticipating your support in this matter, we extend our thanks for your cooperation.

Sincerely,

HARVEY W. CARLISLE, *President.*

SOUTH SUBURBAN PARK AND
RECREATION PROFESSIONALS ASSOCIATION,
Oak Lawn, Ill., July 10, 1978.

Hon. JAMES ABOUREZK,
*Chairman, Parks and Recreation Subcommittee, Energy and Natural Resource
Committee, U.S. Senate, Washington, D.C.*

DEAR SENATOR ABOUREZK: The National Urban Recreation Study and S. 3163 are steps in the right direction toward solving the serious financial problems facing local parks and recreation agencies in this country. Our 32 member agencies in suburban Cook and Will Counties urge you to support this bill.

A major concern of ours is the administration of the proposed "Urban Park and Recreation Recovery Act" on the Federal level. We recommend that it be administered by the Heritage, Conservation and Recreation Service in the Department of Interior.

Another major concern on our part is the provision made for special districts in the bill. The majority of local park and recreation agencies in Illinois are special taxing districts which have had difficulty taking advantage of past Federal programs that are geared to general purpose government. To be effective in Illinois, the "Urban Park and Recreation Recovery Act" must provide for the specific eligibility of special districts.

We urge your support for S. 3163 and for the inclusion of the recommendations explained above.

Sincerely yours,

TIM SCHROEDER, *Legislative Chairman.*

TINLEY—PARK DISTRICT,
Tinley Park, Ill., July 12, 1978.

Senator JAMES ABOUREZK,
*Chairman, Parks and Recreation Subcommittee, Senate Energy and Natural
Resources Committee, Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: We wish to be placed on record in support of S. 3163, introduced by Senators Jackson and Hansen on June 5th, 1978.

We also support this bill being administered by the Heritage, Conservation and Recreation Service, and special districts be specifically eligible for these grants.

Cordially,

ROBERT A. FIORE,
Director of Parks and Recreation.

THE ORB ORGANIZATION,
Renton, Wash., June 28, 1978.

Hon. JAMES ABOUREZK,
Chairman, Subcommittee on Parks and Recreation, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR ABOUREZK: I wish to express my support of Senate Bill 3163. Urban cities have a great need for funds to provide adequate park and recreation facilities to their populations. I am convinced that your proposed bill would provide a real stimulus to cities throughout the nation to raise local matching funds and to launch urban park and recreation revitalization programs.

I look forward with anticipation to the passage of Senate Bill 3163.

Sincerely,

ROBERT W. BIGNOLD, *President.*

WASHINGTON PARKS FOUNDATION,
Seattle, Wash., June 29, 1978.

Hon. JAMES ABOUREZK,
Chairman, Subcommittee on Parks and Recreation, Dirksen Senate Office Building, Washington D.C.

DEAR SENATOR ABOUREZK: On behalf of the Board of Directors of the Washington Parks Foundation, I wish to encourage you to support Senate Bill 3163.

Our Foundation works most closely with those counties and cities in the more urban areas of the State of Washington. The need to refurbish aging parks and other recreation facilities is most acute. Our growing population, particularly

in the Puget Sound area, is in desperate need of complete and plentiful recreation facilities.

I look forward with anticipation to the passage of Senate Bill 3163.

Sincerely,

JO ANN FISHER, *Executive Director.*

ELLENSBURG, WASH., July 6, 1978.

HON. JAMES ABOUREZK,
*Chairman, Subcommittee on Parks and Recreation,
Dirksen Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: I wish to express my support of Senate Bill 3163. Urban cities have a great need to provide adequate park and recreation facilities to their populations. I am convinced that your proposed bill would provide a real stimulus to cities throughout the nation to raise local matching funds and to launch urban park and recreation revitalization programs.

I look forward with anticipation to the passage of Senate Bill 3163.

Sincerely,

TERRY LEBERMAN.

ELLENSBURG, WASH., July 6, 1978.

HON. JAMES ABOUREZK,
*Chairman, Subcommittee on Parks and Recreation,
Dirksen Senate Office Building, Washington, D.C.*

DEAR SENATOR ABOUREZK: I wish to express my support of Senate Bill 3163. Urban cities have a great need for funds to provide adequate park and recreation facilities to their populations. I am convinced that your proposed bill would provide a real stimulus to cities throughout the nation to raise local matching funds and to launch urban park and recreation revitalization programs.

I look forward with anticipation to the passage of Senate Bill 3163.

Sincerely,

WAYNE D. MASSIE.

STATE OF CONNECTICUT,
EXECUTIVE CHAMBERS,
Hartford, July 11, 1978.

HON. HOWARD M. METZENBAUM,
*U.S. Senator, Chairman, Park and Recreation Subcommittee, Russell Senate
Office Building, Washington, D.C.*

DEAR SENATOR METZENBAUM: I wish to express my support for Senate bill 3163, Urban Park and Recreation Recovery Act of 1978.

I believe that this legislation would have a positive effect on the urban centers of Connecticut. The State of Connecticut, with assistance from the Land and Water Conservation Fund, has attempted to provide the means of rehabilitating the park systems in the urban areas over the years. Senate bill 3163 would be a vehicle to provide immediate aid and improve the amenities of urban living.

Therefore, I would respectfully request favorable action on this proposal.

With best wishes,

Cordially,

ELLA GRASSO, *Governor.*

CITY OF MACON, GA.,
June 22, 1978.

HON. H. M. METZENBAUM,
*Vice Chairman, Subcommittee on Parks and Recreation, U.S. Senate, Wash-
ington, D.C.*

DEAR SENATOR METZENBAUM: As Mayor of one of Georgia's larger cities, I would like to give my full support to Senate Bill 3163, titled Urban Park and Recreation Recovery Act.

Macon began its parks and recreation movement in 1911; therefore, we have many indoor and outdoor facilities which would qualify under this program.

This program also provides for monies to be used on indoor facilities as well as outdoor facilities.

Any consideration you may give supporting passage of this bill will be appreciated.

Sincerely,

BUCKNER F. MELTON.

CITY OF ASHEVILLE, N.C.,
DEPARTMENT OF PARKS AND RECREATION,
June 29, 1978.

HON. HOWARD M. METZENBAUM,
Vice Chairman, Subcommittee on Parks and Recreation, U.S. Senate, Washington, D.C.

DEAR SENATOR METZENBAUM: This is to inform you that I am absolutely in support of Senate Bill 3163—the proposed Urban Park and Recreation Recovery Act. I believe that this act would do a great deal to improve Park and Recreation conditions and make a better way of life, not only for the people of Asheville, North Carolina, but throughout the country in urban areas whose local governments are having an extremely difficult time finding sufficient revenues to finance much-needed park and recreation improvements.

Many neighborhoods within our crowded cities are showing signs of continuing deterioration, and the park areas within those neighborhoods are unfortunately reflecting this same trend. We have found that we can revive declining neighborhoods with new park areas. A well-designed, attractively landscaped, and properly maintained park area, along with a good comprehensive program of recreation services has proven to be a stimulant to deteriorating neighborhoods.

Please be assured of our support of this legislation.

Sincerely,

RAY L. KISIAH, *Director.*

CITY OF GREENSBORO, N.C.,
June 23, 1978.

HON. HOWARD M. METZENBAUM,
Vice Chairman, Subcommittee on Parks and Recreation, U.S. Senate, Washington, D.C.

DEAR SENATOR METZENBAUM: The Urban Park and Recreation Recovery Act (Senate Bill 3163) is an extremely important piece of legislation to local government. If this legislation is enacted it will provide cities an opportunity to upgrade many of the older park areas to meet the needs of their citizens in 1980's and beyond.

This legislation does not conflict or duplicate with the Land and Water Conservation Fund in any way. It will allow local government to focus on existing park areas which have, in many instances, been neglected far too long.

I urge your support of this legislation.

Sincerely,

ROGER K. BROWN,
Director, Parks and Recreation Department.

CITY OF WINSTON-SALEM, N.C.,
June 23, 1978.

HON. HOWARD METZENBAUM,
Vice Chairman, Subcommittee on Parks and Recreation, Washington, D.C.

DEAR SENATOR METZENBAUM: I hope that you and your subcommittee will give favorable consideration to the proposed Urban Parks and Recreation Recovery Bill. Many of our cities' facilities have not received the proper care and maintenance to continue their use. While the Public Works Bill helped some in the area of new construction, it did not help re-habilitate existing structures and facilities. And the existing BOR Funds are not available for the construction and rehabilitation of indoor facilities.

Thus, a void is left which this bill seems to fill. Many times, local parks and recreation facilities are on the bottom of the funding priority list. With more and more people crowding into the urban communities of our country, leisure facilities

are needed in greater numbers than ever before. Not only are new facilities needed, but existing ones need to be renovated and developed to meet the continuing demands of today's citizenry.

Again, please give serious consideration to this proposed bill.

Sincerely,

NICK JAMISON, *Recreation Director.*

COMMUNITY COUNCIL OF GREATER NEW YORK,
New York, N.Y., July 5, 1978.

TESTIMONY OF THE COMMUNITY COUNCIL OF GREATER NEW YORK

Hon. HOWARD M. METZENBAUM,

Vice Chairman, Parks and Recreation Committee, Committee on Energy and Natural Resources, U.S. Senate, Dirksen Senate Office Building, Washington, D.C.

Thank you for the opportunity to submit written testimony on President Carter's Urban Park and Recreation Recovery Program and the legislation (S. 3163) proposed by Senator Jackson.

The Community Council of Greater New York is the voluntary agency in New York which convenes government and private groups around matters of public interest. Its Recreation Committee has both lay and professional members and includes representation from all the governmental and major voluntary agencies concerned with recreation services in New York City.

Over the past two years members of the Community Council have contributed information and opinions to the Department of Interior's Urban Recreation study. We fully support the proposed legislation and urge its passage. Capital rehabilitation for urban parks and recreational facilities is badly needed in most of the nation's older cities.

The incentive of this urban park recovery legislation to encourage cooperation between federal, state, local and private levels is excellent. The fact that this program will allow more indoor recreation facilities to be rehabilitated is also a great improvement over other federal program funds.

However, while this legislation takes a major step in the right direction it must be noted that it will not address all the needs and further complementary legislation will be necessary if the \$150 million per year program is to be effective. Most of these concerns and recommendations reiterate the findings of the national urban recreation study.

First, as \$150 million per year is not a very high funding level it should be targeted to cities and programs that can demonstrate the impact of this legislation. While over 400 cities are eligible under the HUD Urban Development Action Grant criteria which the legislation proposes to follow we would urge limiting the number of cities selected for funding within a given year in order to test the impact of the program upon a given city. The ceiling of 15% on an individual State's funding level is a good one as it offers sufficient incentive for a well-organized State to receive a significant percentage of the funds without allowing any one State to benefit unduly.

Second, to encourage States to provide a 25% match, thereby raising the Federal share to 75%, a State which does provide a match should become part of the planning and selection process for the fund itself. Without such an incentive to share in the funding decisions, States may choose not to provide the 25% necessary for a 75% Federal funding level.

Additionally, those States contributing 25% to Urban Park and Recreation Recovery Act programs might be given priority from the Department of Interior's contingency funds. The incentive here would be that those States would be eligible to receive additional funding for other projects, thereby increasing their State's park resources perhaps by as much as \$1 million within a given year. Such contingency funds would allow rural as well as urban areas to benefit within a State, but the state would be eligible only because of its participation in the Urban Park and Recreation Recovery Program.

Third, in many urban areas major voluntary agencies such as the Police Athletic League, the Associated YM-YWHAs and the YMCAs have facilities which need rehabilitation—facilities of agencies that are the primary providers of recreation services in those communities. In keeping with the National Urban

Recreation Study's finding that the importance of the voluntary sector in providing recreation services goes largely unrecognized, we believe that the Urban Park and Recreation Recovery Act is the place to begin great public and voluntary cooperation—by making voluntary as well as public agencies eligible for funding where they can demonstrate that they are serving a substantial population in an area where public facilities cannot meet the total community's needs.

Fourth, and finally, the Urban Park and Recreation Act should address the most critical urban needs—the lack of trained personnel, and the lack of funding for supplies and materials needed for urban park systems to develop the on-going maintenance and operation ability cited as a goal of the legislation. If the \$150 million per year funding level is to demonstrate within a period of five years the feasibility of urban park recovery, then some money should be used for training and supplies and equipment for the personnel responsible for the ongoing maintenance and operation of those capitally rehabilitated parks and facilities.

While a locality would still be responsible for demonstrating a maintenance-operation plan, the funds would be flexible enough to be used for personnel training and supplies and equipment. Such flexibility would provide an incentive to a locality to tailor the limited funds for maximum effectiveness.

The legislation proposed for an Urban Park and Recreation Recovery Act represents a major step forward. We believe that if the above recommendations can be incorporated the program's impact would be made even greater.

Thank you again for the opportunity to submit this testimony.

MTS. LEONARD H. BERNHELM,
President.

MRS. IRWIN H. ROSENBERG,
Chairperson, Group Work and Recreation Committee.

METROPOLITAN GOVERNMENT OF NASHVILLE
AND DAVIDSONVILLE COUNTY,
Nashville, Tenn., June 26, 1978.

Hon. HOWARD METZENBAUM,
*Vice Chairman on Parks and Committee,
U.S. Senate, Washington, D.C.*

DEAR SENATOR METZENBAUM: Senate Bill S3163 "Urban Parks and Recreation Recovery Act" is one of the most exciting pieces of legislation to be pursued in a long time.

It is very evident that urban areas have been victims of low funding, and therefore have been caught in a squeeze. This is the first piece of legislation that would allow building of enclosed recreation sites, as all past funding has been for open space only.

The Metro Board of Parks and Recreation wishes to support this legislation, but would like to voice some concern: (1) Many times when regulations are written, single criteria are used as the basis of funding, placing various limitations on a project. (2) Unemployment is not the only criteria that should be used. It is possible to have high employment and a low economic base. This is very important.

Please accept our support for this important legislation.

Sincerely,

CHARLES R. SPEARS, *Director.*

TENNESSEE DEPARTMENT OF CONSERVATION,
Nashville, June 30, 1978.

Senator HOWARD METZENBAUM,
*Chairman, Parks and Recreation Subcommittee,
Senate Committee on Energy and Environment,
Senate Office Building, Washington, D.C.*

DEAR SENATOR METZENBAUM: I am writing in support of Senate Bill No. 3163 which is known as the Urban Park Recovery Act.

As State Liaison Officer for Tennessee for the Federal Land and Water Conservation Fund Program, I hold that it is desirable that funding to be provided through this Act for the up-grading of urban recreational areas be administered by the Department of Interior through the machinery which has been established since 1964 for the Land and Water Conservation Fund, a program which I believe has successfully channeled a great deal of acquisition and new development money already to the urban areas of our country.

I believe we can also effectively identify and solve problems in urban areas through the vehicle of the State Comprehensive Outdoor Recreation Plan which is mandated by the Federal Land and Water Conservation Fund Act. We will have effective urban recreational programs only as we develop a strong partnership between cities and states, utilizing the stimulus of Federal funding and Federal technical assistance.

I would hope that the local park recovery plans which would be required for grant eligibility under this Act will be simple policy planning documents rather than elaborate plans requiring so much time and effort that, in the process of planning, we lose sight of the need to rehabilitate older parks.

I concur in the need to reserve these funds for our larger urban areas. Otherwise we will make very little impact in solving the needs of urban park rehabilitation.

I see merit in the State action incentive provision of the Act and would hope that the day would come when Tennessee could financially assist its cities in matching these Federal funds.

I understand that hearings were held on June 26 and 27 on this proposed legislation and respectfully request that this letter be made a part of the hearing record.

Yours for a better tomorrow,

B. R. ALLISON.

TENNESSEE RECREATION AND PARKS ASSOCIATION,

June 28, 1978.

Hon. HOWARD METZENBAUM,

Chairman, Parks and Recreation Subcommittee, Senate Committee on Energy and Environment, Senate Office Building, Washington, D.C.

DEAR SENATOR METZENBAUM: The Tennessee Recreation and Parks Association supports SB3163, the Urban Park and Recreation Recovery Act, and urges your immediate attention to expedite passage of the bill at the funding level of \$150 million. Our urban areas are in desperate need of this type of recreation funding assistance due to the fact that current competition for Federal funds with other areas of local government generally leaves the parks and recreation interests without funds.

Funding for the UPRRA should in no way affect the funding levels of any other recreation assistance program, such as, the Land and Water Conservation Fund, Community Development, etc., as these programs are already utilized to the fullest extent possible.

Also, to alleviate the establishment of another bureaucratic process, the most appropriate/effective mechanism to administer this program is the Department of Interior's existing structure which administers the L&WCF program.

Sincerely,

CHARLES H. ELLENBERG, *President.*

YMCA OF GREATER NEW YORK,

New York, N.Y., July 5, 1978.

Hon. HOWARD M. METZENBAUM,

Vice Chairman, Parks and Recreation Subcommittee, Committee on Energy and Natural Resources, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR METZENBAUM: On March 27, 1978, President Carter submitted to Congress his proposals for a comprehensive national urban policy. Mr. Carter outlined A New Partnership to Conserve America's Communities involving all levels of government, the private sector, and neighborhood and voluntary organizations in a major effort to make our cities better places to live and work.

In February, 1978, the U.S. Department of Interior sent to Congress its year-long National Urban Recreation Study mandated by P.L. 94-422. One of its Federal financing options called for the provision of "Federal assistance for maintenance and rehabilitation of recreation centers operated by voluntary service agencies."

On June 5, 1978, Senators Jackson and Hansen, at Administration request, introduced S. 3163 which would authorize the Secretary of the Interior to establish an "Urban Park and Recreation Recovery Act." The proposed 5 year, \$150 million per year federal grant program would provide at least 50 percent of capital costs

for the rebuilding, remodeling, expansion, or development of existing indoor or outdoor recreation areas and facilities in urban areas. The proposed bill is an offspring of the National Urban Recreation Study and a component of the Administration's proposed New Partnership.

We recognize and applaud the fact that as Vice Chairman of the Subcommittee on Parks and Recreation, you have come forward to give leadership to formulation of a comprehensive urban recreation policy for this country.

The Urban Group of YMCAs of the United States, whose chief operating officers represent the eighteen largest metropolitan Associations in this country, support the intent of S. 3163. We welcome the opportunity to present this statement for the record of the hearings which you conducted on June 26 and 27, 1978. As President of the YMCA of Greater New York, I, William A. Howes, am presenting this statement on behalf of the Urban Group of YMCAs and its Chairman, Samuel A. Edgar, Metropolitan Executive Director, Metropolitan Board YMCA, St. Louis, Mo. (see attached for a complete roster of the Urban Group which includes representation from the following urban areas: Boston, Chicago, Cincinnati, Cleveland, Dallas, Dayton, Detroit, Houston, Los Angeles, Milwaukee, Minneapolis, New York, Philadelphia, Pittsburgh, Rochester, San Francisco, St. Louis and Washington, D.C.) This statement also has the endorsement of the National Board of Young Men's Christian Associations.

We appreciate the interest of the Federal government in rehabilitating existing indoor and outdoor recreation facilities and areas. This very worthwhile objective will be more effectively realized if S. 3163 is broadened to include the voluntary not-for-profit, as well as the public sector. The current language defines "recreation areas" (Section 4(b)) as "existing parks, buildings or sites dedicated to recreation purposes and administered by public agencies for use by the general public."

S. 3163, if passed, would rehabilitate only public facilities. Voluntary agency facilities, a critical focal point for recreation service delivery in many urban neighborhoods, would not be eligible for direct assistance.

The National Urban Recreation Study stated that:

"The importance of the voluntary sector in providing recreation opportunities at their own or publicly-owned facilities is largely unrecognized in existing public policies for parks and recreation. The major Federal assistance programs for facility development are available nearly exclusively to public agencies."

S. 3163 is the appropriate time to begin the meaningful inclusion of the voluntary sector. Why?

1. The voluntary sector is a major provider of urban recreation services. According to the National Urban Recreation Study, voluntary agencies offer urban recreation programs in 50% of our nation's high-income neighborhoods, 67% of median-income neighborhoods, and 80% of low-income neighborhoods. Voluntary agencies often operate the only supervised recreation programs for youth within an entire neighborhood.

2. The voluntary sector delivers recreation and other vital services to multiple millions of people through a multiplicity of agencies.

The demand and need for urban recreation services in America is already enormous and is still growing. There is no way that public agencies can, by themselves, meet those needs. Expansion of the public/private mix of service delivery is vital.

The United States YMCA Movement is proud of its own figures. The extensive YMCA role in America in 1977 is listed below. It is but one of dozens of kinds of private agencies serving the recreation needs of urban America.

Number of YMCAs.....	1, 803
Number of registered constituents.....	8, 994, 460
Per cent of registered male constituents.....	61
Per cent of registered female constituents.....	39
Number of professional staff.....	5, 839
Total assets (land, buildings, equipment, and endowment funds) -	\$1, 014, 075, 000
Total liabilities.....	\$164, 363, 000
Operating revenues.....	\$414, 644, 023
Operating expenses.....	\$407, 547, 000

3. The voluntary sector already has a proven track record of successful collaboration with the public sector. For example, there are express provisions calling for the funding of voluntary not-for-profit service delivery organizations in both the Comprehensive Employment Training Act of 1975 and the Juvenile Justice

Delinquency Prevention Act of 1974. Congress, by doing so, has acknowledged the benefit of encouraging the participation of these agencies as partners with public agencies in addressing pressing social problems.

4. The voluntary sector provides an excellent liaison between government and distressed urban communities. With its volunteer boards of directors drawn from the community, its long and distinguished history of community service, and its financial accountability, the voluntary sector is well situated to fill this role and to generate broad citizen support for improved urban recreation.

The Urban Group of YMCAs recommends to the Senate Subcommittee on Parks and Recreation that S. 3163 be amended to include the voluntary sector. Specifically, we propose that recreation areas operated by either voluntary or public agencies be eligible for the rehabilitation funds. Grants, to be disbursed by local government, should be given to those areas, operated by the public or voluntary sector, that will make the most effective use of the Federal dollar. As long as public access is provided, the private non-profit nature of the proprietor should not be a limiting factor. Where appropriate, the rehabilitation of voluntary agency facilities will give the biggest bang for the Federal buck. A more effective urban recreation system will be the end result.

On behalf of the Urban Group of YMCAs and its Chairman, Samuel A. Edgar, I respectfully submit this letter for the hearing record and the Subcommittee's consideration.

Sincerely,

WILLIAM A. HOWES, *President.*

STATE OF NEW JERSEY,
DEPARTMENT OF ENVIRONMENTAL PROTECTION,
Trenton, N.J., July 7, 1978.

Subject: Urban Parks and Recreation Recovery Act.

SENATE SUBCOMMITTEE ON PARKS AND RECREATION,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATORS: As Commissioner of the Department of state government in New Jersey responsible for administration of state parks and forests and as chief spokesman for New Jersey's environment, I would like to offer support for the "Urban Parks and Recreation Recovery Act".

The citizens of New Jersey through their local, county and state governments have taken great strides to provide open space and recreational opportunities in the most densely populated region of the country. New Jersey through its state "Green Acres" program has been a front runner in this movement with nearly \$340 million of State bond money committed to parkland acquisition and development over the past 17 years. State funds coupled with federal and local funding totaling over \$600 million have been invested to improve the quality of life in New Jersey by providing recreation and conservation facilities. Since the early 1970's the state has placed an increased emphasis on urban needs. Major new state, county and municipal parks have been developed in cities such as Newark, Jersey City and Atlantic City.

In 1975 the state started combining state funding with Land and Water Conservation Funds for the purpose of providing 90% development grants to the most financially strapped older urban centers. Under this program we give the highest priority to county agencies thereby relieving the cities of the burden of operation and maintenance. Even though New Jersey's cities and counties must operate under a 5% annual budget limitation which reduces new spending, the program has been well received and requests for program participation greatly exceed current funding allocations. We anticipate that the Urban Parks and Recreation Recovery Act would be as well received by New Jersey's older cities.

We believe that the timing is right for a national urban recreation program. In New Jersey we are witnessing a new awakening in our urban areas. In some New Jersey cities such as Hoboken, Jersey City and New Brunswick the partnership of citizens, government and the private sector is awakening a sense of community pride and developing an emergent awareness of the historical significance of our urban areas.

The suggested \$150 million annual appropriation is a good beginning that could strengthen the other local, state and federal urban revitalization programs targeted toward urban centers. While we realize that the creation and restoration of urban parks alone will not solve the serious problems that face our cities, we recognize that a park can be a catalyst to development and a visible symbol of government's commitment to the people of an area. In addition to providing recreational benefits, development and reconstruction of urban parks supports and strengthens a community's own efforts at neighborhood preservation.

In 1977 New Jersey updated its State Comprehensive Outdoor Recreation Plan (SCORP). That plan devotes special attention to recreation problems and needs of the state's urban centers. The SCORP found that the most critical deficiencies in recreation resources occur in urban areas and concluded that a major commitment by all levels of government is required to provide the needed recreational opportunities. We feel that the proposed legislation under consideration by this subcommittee will help alleviate many of these deficiencies.

We offer the following observations about specific provisions of the "Urban Parks and Recreation Recovery Act":

ADMINISTRATION

Because of their vast experience in operations and administering recreational programs the Department of the Interior should be designated as the lead recreation resource agency. However, we feel that effective coordination must be achieved with other federal agencies involved in the process of urban revitalization.

FEDERAL SHARE

The potential for 75 percent grants provides a strong incentive for other States to direct their own resources toward the cities by contributing their 25 percent share. In its endorsement of this bill, New Jersey goes on record as being willing to use available state dollars to match the new federal funds. We expect to have on the ballot in November, 1978 a new referendum authorizing \$200 million in Green Acres funds, \$100 million to be specifically reserved for urban areas. We urge that the subcommittee recognize the potential role of state and county government in the planning, financing and development of urban recreational facilities.

PLANNING

We believe that the subcommittee should concentrate any funding allocation on the construction of recreational facilities and limit the amount of funds that can be expended for planning to 3 percent. However, we do support the coordination of community involvement in the planning process. We strongly advocate citizen participation in the decision-making process for every recreational facility.

FUNDING LEVEL

We support an increase in the funding level to \$175 million per year.

PROJECT SELECTION CRITERIA

The project selection criteria listed in the Act appear to be sound. New Jersey specifically endorses the UDAG need indicators of age, population, and condition of facilities as well as required public participation and state or private support for projects. The New Jersey cities most in need of this assistance will benefit from the proposed formula. While we would support an increase in the funding level and a 75 percent federal share, we cannot in good faith support an "Urban Parks Bill" that will give everybody a little at the expense of the cities that most require the aid.

We applaud the efforts of the Administration and the Congress to improve the quality of life in our urban areas by development of this program.

We offer our full assistance and support to your efforts.

Sincerely yours,

DANIEL J. O'HERN, *Commissioner.*

[Telegrams]

PUERTO RICO MAYORS' ASSOCIATION,
Mayaguez, Puerto Rico, June 26, 1978.

HON. HENRY JACKSON,
Chairman, Energy and Conservation Committee,
Washington, D.C.

DEAR SENATOR JACKSON: The municipality of Mayaguez strongly supports the approval of Project National Urban Recovery Act of 1978. The law undertakes more eligible activities than the present Land and Water Conservation Fund Act.

Cordially yours,

BENJAMIN COLE,
Mayor of Mayaguez and
Presidente, Puerto Rico Mayors Association.

YAKIMA, WASH., *June 27, 1978.*

Senator HENRY JACKSON,
Chairman, Committee on Energy and Conservation,
Washington, D.C.

DEAR SENATOR JACKSON: The city of Yakima, Wash., urges congressional support of S. 3163, the Urban Park and Recreation Recovery Program. Our community would substantially benefit from Federal funding to upgrade many facilities. Several parks have outdated playgrounds, ball fields and landscaping. Some of our pools need new chlorination and filtration systems.

Park and Recreation Commissioners M. Edmondson, chairman; George Shuford; Mary Williams; Judy Tassielli; Chris Chandler; Donald McGuinness.

[Mailgrams]

BOARD OF PARK COMMISSIONER,
 METROPOLITAN PARK DISTRICT OF TACOMA,
Takoma, Wash., June 22, 1978.

HON. HENRY JACKSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: The Metropolitan Park District of Tacoma enthusiastically supports your S. 3163 "Urban Park and Recreation Recovery Act." The Tacoma-Seattle area was one of the 17 urban areas included in the National Urban Recreation Study and we feel a very close involvement in the observations made and conclusions drawn in the study. We feel that the revitalization of existing urban recreation facilities is a most realistic approach to a long time need in parks and recreation and we commend you for your active leadership and assistance in this need.

DR. E. E. BANFIELD, *President.*

RICHMOND COUNTY COMMISSIONER,
 AND CHAIRMAN RECREATION COMMITTEE,
Augusta, Ga., June 22, 1978.

Senator HOWARD METZENBAUM,
Vice Chairman, Subcommittee on Parks and Recreation,
U.S. Senate, Washington, D.C.

DEAR SENATOR METZENBAUM: We are in need of funding under the Urban Parks and Recreation Recovery Act, S. 3163, and we strongly support this bill.

TRAVIS S. BARNES.

