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I am submitting herewith a thesis written by William L. Murrah entitled "The Provision of Inner-City Recreational Facilities: A Look at Tennessee's Four Largest Cities." I recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning.

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THE PROVISION OF INNER-CITY RECREATIONAL FACILITIES:

A LOOK AT TENNESSEE'S FOUR LARGEST CITIES

A Thesis

Presented for the

Master of Science in Planning

Degree

The University of Tennessee

William L. Murrah

March 1975

ACKNOWLEDGMENTS

The author would like to thank Walter L. Shouse of the Graduate School of Planning for the guidance and encouragement he provided while serving as Advisor for this project. Appreciation is extended to the Tennessee Department of Conservation for funding this project, for without their financial aid this project would have been impossible. To Michael P. Baumstark of the Department of Conservation, because of his amazing patience, encouragement, and support, the author wishes to express a special word of thanks. The author is also indebted to his mother for the aid and support she has given him not only on this project, but throughout his whole educational experience. And finally, a word of gratitude to Susan for all her understanding and patience during the preparation of this project.

ABSTRACT

Recreational facilities and activities have an increasing importance in the way Americans live today. Contrary to the past, recreation can no longer be considered a frill or a luxury. Today recreation is considered to be an essential part of man's life, an outlet for the pursuit of activities enjoyed during leisure time.

The United States is becoming more and more an urbanized nation. As more and more people live in metropolitan areas, the demand for open space and recreational facilities will increase in these areas. Of special interest is the inner-city area. The people living in inner-city areas are often the poorer people, the ones who cannot afford to travel great distances or pay much money to participate in recreational activities. However, because of high land values and extensive development, land for public recreational facilities and activities is often lacking in the inner-city areas.

Although once a rural state, Tennessee is now becoming more and more an urbanized state. The question arises as to how Tennessee is attacking the problem of providing recreational facilities in inner-city areas. This research looks at Tennessee's four largest cities. By interviewing the public officials and citizens involved in recreation and by inspecting the recreational sites, the researcher has attempted to identify the problems connected with inner-city recreation and the methods used to combat these problems. Each area is then evaluated according to five factors and comparisons among the areas are drawn.

At present, each of Tennessee's four largest cities is aware of the special need for inner-city recreational facilities. However, each area varies in the extent to which it is meeting this need. To one degree or another, each area has certain problems or inadequacies associated with the provision of inner-city recreational facilities. By knowing what the problems are and where inadequacies exist, planners can better direct their efforts toward eliminating these problems and supplying the inner-cities with the recreational facilities these areas need.

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CHAPTER I

INTRODUCTION

I. WHAT IS RECREATION?

"Recreation" is a word that is often heard and used in America today. But what is recreation and what does it include? Usually recreation connotes having fun or enjoying a pastime. Recreation also means the various pastimes or diversions—the forms or types of recreation—themselves. Traditionally, the purpose of recreation has been to refresh, or recreate, an individual after a hard day at work. But the nature and the functions of recreation are changing. Since automation and modern industrial methods have brought about the shorter workweek and the shorter workday, there is more leisure time for the majority of people than there was a generation ago. Therefore there is more time for recreation, which has become increasingly not just a means of refreshment and relaxation at the end of the day, but also an activity to be explored, enjoyed, and even worked at for its own sake.

Basically, Americans have three sources of recreation from which to choose—public, voluntary, or private sources. Public recreation is that recreation that is provided by governmental, tax-supported departments, commission, or boards that operate within towns, cities, counties, states, or the country. Ideally, programs provided by such agencies cover a wide range of activities, serving people of all age groups, all socioeconomic classes, and all recreational interests. Of special

importance is the fact that facilities operated by such agencies are open to the public.¹

The voluntary source of recreation comes from voluntary recreation agencies. Such recreation is supported primarily by the voluntary efforts of nongovernmental groups or private citizens representing a wide range of social organizations and agencies. The Boy and Girl Scouts, the Young Men's (and Women's) Christian Association, and the Four-H Club are just a few examples of such organizations. Such agencies also cover a wide range of recreational interest, but often put more emphasis on outdoor activities such as camping and water oriented activities. Generally, voluntary recreation agencies charge user fees and/or membership dues to cover the costs of the services they provide.²

The private source of recreation comes from privately owned and operated programs. Such programs may provide recreation by offering amusement and entertainment to the public for a price, or by providing recreation opportunities to private, dues-paying members. Various examples of private recreation include golf, tennis, or yacht clubs; ski centers; game preserves; amusement parks; bowling centers; vacation resorts; night clubs; and theaters. Private recreation also covers a wide range (perhaps the widest range) of recreational interest. The one important aspect of private recreation that separates it from public and

¹Richard Kraus, Recreation Today: Program Planning and Leadership (New York: Appleton-Century-Crofts, Meredith Corp., 1966), p. 84.

²Ibid.

voluntary recreation is the fact that private recreation is provided for the purpose of making a profit, not just providing a service. Unlike public and voluntary recreation agencies, the primary reason for private recreation is to make money.³

Even within these three sources of recreation, the actual recreation activities may take one of two forms—active or passive recreation. Generally, the term active recreation applies to those activities that call for actual physical participation. Some examples of active recreation are hiking, swimming, painting, and playing games. In other words, active recreation is recreation in which an individual directly participates in the activity. On the other hand, the term passive recreation applies to those activities in which an individual does not actually participate, but rather watches or listens. Passive recreation includes such activities as going to the theater, listening to concerts, and being a spectator at sporting events. Opportunities to participate in both active and passive recreation are available from all three sources of recreation.

However, it must be recognized that even within the sources and forms stated above, the actual recreational needs and activities of different people vary to a great extent. Of prime importance is the fact that what is recreation for one individual may not be recreation for another. For example, although both are participating in playing the same game, the Little League baseball player is participating in

³Ibid., p. 85.

recreation, while the professional baseball player is participating in work. Recreation should be enjoyed. The participant must receive some satisfaction from taking part in an activity. Recreation must be attractive and enjoyable if participants are to continue to participate. In order for recreation to be fun, the participants should perceive the recreational activities as enjoyable.

Since what is fun or enjoyable can be different things for different people, recreation itself, therefore, is a complex activity which, out of necessity, should cover a wide range of interest. The extent to which recreational interest and needs differ is clearly shown by looking at the general recreational needs and interest of various age groups.

As a group, children—usually considered those persons from preschool age through age twelve—are the people most heavily served by recreation departments. The time a child spends in play serves a very important role in the growing up process for children. Recreational experiences not only aid a child's physical growth and development, but also provide a child with opportunities for creative expression, emotional release, and socialization. In addition recreation allows a child to learn about his environment, and offers him a chance to find out more about his own capabilities. Of special importance is the fact that it is during one's childhood recreational experiences that an individual often learns a variety of skills that will serve him in later years as recreational interests. Recreation, as Richard Kraus has stated, is "one of the most compelling drives in a child's life."⁴

⁴Ibid., p. 270.

For the above reasons, it is important that childhood should be a time for exposure to a wide range of diverse recreational interests. Childhood recreational activities should include physical activities, such as games, sports, and dancing; outdoor and nature activities, such as camping and hiking; creative pastimes, such as arts and crafts; individual hobbies, and club or group associations. The center of focus for such childhood activities should, ideally, be on the neighborhood level, i.e., neighborhood parks.⁵

Teenagers, or those persons from thirteen to nineteen years of age, seek recreational activities in order to break away from organized and regimental daily educational and social pressures. In many ways similar to the relationship between an adult and his work, the teenager needs refreshment from the daily pressures created by the educational system. In addition, the teenager needs some avenue to exert energy and to relieve the social pressure of no longer being a child, but not being an adult. It is in this age group that properly supervised avenues for releasing energy are especially important. A properly supervised recreation program can go a long way in helping reduce juvenile delinquency. Most teenagers seek adventure, competition, and a feeling of belonging. A properly supervised recreation program can help provide teenagers with an acceptable outlet for obtaining these desires.⁶

⁵Ibid., p. 271.

⁶H. Douglass Sessoms and Thomas G. Stein, Recreation and Special Populations (Boston: Holbrook Press, Inc., 1973), p. 364.

Teenage recreational activities should include organized sports leagues, such as football, softball, and basketball; dances; cultural activities, such as plays and music lessons; sports instruction, such as tennis and swimming lessons; individual games, such as tennis and pool; and outings and outdoor activities, such as retreats and picnicking. In general, teenagers needs and activities center more around organized activities and group socialization. Club type organizations and teams play a big role in recreation activities. The center of focus for teenage activities is usually a neighborhood or community indoor facility. It is the teenager who makes havy use of recreation centers.⁷

Adults need recreation in order to have a break from their daily work. When considering adult recreation, it must be remembered that adult recreation does not represent only trivial pursuits, but it may also involve an intensive and continuing learning experience. Adults, too, are serious about their need for recreation.

Younger adults or generally those persons in their twenties and early thirties, are still very active and therefore seek a wide range of recreational activities. People of this age bracket most often enjoy group activities. Sports instruction, such as tennis, golf, and skin diving lessons; outings and trips, such as camping, picnicking, and skiing; spectator sports, such as college and professional basketball, baseball, and football; organized team and individual sports, such as softball, football, basketball, tennis, and contract bridge; and club

⁷Kraus, Recreation Today, pp. 273-4.

and social activities are examples of the recreational experiences most sought after by young adults. Although people in this age bracket often resort to private forms of recreation, the other sources of recreation, especially the public, should make every effort not to slight the needs of young adults.⁸

As adults grow older their recreational needs and interests change. Adults with families have a greater need for family oriented recreational activities that the whole family can participate in and enjoy. Organized sports with father-son or mother-daughter teams are prime examples of the types of family recreation needed. Other family oriented activities that could be included are family evenings, arts and crafts, picnics, outings, theater or music programs, spectator events, hobby nights, and cultural events. Private recreation often plays an important role in providing family recreation; however, family recreation needs are real, and public and voluntary recreation agencies should play a role in helping to meet the needs and interests of this group.⁹

To the middle-age adult, recreation should be more than just a pleasant and enjoyable break from his daily work. Ideally, recreation, through physical conditioning, should help the health of an adult, and prepare an individual for retirement.¹⁰ Middle-age adults need to participate in physical type activities adapted for their age group. Middle-age recreational activities should include such activities as

⁸Ibid., pp. 275-6.

⁹Ibid., p. 279.

¹⁰Sessions and Stein, p. 381.

formal calisthenics, bicycling, walking, gardening, hunting, fishing, swimming, bowling, golf, tennis, arts and crafts, and various club and social activities. Such activities as cultural events, outings, spectator events, and organized sports leagues are still of interest to the middle-age group; however, it is also during middle-age that individuals must begin to adapt to the kinds of activities that they will participate in during their older years. For this reason, middle-age people have a recreational need to be introduced to various sports, such as shuffle board and horseshoes; hobbies; service interest; and different forms of passive recreation. So, in addition to the physical and social activities, recreation for this age bracket must also cover a range of creative and aesthetic hobbies and service interest. Unfortunately, all too often this age bracket is denied the needed facilities and programs in favor of youth oriented facilities and programs.¹¹

The elderly, or those persons sixty-five years of age and older, need recreation just as much or more than any other age group. Generally, it is the elderly, retired person who has the greatest amount of leisure time. Indeed, for some elderly individuals, nearly their entire existence is dedicated to leisure. Unfortunately, the puritan ethic under which many of these persons were raised often makes them regard life without work as meaningless and empty. The elderly person is looking for recognition, status, prestige, self-expression, and friendship.¹² Whereas an individual once found such things through their work, an elderly person

¹¹Ibid.

¹²Ibid., p. 384.

must now look to achieve these desires by other avenues. Recreation programs for this age group can provide a chance for the elderly to realize these desires.

Since an elderly person needs to feel that what they are doing is meaningful, elderly recreational activities must be shown to be more than just fun, child-like games or pastimes. To accomplish this the elderly should be shown that golf, for example, can have therapeutic overtones; or that bridge may sharpen the wits and provide additional social contacts; or that rolling bandages can provide a service for others; or that selling hobby crafts can provide an individual with recognition and prestige. Recreational activities for the elderly should include such activities as sports, such as golf, shuffle board, and horseshoes; outings; arts and crafts; dancing; tour programs; cultural activities; card playing; reading; watching television; and self-help activities, such as the volunteer programs of Foster Grandparents, Head Start and Friendly Visitors. In meeting the recreational needs and interests of the elderly, indoor recreation centers are needed to serve as the focus for elderly recreation programs.¹³

The above is intended not only to give the reader some insight into the recreational needs and interests of different segments of the population, but also to emphasize what a differing and complex item recreation actually is. Recreation is both an end in itself and a means to other socially desirable ends. Recreation may be totally different

¹³Ibid., pp. 385-404.

for different people in not only different age groups, but also different occupations, different social groupings, and even different areas within the same city. Because of its complex nature, it is often hard to determine what recreation should actually provide. In view of this, the following quotation from an Urban Institute publication concerning recreation is given as a good general statement of the new purpose of recreation:

Recreation services should provide for all citizens, to the extent practicable, a variety of adequate year-round leisure opportunities which are accessible, safe, physically attractive, and provide enjoyable experiences. They should, to the maximum extent, contribute to the mental and physical health of the community, to its economic and social well being and permit outlets that will help decrease incidents of antisocial behavior such as crime and delinquency.¹⁴

Although it would probably be agreed that the above recreational objectives are indeed sound, it is the sad fact that all too often such services are not provided equally to "all citizens." Sometimes the more affluent areas of cities, using the knowledge of how to articulate their own needs, employ their political influence to achieve these needs, resulting in the more affluent areas having a preponderance of recreational facilities. And while there is a growing recognition that people are unequal in their need for public supported recreational services, often nothing is done to alleviate this problem. Supporting this Elinor Guggenheimer has stated:

¹⁴Harry P. Hartry and Diana R. Dunn, Measuring the Effectiveness of Local Government Services: Recreation (Washington, D.C.: The Urban Institute, 1971), p. 13.

There has been relatively little effort on the part of city planners to lay out an orderly array of facilities, both indoor and outdoor, to serve the needs of all the various neighborhoods and communities in cities. As a result, the development of community centers, playgrounds, and parks has not borne any discernible relation to population densities, age factors or neighborhood taste and preferences.¹⁵

Overcoming this and providing "all citizens" with adequate recreation, whatever forms may be needed, is the problem around which this research is centered.

II. STATEMENT OF THE PROBLEM

Traditionally, Americans have had a great love for the country's vast open spaces and its places of natural beauty. Because of this love and America's wilderness beginnings, the United States has developed a vast system of parks and recreational facilities. Many Americans probably feel that the United States has the finest parks in the world. It must be acknowledged that American does have some splendid parks scattered throughout the country, but are such parks really meeting the needs of the American public? Large national parks, unfortunately, do very little for the city child who is miles away from the nearest recreational opportunity. This is not to downgrade the necessity and usefulness of America's national and state parks; however, America's cities need recreational facilities, and unfortunately, often such facilities are severely lacking.

¹⁵Elinor C. Guggenheimer, Planning for Parks and Recreation Needs in Urban Areas (New York: Twayne Publishers, Inc., 1969), p. 56.

The sad fact is that only one city in a hundred has enough playgrounds, public athletic fields, parks, and picnicking areas to meet its needs right now. And none of them has enough to fill the greatly increased needs of tomorrow. Those needs are going to be terrific ¹⁶

Magnifying the problem has been the past attitudes of Americans toward the provision of recreational facilities in and around cities. In the early stages, America's municipal parks and recreational facilities were modeled after Europe's great parks. In 1853, Central Park was established in New York as America's first, great municipal park dedicated to recreation. Overcoming early opposition, Central Park became a tremendous success. Central Park became the example of a large municipal park and encouraged many other cities throughout the United States to build similar facilities. From the Civil War until the early 1900's, municipal parks were generally great, formal, beautiful greens that were maintained to perfection. In addition to New York's Central Park, Chicago's Lake Shore Drive and the Boston Gardens are other prime examples of this "Victorian Period" in municipal parks.¹⁷

With the depression years came a new period of municipal park development. The depression actually helped recreation. Economic hardships reduced attendance at commercial recreation attractions and created some demand for public facilities. During the 1930's through

¹⁶Charles K. Brightbill and Harold D. Meyer, Recreation: Text and Readings (New York: Prentice-Hall, Inc., 1953), p. 292.

¹⁷Seymour Murray Gold, A Concept for Outdoor Recreation Planning in the Inner-City (Ann Arbor, Michigan: University of Michigan Dissertation, 1969), p. 36.

the financing of the Works Progress Administration, many baseball diamonds, tracks, small parks, and large playground facilities were built in municipal areas throughout the United States. However, such facilities were considered luxury items, and not a necessary public service.

Throughout this one hundred year period, the overriding theme of municipal parks remained "generally formal, graceful, lovely, and ornated."¹⁸ The playground facilities themselves remained relatively simple, consisting basically of open, grassy areas, and an occasional baseball diamond. In general, municipal recreation was still not in great demand.

After World War II, the public demand for recreational facilities increased; however, this increase was countered by the public also demanding more of other things. Released from wartime restrictions, the public needed millions of new acres for subdivisions, industrial sites, schools, highways, and airports. The resources available for recreation diminished in the face of the demands for more of everything else. What recreational facilities that were provided were usually located in the outlying fringe areas of the city where land was cheapest. Recreation was still considered a frill—a frill that society could not afford to provide in inner-city areas.

Today, however, recreation is no longer considered a frill. Recreation is recognized as a fundamental human need. As the world

¹⁸J. E. Curtis, "What's Ahead for Recreation," Tennessee Town and City Magazine, Tennessee Municipal League (June, 1970), p. 17.

becomes more complex, the need for recreation becomes all the more important.¹⁹ Although recreation is a universal need, it is felt most by the city resident who is cut off from nature and convenient opportunities for recreation. Richard Kraus clearly states this problem in the following:

Recreation and leisure time activities are no longer regarded as luxury items in a person's budget or his life. They are recognized as essential to individual and community well-being, to be planned for and made available to everyone irrespective of their ability to pay. That recreational needs are far greater for those families living under crowded conditions in substandard housing and with scant financial resources is generally accepted.²⁰

Poverty areas have for a long time been the neglected segment of American cities. It was not until the 1960's that recreation officials began to notice the needs and interests of the urban poor. So important is this recreational need that the 1967 Kerner Commission, from its 1,200 interviews conducted in major cities across the United States, identified the lack of open space and recreational facilities and programs as the fifth most important grievance.²¹

Public recreation should provide pleasure for all citizens, but special recognition should be given to the hardships that face the lower-income residents of the inner-cities. Lower-income families

¹⁹Outdoor Recreation Resources Review Commission (ORRRC), Outdoor Recreation for America (Washington, D.C.: United States Government Printing Office, 1962), p. 1.

²⁰Richard Kraus, Recreation and Leisure in Modern Society (New York: Appleton, Century, Crofts, Meredith Corp., 1971), p. 39.

²¹Simpson F. Lawson, Workshop on Urban Open Space (Washington, D.C.: Department of Housing and Urban Development, 1969), p. 40.

typically have fewer resources of their own that they can devote to private recreation, and they therefore have a greater need for public recreation services. The style of life in inner-city areas intensifies the need for recreation. The crowded conditions, the fast pace of life, and the physical deterioration characteristic of such areas serve to make recreation all that more important. It is in the inner-city that the need to have some place to escape the grim realities of daily life is the greatest. Bad housing, another characteristic of such areas, forces people to focus activities outside the home. Families find it difficult to have a social life, and the young are often reluctant to entertain friends at home because of poor conditions. This results in leisure time being spent in the streets, bars, or public facilities, if any are available and inexpensive. The large number of retired and unemployed inner-city residents also gives the area a larger number of people seeking leisure-time recreational facilities. The need for recreational facilities in such areas is even greater because of the lack of transportation available to these residents. Many of these residents do not have ready access to private vehicles to carry them places outside of the neighborhood, and this greatly limits their recreational opportunities.

In addition, inner-city parks are needed not only by the inner-city residents, but also by the inner-city worker and shopper. Inner-city parks can provide workers and shoppers with pleasant places to lunch, relax, and otherwise break the monotony of their busy days. Such parks can go a long way in helping make the inner-city a more attractive and enjoyable place to work or shop.

It is fairly obvious that there is a substantial need for recreational facilities in inner-city areas. Unfortunately meeting this need is no easy task. It is in such inner-city areas that the competition for land is often the sharpest, resulting in extremely high land values. All too often there is no land available for recreational development. And what recreational facilities that do exist may be undeveloped, or inadequately equipped or maintained. Local funding of parks is a major problem. Other services, such as water and sewers, seem more important. It should also be noted that the inner-city areas are generally the older areas of the city. Therefore, many of the facilities that do exist are old and dilapidated. Looking ahead into the future, there seems to be little doubt that the provision of recreational facilities will become a more difficult and complex task.

The state of Tennessee, historically a rural state, will not be without its problems in providing recreational facilities in inner-city areas. As of 1970, 56.4 percent of Tennessee's population resides in the state's eleven most populous counties. To further emphasize the increasing urbanization of Tennessee, almost 50 percent of the state's population now resides in Tennessee's four largest metropolitan areas—Chattanooga, Knoxville, Memphis, and Nashville-Davidson County.²²

The cities of Chattanooga, Knoxville, Memphis, and Nashville, like other large cities throughout the United States, are faced with providing

²²S. S. Holder, J. D. Patton, B. A. Ittmann, Urban Recreation Planning and Programming in Tennessee: An Evaluation of the State's Role (Lexington, Kentucky: Spindletop Research, 1971), p. 4.

recreation for the citizens residing, working, and shopping in the inner-city areas. It is the residents of the inner-city who have the greatest need for public-supported recreation, while it is in the inner-city that public officials have often found it most difficult and expensive to provide adequate recreational facilities and programs. It is this dilemma and the problems revolving around it to which this research is directed.

III. PURPOSE

Recreation, as has already been stated, is an essential human need, and as such, it is an essential governmental service to provide recreational opportunities for all citizens, including those citizens residing in the inner-city. Communities must provide some sort of relief from the tensions of urban life, and such relief should be provided within easy reach of the citizens. The national, state, and county parks do fill a real need. But there are many people who do not have the time or the finances to visit these parks. For these people, in spite of rapid transit and freeways, whatever recreation they enjoy should come from the immediate areas where most of them live. Probably the most serious problem facing recreation today is "the need to plan effectively to meet the leisure and open space needs in America's cities."²³

The state of Tennessee also recognizes this important need. According to the Tennessee Statewide Comprehensive Outdoor Recreation Plan, 1969 (SCORP):

²³Kraus, Recreation and Leisure in Modern Society, p. 429.

The need for urban recreation opportunities must be considered along with all other urban problems. The supporters of urban recreation must remember that tremendous cost are involved and they are in competition with other urban problems for land and labor. No longer can recreation be considered a low-cost low-priority item.²⁴

Recreation is a part of neighborhood life and a unit in the community structure. It must be recognized that recreation can never operate in a fully independent way in the sphere of social service. Instead, recreation should be an integral part of a team effort which provides all needed services. As such, recreation should be a part of all comprehensive community plans.

What is the planner's role in this? What can be done to provide a recreational life for the inner-city resident? The planner must look for new concepts and ideas for providing recreation. The provision of recreational facilities must stop being a "hit-or-miss" proposition, done simply to meet acreage standards. The planner needs to improve the park system by organizing it properly throughout the nucleus of the city. James Felt, the former chairman of the New York City Planning Commission, commented on the subject in the following:

We are saying now for the first time in New York City that open space is not to be considered as a gauge here and a notch there, depriving builders of a valuable floor space, but as a positive aspect of structural development—a usable commodity which over the long term can bring much profit or more, than the floor space it replaces.²⁵

²⁴Tennessee Statewide Comprehensive Outdoor Recreation Plan (SCORP) (Division of Planning and Development, Tennessee Department of Conservation, 1969), p. 278.

²⁵ORRRC, op. cit., p. 75.

The importance of planning was also recognized in a report by the Outdoor Recreation Resources Review Commission presented to the President and the Congress. Recommendation 10-1 of the report states that "Outdoor recreation should be an integral element in local land-use planning."²⁶ The report recognizes that planning for public recreation should be just as systematic as planning for roads, water and sewers, and schools. Further emphasis to the planner's role was added in Recommendation 10-5 that states "All publicly owned recreation land should be developed to maximize its recreation potential yet maintain the quality characteristics of the area."²⁷ The planner should play a role in seeing that such development is carried out.

Different areas throughout the United States are attacking the problem of providing recreational facilities in inner-city areas in different ways. Some cities are developing a system of vest-pocket parks, or mini-parks, throughout the inner-city area. Other cities are sending mobile recreational units into inner-city areas. While these are just two devices that can be used, it gives some idea as to how some areas are attacking the problem. Unfortunately, some cities have not started action. Recreation is not an overall panacea for city problems; it is, however, one of the tools that can be used to make city life as attractive as it should and can be. As such, recreation should be of great concern to planners.

Very little reserach has been done in Tennessee concerning the provision of recreational facilities in inner-city areas. Since

²⁶Ibid., p. 147.

²⁷Ibid., p. 156.

Tennessee is becoming more and more an urbanized state, there is a need for research into this area. This study has been conducted in conjunction with the Planning and Development Division of the Tennessee Department of Conservation. Basically, the purpose of this study is three-fold. Before a planner can adequately plan, he must be well aware of the problems and impediments he faces. One purpose of this study is to determine exactly what problems are encountered in Tennessee in providing recreational facilities in inner-city areas. Clearly knowing what problems exist leads to more efficient plans for providing recreational facilities. A second purpose is to identify the types of facilities and programs that can and are being used to provide recreational opportunities in inner-city areas. This will give planners throughout the state ideas on what devices can and are being used to provide recreational opportunities in inner-city areas. The third purpose is to examine the cost of providing such facilities and programs. In summary, the purpose of this study is to determine, for a selected study area, the problems encountered with the provision of inner-city recreational facilities, what types of devices are being used to alleviate the problem, and the cost of acquiring, developing, operating, and maintaining such programs and facilities. This will ultimately lead to an evaluation of the inner-city recreation operations for the selected study areas.

IV. DEFINITIONS

Recreation. As has already been stated, the term recreation has different connotations for different people. There is no one, all

encompassing meaning for recreation. For the purposes of this study, recreation will mean public recreation, or that recreation which is "supported in whole or part by tax funds or government monies and which services and facilities are open for public use."²⁸

Inner-City. The term inner-city, much like the term recreation, has no one, clearly defined definition. The definition of inner-city for purposes of this study will be a modification of that area consisting of the Central Business District (CBD), as defined by the United States Census Bureau, and the surrounding low-income areas, also as defined by the Census Bureau. The Census Bureau defines the CBD as:

(1) An area of very high land valuation, an area characterized by a high concentration of retail businesses, offices, theaters, hotels, and "service" businesses, and an area of high traffic flow; and (2) that is defined to follow existing tract lines, i.e., to consist of one or more whole census tracts.²⁹

The Census Bureau defines a low-income area as "an aggregate of all census tracts in which 20 percent or more of all persons were below the poverty level in 1969."³⁰

For purposes of this research, the researcher has adapted the above definitions to define inner-city as the CBD, as defined by the Census Bureau, and the surrounding planning units in which 20 percent or more

²⁸Brightbill, p. 51.

²⁹Raymond E. Murphy, The American City (New York: McGraw-Hill, Inc., 1966), p. 309.

³⁰"Low-Income Neighborhoods in Large Cities: A Special Tabulation from the 1970 Census," Bureau of the Census for the Office of Economic Opportunity (Washington, D.C.: U.S. Government Printing Office, 1973), p. 5.

of the population is below the poverty level. In all of the study areas, with the exception of Nashville, the planning units are aggregates of whole census tracts. For the research in Nashville, the definition had to be adapted from planning units to Community Analysis Zones. In Nashville, planning units are neighborhood size units, comparable in size to census tracts. However, the planning units do not follow census tract lines. Community analysis zones, comparable to the other study areas' planning units, are aggregates of Nashville's planning units. Therefore, in Nashville, the inner-city is defined as the CBD and the surrounding community analysis zones in which 20 percent or more of the population is below the poverty level.

In conducting the reserach, the researcher has noticed several characteristics of inner-city areas that might further aid the reader in understanding the term inner-city. In general terms, inner-city areas can be characterized as being old and crowded, with a high degree of run-down housing, poverty, and racial concentrations.

V. LIMITATIONS AND ASSUMPTIONS

Recreation programs should, ideally, be built around the desires and interests of the people they serve. Recreation must cater to public demands. This need to examine demand represents a major problem in recreation today. Demand surveys are often lacking from recreational plans. In the past, all too often recreational planners have equated participant hours with demand. Using such a procedure as the number of participant hours for ranking demand (the more participant hours, the

greater the demand), however, does not necessarily truly reflect demand. For instance, a facility may be often in use because it is the only facility available, not because there is a demand for it.³¹ In order to clearly determine demand, one must examine the desires for recreational services among all the people of an area.

Unfortunately, such demand surveys are beyond the scope of this thesis and therefore present a limitation to this research. However, there are certain basic recreational needs. "Tot-lots" and picnicking areas are needed to compensate for the lack of back yards in inner-city areas. Other basic inner-city needs, according to H. Douglas Sessoms, are for indoor centers, multipurpose areas, and a variety of outdoor recreational opportunities. Mr. Sessoms sees a trend toward more recreational variety.³² George Butler supports this when he stated, "In view of the wide variation in individual taste and interest, a diversity of activities must be provided if the program is to serve a large percentage of the community."³³ It should be noted that providing a recreational opportunity that has never before been experienced in an area, may create a demand for that opportunity in that area.

Since it is beyond the scope of this reserach to conduct demand surveys, and in view of the above information on general demands, it is

³¹Jack L. Knetsch, "Assessing the Demand for Recreation," Journal of Leisure Research, I, Number 1 (Winter, 1969), p. 86.

³²H. Douglas Sessoms, "New Bases for Recreation Planning," Journal of the American Institute of Planners, XXX (February, 1964), p. 31.

³³George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Company, 1967), p. 264.

generally assumed that a wide variety of recreational opportunities is needed. It should be pointed out that Nashville has conducted a user-nonuser survey to investigate citizen attitudes towards Nashville's recreational services. This survey, although not strictly a demand survey, does give some indication of recreation preferences and will be discussed in the chapter on Nashville. A copy of the questions used in conducting the survey is in the appendix of this work.

The time of year the research was conducted presents a second limitation. Since the research was conducted during the winter months, it might be argued that the quality of maintenance of the outdoor facilities was not at its best. For example, the markings on a tennis court may not be maintained as well in the winter as they would be in the summer. The researcher does realize this and wishes to point it out. However, each area does claim to have year-round programs, and therefore should have year-round maintenance. The researcher also feels that the evaluation system (to be discussed in the methodology section of this chapter; see page 32) will help minimize this problem. It is therefore felt this limitation is a minor one and will not have a significant adverse affect on this work.

VI. METHODOLOGY

Study Area Selection

The inner-cities of Tennessee's four largest cities—Chattanooga, Knoxville, Memphis, and Nashville—were selected as the study sites for this research. Since these four areas are Tennessee's largest cities,

they are more likely to be involved in and concerned about inner-city recreation. Also, the use of smaller cities might not have revealed the true problems of inner-cities as inner-city is defined for this study. The selection of these four cities has presented the researchers with a geographic cross section of Tennessee and has indicated what is being done throughout the state. Also, by looking at four different areas, the researcher has been able to determine with more accuracy what are universal problems, and what are problems peculiar to a specific area.

Data Collection

Primary data for this study has been collected basically by two methods. First data was collected by personal interviews. A questionnaire was developed as an interview guide to be used in these interviews in order to insure that all interviewees were asked the same basic questions. (A copy of the questionnaire is in the Appendix, see page 140.) The personal interview technique was employed because it allowed the researcher more flexibility in gathering information than would a mail-out questionnaire. Since the number of people interviewed is relatively small, the personal interview technique did not present any significant problems.

Initially, interviews were conducted with the directors of the planning agency and parks department, or its equivalent, in each of the four study areas.³⁴ At the end of these interviews, the researcher

³⁴Nashville is an exception. Because of an extensive out-of-town trip by the director, the researcher was unable to interview R. H. Paslay,

asked the director to recommend other members of his staff for interviews. At the conclusion of these interviews, the researcher asked for information concerning what other persons (e.g., recreation commissioners, etc.) have an input into the inner-city recreation programs. Interviews were then conducted with these persons. By conducting interviews with all the people mentioned above, the researcher was able to obtain information covering a rather broad viewpoint.

From the interviews, the researcher obtained information on the problems encountered in each area. The interviews also yielded information concerning the study area, including the population of the area; the number, location, and size of the various recreational facilities in the area; and the special programs, if any, that are provided in the area. Costs information, especially that information concerning the Capital Improvements Program and the methods for funding facilities and programs, was obtained in the interviews. Information concerning coordination of efforts between recreation and other public sectors was also obtained.

The second method of primary data collection was the researcher's personal inspection of the recreational facilities in each study area. A checklist was developed to be used in the personal inspection of the facilities. (A copy of the checklist is in the Appendix, see page 142.) The use of a checklist insured that the researcher looked for the same items at every facility. The checklist was also valuable because it

the Director of the Nashville-Davidson County Planning Commission. However, several interviews were conducted with persons on the staff and all the necessary information was obtained. The researcher was able to interview the director of the Metropolitan Board of Parks and Recreation.

gave the researcher a separate record for each facility, and this proved especially important in helping avoid the confusion that could have arisen from inspecting so many parks.

The inspections were conducted from the list of facilities that was obtained in the interviews. From the inspections, by means of the checklist, the researcher obtained, for each facility, information concerning the type of facility each facility is (e.g., tot-lot, community center, etc.), the availability of supervisors and checkout equipment, the various activities and opportunities available at the facility, the physical accessibility factors of the facility, and the maintenance of the facility. The primary data for the research was collected from November, 1973, through April of 1974. Any plans or facilities developed after this time are not included in this study.

Secondary information was obtained from the researcher's readings on recreational facilities in inner-city areas. However, such information was not of any great importance except to the Recommendations section of this thesis. Because of the lack of published information concerning recreational facilities in inner-city areas in Tennessee, most of the information obtained from the readings was concerned with areas outside of the study areas and therefore was of little use to the main portion of this thesis. However, the information obtained from the readings has proved to be valuable in discussing programs in the Recommendations section of the thesis.

Evaluation

After the researcher has completed the interviews and inspections, the problems of each of the study areas as perceived by those persons interviewed was identified. Secondly, the researcher developed a descriptive inventory of the existing and planned facilities. The inventory focused on the size of the facilities, and, for the existing facilities, the physical appearance of the facilities. Next, the costs of the programs in each study area was described. The description focuses on the cost of acquiring, developing, operating, and maintaining the recreational facilities in the inner-city area. Special attention was given to the percentage of the Capital Improvements Program allotted to the inner-city areas, the methods used for financing the programs, and the dollars spent per capita in the inner-city area.

Once this was completed, evaluations of the overall programs in each study area were made on the basis of five somewhat related factors used for measuring recreation adequacy. Unfortunately, there is no definite list or number of factors that has been judged to be the best to use. Different studies have used different factors. The five factors used for evaluation in this research are: (1) accessibility, (2) variety, (3) quality of maintenance, (4) effective use of land, and (5) costs.³⁵

In the following, the meaning and importance of each factor is discussed, and the techniques for assessing each factor are described.

³⁵ Each of the factors has been used or recommended in previous studies, but the methods used for assessing the factors have, in some cases, been modified for this study.

(1) Accessibility:³⁶ The geographical accessibility of a recreational facility to its potential users is a principal factor in determining the adequacy of recreation programs. All other things being equal, the further away a person lives from a facility, the less likely he is to use the facility. Therefore, the distribution of the community's recreational facilities and activities in relation to the community's population is very important.

For purposes of this study, accessibility was measured in terms of the percentage of persons not living within X miles of different types of facilities. From the interviews the researcher was able to obtain rather detailed geographical population estimates for the study areas. By locating the recreational sites on maps, drawing service-distance radii from each facility, and comparing it to the detailed population estimates; the researcher was able to determine the number of persons within the radii. By then comparing this information with the already mentioned descriptive inventory and looking at all the sites in the study area, the researcher was able to determine what percentage of the total inner-city population was not within a certain radius for different specific facilities. For example, approximately 74 percent of the inner-city residents in Knoxville are not within one mile of a swimming pool. It should also be pointed out the recreational facilities located outside the study area that provided services within the desired radii to the study area were taken into account in determining accessibility.

³⁶ Harry P. Hatry, and Diana R. Dunn, Measuring the Effectiveness of Local Government Services: Recreation (Washington, D.C.: The Urban Institute, 1971), pp. 25-26.

A radius of one-half mile was used for basically neighborhood facilities of a community nature.³⁷ Within the half mile radius, the researcher checked for such facilities as paved play courts for basketball, volleyball, etc.; an informal open space area that can be used for free play as well as for informal games of football and softball; play apparatus such as swings, slides, sandboxes, and tetter-totters; a covered area with sanitary facilities; marginal areas for passive recreation such as sitting; and a spray pool or wading pool. Such facilities should be contained in a neighborhood park.³⁸ A community park should contain all that a neighborhood park contains and more. Therefore, within the mile radius the researcher checked for such additional facilities as a swimming pool; tennis courts; regulation athletic fields for such sports as baseball, softball, and football; spectator facilities; picnic areas; walking trails and bicycle paths; and most importantly, a recreation center building.³⁹ The end result was the percentage of each study area's population that was not within either a half-mile or a mile of the above specific facilities.⁴⁰

³⁷F. Stuart Chapin, Jr., Urban Land Use Planning (Chicago: University of Illinois Press, 1945), p. 377.

³⁸Jay S. Shivers, and George Hjelte, Planning Recreational Places (Cranbury, New Jersey: Associated University Presses, Inc., 1971), pp. 250-2.

³⁹Shivers, pp. 260-3.

⁴⁰It is realized that such percentages are estimates and subject to error. However, it is believed they are sufficiently close enough for this research. Hatry stated that "Exact numbers are not required in data collection procedures. Estimates of plus or minus 10 percent will generally be adequate to pinpoint weak spots or inadequacies and to serve as guides for action." Hatry, op. cit., p. 18.

In addition, during the personal inspections the researcher checked the facilities for ready access to public transportation and for any man-made or natural physical barriers that might impede access to the facilities. This information was tabulated as to the percentage of sites available by public transit and sites with access impediments, and, as such, was taken into account in the final assessment of each study area's accessibility.

(2) Variety:⁴¹ As has already been mentioned, this study assumes that a wide variety of recreational opportunities is needed. Planners should make sure that recreational facilities are available that appeal to all segments of the population, from the preschool age child and his tot-lots to the elderly person and his senior citizen activities.

For purposes of this study, variety is measured by the number of activities or opportunities available at the various facilities. This information was obtained from the personal inspections. During the inspections, the researcher recorded on the checklist the activities or opportunities that are available at each site. Tabulation of all the facilities in each study area showed what activities and opportunities are available to the residents of the inner-city, and, maybe more importantly, gave some indication as to what activities and opportunities are unavailable. Special attention was given to the percentage of facilities that lack needed supervisors or check-out equipment.

⁴¹Hatry, p. 30.

(3) Quality of Maintenance:⁴² The quality of maintenance is an important aspect of recreation adequacy. An important aspect of recreation areas is to contribute to the community's overall physical attractiveness. The quality of maintenance is an important factor in a facility's visual impact. An inadequately maintained facility may, in fact, detract from a community's attractiveness. Of even greater importance is the fact that an inadequately maintained facility may actually deter the facility's use, and can even render a facility useless. For maximum enjoyment, from a visual, operational, and safety standpoint, a facility should be well maintained.

In this study, during the course of the personal inspections, by using a modified version of the American Public Health Association's housing appraisal technique, the recreational sites were classified as (a) well maintained, (b) adequately maintained, or (c) inadequately maintained.⁴³ One section of the checklist was devoted to maintenance of sites and contained six areas of needed improvements. These were (1) cleaning of buildings and grounds, (2) upkeep of game courts, (3) cutting of grass and hedges, (4) upkeep of equipment and apparatus, (5) painting, and (6) general drainage. Zero to one areas of improvement, if regular maintenance would take care of the deficiency, indicated a well maintained site. Generally speaking, a well maintained site is one

⁴²Ibid., p. 33.

⁴³Committee on the Hygiene of Housing, An Appraisal Method for Measuring the Quality of Housing: A Yardstick for Health Officers, Housing Officials and Planners (New York: American Public Health Association, 1945-50).

in which both the landscaping and equipment are in good order. An adequately maintained site, or a site with two to three areas of improvements needed, is one in generally good condition, but is in need of some minor work or repairs. Generally, four or more areas of needed improvements indicated an inadequately maintained site. However, if a site had an object or objects in such a state of disrepair or lack of maintenance so that the site was unusable, the site was classified as inadequate.⁴⁴ Whenever a facility was declared only adequately or inadequately maintained, the researcher made comments on the checklist concerning the exact nature of the needs. Final tabulations showed what percentage of the inner-city sites fit into each category.

(4) Effective Use of Land:⁴⁵ Since land for inner-city recreation purposes is often in short supply, it is essential that the land that is available be used as effectively as possible. Where inner-city recreation programs are concerned, the effective use of land is probably more important than the sheer quality of land.

From the interviews, information was obtained concerning each area's efforts to coordinate their programs and facilities with the programs and facilities provided by other sectors. For instance, is there any

⁴⁴One example of this could be a tennis center where the courts are unmarked, therefore rendering the area virtually useless. Another example could be a playground that has become overgrown with vegetation to a degree that the playground is useless. Although in each case only one assigned area needs improvement, the areas are definitely inadequately maintained. Where facilities needed improvement, in any category, just to make the site usable, the site was automatically declared inadequate.

⁴⁵Butler, p. 197.

attempt to locate new parks and schools together in order to combine the resources of the two? Or are school recreational facilities available for public use when school is not in session? These, and many other such cross-sector coordination efforts provide a measure for assessing an area's effective use of land. From the interviews, information was also obtained concerning the percentage of inner-city land owned by the recreation department that is undeveloped. One tract of land that is developed well can be of greater use than several undeveloped tracts. This percentage of undeveloped land served as the second measure for effectiveness. From the interviews and personal inspections, the researcher compared the total recreation acreage of the inner-city to the number of recreational opportunities. (For instance, a park that consists of a picnicking area, a swing set, and a swimming pool would represent three recreational opportunities.) Such a comparison gave the researcher an idea of which areas are providing the most opportunities in the least space, and therefore represents the third measure of effectiveness. When examined together, these three measures enabled the researcher to determine how effectively each area is using its land.

(5) Costs:⁴⁶ As has already been stated, it is quite expensive to provide recreational facilities in inner-city areas. More money would greatly help in solving the problem. However, money for recreational purposes is limited, and the planner must provide the services in accordance with the allotted expenditures. There is a need for a proper

⁴⁶Holder, p. 27.

balance in the number, type, and location among the various types of recreational facilities. But such a program should be handled as economically as possible.

For the evaluation purposes of this study, costs were measured in terms of operating expenditures per capita in the inner-city areas. Such information, obtained from the interviews, gave the researcher a comparative expenditure figure, more so than just total expenditures.

In the chapters that follow, each area will be evaluated according to its measured degree of adequacy for accessibility, variety, quality of maintenance, effective use of land, and costs. By evaluating each area's programs according to these five factors, the researcher gained a greater insight into the true strengths and weaknesses of each area than would have been obtained by simple descriptions of the problems, costs, and facilities in each area. The evaluation system also enabled the researcher to draw comparisons between areas, and was therefore of great help in discussing conclusions and recommendations in the final chapter of this thesis.

CHAPTER II

CHATTANOOGA

I. THE STUDY AREA

The study area for Chattanooga is composed of four planning districts, those being the City Center District (District 1), the South Center District (District 2), the East Center District (District 3), and the North Center City (District 4)(see map, Figure 2-1). The study area is bounded on the North by the South Chickamauga Creek; on the East by the South Chickamauga Creek, a Louisville and Nashville Railroad line, North Crest Road, Crest Road, and the town of East Ridge; on the South by the Tennessee-Georgia state line; and on the West by the foot of Lookout Mountain, and the Tennessee River.

In accordance with the definition of inner-city for this research, 20 percent or more of the population in each planning district is below the poverty level. The following presents the population and the percentage of the population below the poverty level in each planning district:

<u>Planning District</u>	<u>Population</u>	<u>% in Poverty</u> ¹
1. Center City	18,330	39.8%
2. South Center City	29,281	28.4%
3. East Center City	27,947	23.3%
4. North Center City	12,480	26.7%

¹Figures taken from U.S. Census, 1970.



FIGURE 2-1

CHATTANOOGA INNER-CITY AREA

The total population for the Chattanooga study area is 88,038. In the Chattanooga study area, the ratio of white population to black population is fairly equal, with blacks composing 48.5 percent of the population and whites 51.5 percent. In only the City Center District, where blacks comprise 69 percent of the population, does one race compose a great majority of the population. In the other three districts the whites comprise a slight majority, with the South Center City being 57 percent white, the East Center City being 56 percent white, and the North Center City being 48 percent white. Low, moderate, and middle income housing is dispersed throughout the inner-city area, with families and young adults composing the majority of the population.²

II. THE ADMINISTRATION

The administrative arm of public recreation in the city of Chattanooga is the Bureau of Public Utilities, Grounds, and Buildings. The Chattanooga Recreation Department, under the supervision of the Commissioner of Public Utilities, Grounds, and Buildings, is responsible for the administration, programming, and maintenance of recreation and parks for the city of Chattanooga.³ The Commissioner of Public Utilities, Grounds, and Buildings, Steve Conrad, is the chief administrative officer of recreation for the city of Chattanooga.

²Ibid.

³S. S. Holder, J. D. Patton, and B. A. Ittman, Urban Recreation Planning and Programming in Tennessee: An Evaluation of the State's Role (Lexington, Kentucky: Spindletop Research, 1971), p. 42.

Recreation planning for the city of Chattanooga is handled primarily by the Chattanooga-Hamilton County Regional Planning Commission. Although the Recreation Department does have a recreation planner on staff, the Chattanooga-Hamilton County Regional Planning Commission assists the Recreation Department in its short-range planning and is responsible for long-range planning and the preparation of the Capital Improvements Program for recreation.⁴

For preparing the plans, the Regional Planning Commission uses basically population-based standards. In 1972, the area Council of Governments completed a Recreation Study, stating goals and policies and establishing standards. However, the staff of the Regional Planning Commission feels that this report was not that well done and believes that its findings are not really applicable.⁵ At present time the main priority for recreation in the city of Chattanooga is the development of modern indoor facilities.⁶

III. PERCEIVED PROBLEMS

The first step in this reserach was to identify the problems connected with inner-city recreation as perceived by those persons interviewed. During the course of the interviews, each person

⁴Ibid., p. 43.

⁵Interview, Mr. T. D. Harden, Director, Chattanooga-Hamilton County Regional Planning Commission, January 31, 1974.

⁶Interview, Mr. Steve Conrad, Commissioner, Bureau of Public Utilities, Grounds, and Buildings, January 31, 1974.

interviewed was asked if he or she considered the present facilities adequate to meet the recreational needs of the inner-city area. Each person interviewed in Chattanooga felt that the present facilities were not adequate to meet the present needs. The consensus of opinion was that there were enough active facilities, such as ballfields, to meet the present need, but that there was a need for both passive areas and modern indoor facilities.

When asked what did they consider to be the major problems connected with providing recreational facilities in inner-city areas, the consensus of opinion was that there are three major problems: a lack of funds, an insufficient amount of land, and a negative attitude by the public and governing officials toward recreation. Both Steve Conrad, Commissioner of Public Utilities, Grounds, and Buildings, and Bob Elmore of the Chattanooga Tourist Bureau stated that the indifference of the public for supporting more recreation projects leads to the governing officials giving a low priority to public recreation. The low priority results in a lack of funds, and as such, the two constitute major problems concerning inner-city recreation. In addition to this, all persons interviewed stated that the sites that are available are generally small and that there is a lack of land in the inner-city area on which to develop new facilities.

It should be pointed out that the above problems are just the main ones that are perceived as problems by those persons interviewed. Other problems and inadequacies that were detected during the course of this research will be discussed in the remaining portions of this chapter. A

summary of these problems and the Chattanooga inner-city recreation situation will be presented at the end of this chapter.

IV. INVENTORY

In February of 1973, the Chattanooga Recreation Department completed a "Table of Facilities," listing the sites, location, approximate acreage, and available facilities. By using the information obtained from this "Table of Facilities" or inventory, the interviews, and the personal inspections, the researcher determined that there are thirty-one recreational sites covering two hundred nineteen acres (exactly 218.95) located throughout the inner-city area. For the location of these sites see Figure 2-2 and for the opportunities available at these sites see Table 2-1. The numbers on Figure 2-2 correspond to the numbers associated with sites in Table 2-1.

In addition to the thirty-one permanent inner-city sites, the Chattanooga Recreation Department operates two mobile playground recreation units. These units operate during the summer primarily in the inner-city area, providing playground facilities such as slides and swings in areas where such facilities are limited.

V. COST

The Chattanooga Recreation Department receives funds for its Operating Budget from the general fund of the city of Chattanooga. According to Steve Conrad, the Chattanooga Recreation Department's

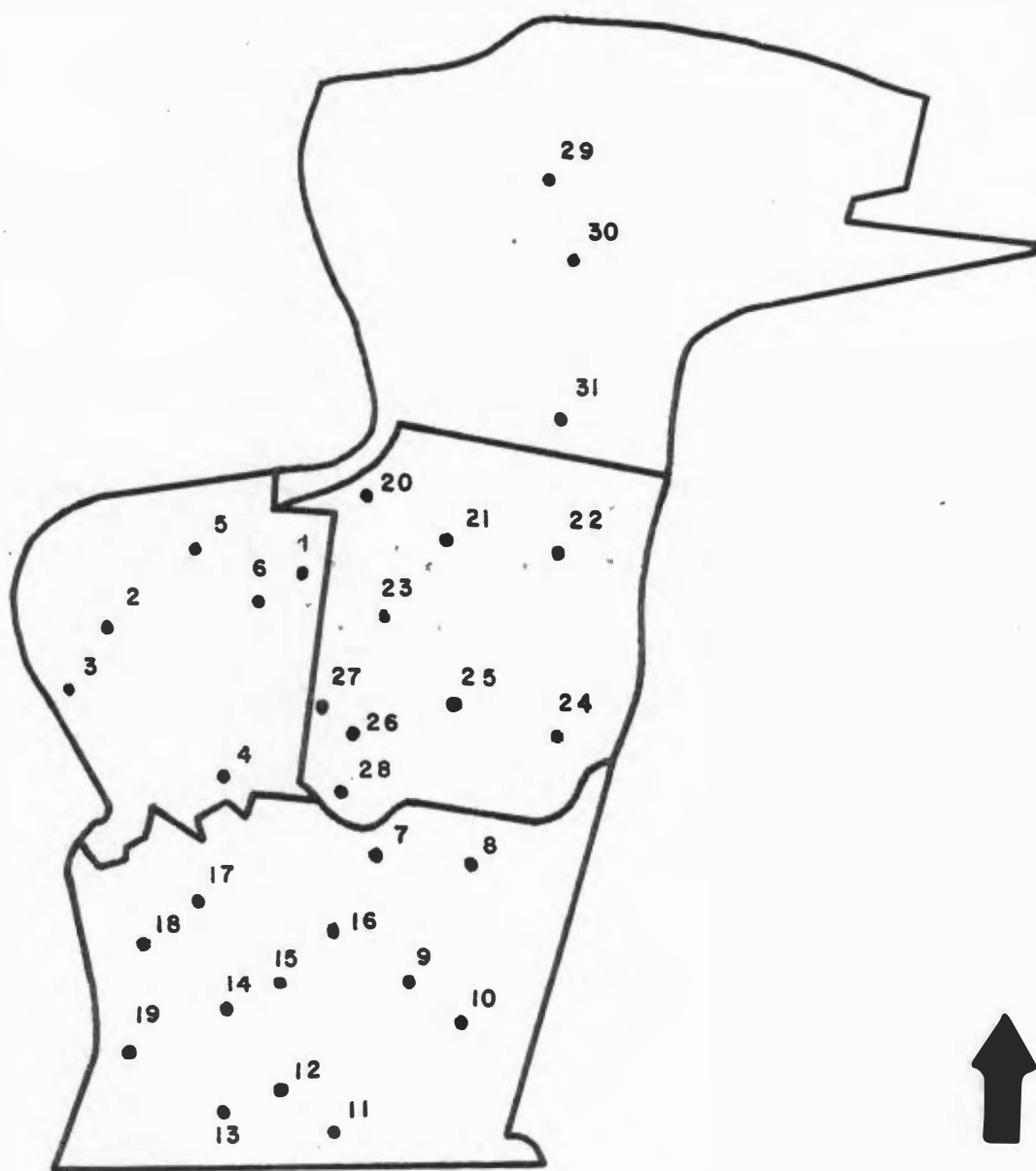


FIGURE 2-2

LOCATION OF CHATTANOOGA INNER-CITY RECREATIONAL SITES

Operating Budget for 1973 was \$1,420,000. Of this total, \$1,207,000, or approximately 85 percent was allocated to the inner-city area.⁷ The Operating Budget covers such expenditures as maintenance, salaries and personnel, equipment, supplies, and programs.

For 1973, the city of Chattanooga had a Recreation Capital Improvements Program of \$375,000. One hundred percent of this total was scheduled for the development of two projects—\$225,000 for a swimming pool and \$150,000 for a recreation center—in the inner-city area.⁸ The Capital Improvements Program is financed primarily by matching fund federal grants in which a federal government agency (such as the Bureau of Outdoor Recreation) pays for 50 percent of a project while a local government matches the federal share with the other 50 percent. The city of Chattanooga provides its matching shares mainly through general obligation and revenue bonds.⁹

The combined Operating Budget and Capital Improvements Program for the inner-city area for 1973 was approximately \$1,582,000. This total represents the amount of money the city of Chattanooga spent on inner-city recreation in 1973.

VI. EVALUATION

Accessibility

As has already been stated, accessibility will be measured in terms of the percentage of persons not within either a one-half mile or a one

⁷ Interview, Mr. Steve Conrad.

⁸ Ibid.

⁹ Ibid.

mile radius of certain types of facilities. The one-half mile radius was used for essentially neighborhood oriented facilities, while the one mile radius was used for essentially community oriented facilities. The specific facilities examined in each category were discussed in Chapter I. Again, it should be noted that in evaluating accessibility the researcher was unable to consider accessibility in terms of citizen demand in each area.

Twenty-four (24) percent of the Chattanooga inner-city residents are not within one-half mile of a recreational site with a paved play area. Eighteen (18) percent of the inner-city population is not within a half mile of sites with informal open space, and 15 percent of those persons living in the inner-city are not within a half mile of play apparatus such as slides and swings. Recreational sites with sanitary facilities are not available within a half mile radius of 19 percent of the inner-city population. Passive recreation areas are not within a half mile of 39 percent of the inner-city population. And 81 percent of the inner-city population lacks a recreation site with a wading pool or a spray pool within one-half mile of their homes (see Table 2-2).

Concerning the community oriented facilities, 70 percent of the inner-city population does not reside within a mile of a swimming pool. Eleven percent of the inner-city residents do not live within a mile of tennis courts. Only 2 percent of the inner-city population is not within a mile of regulation athletic, and only 7 percent of the inner-city residents are not within a mile of athletic fields with spectator facilities. Forty-nine (49) percent of the inner-city population is not

TABLE 2-2
CHATTANOOGA—ACCESSIBILITY

Type	Population W/Out	Percent
<u>One-half mile radius</u>		
1. Paved Play Area	21,155	24%
2. Informal Open Space	15,856	18%
3. Play Apparatus	13,066	15%
4. Sanitary Facilities	16,632	19%
5. Passive Area	34,850	39%
6. Wading or Spray Pool	71,142	81%
<u>One mile radius</u>		
1. Swimming Pool	61,816	70%
2. Tennis Courts	9,765	11%
3. Athletic Fields	1,930	2%
4. Spectator Facilities	6,172	7%
5. Picnic Areas	43,722	49%
6. Hiking or Bicycle Trails	88,038	100%
7. Community Centers	6,307	7%

within a mile of a picnic area, and 100 percent of the inner-city residents are not within the desired radius of either hiking and/or bicycle paths. And only 7 percent of the inner-city residents are not within a mile of a community center (see Table 2-2).

In addition to the direct accessibility measures concerning distance, other accessibility factors were also taken into consideration. Six (6) percent of the inner-city recreational sites are not accessibly by sidewalks. Sixty-five (65) percent of the sites are not accessible by public transportation. and 19 percent of the inner-city recreational sites have physical impediments, such as railroad tracks or busy thoroughfares, hindering access to the sites.

The above information indicates that accessibility is a problem to five specific facilities: passive areas, wading or spray pools, swimming pools, picnic areas, and hiking and/or bicycle trails. However, the other types of facilities seem to be fairly accessible. But the high percentages, especially for wading pools, swimming, picnic areas, and trails, does indicate that Chattanooga does have some inner-city recreation accessibility problems.

Variety

The thirty-one recreational sites in Chattanooga's inner-city provide sixty-one different recreation activities. The most often provided facilities are swings, available at twenty-four sites; slides, available at twenty-three sites; informal open space for games and free play, available at twenty-two sites; jungle-gyms, available at twenty-one

sites; and outdoor basketball (paved play area), available at eighteen sites.

In addition to these activities, the Chattanooga Recreation Department operates a special "Summer Recreation Outdoors" Program. Included in this program are baseball clinics, summer track programs, free summer concerts, little theater performances, educational programs, and field trips. In addition, all playgrounds are supervised six days a week.

The Chattanooga Recreation Department, in conjunction with the Coca-Cola Company, also conducts a summer Inner-City Tennis Program. This program offers tennis instructions and sets up team competition. The Coca-Cola Company provides free transportation and tennis shoes to the participants in the program.

To determine the total number of activities available to the inner-city residents, the researcher combined the number of times the various sixty-one activities are available at the thirty-one sites with the two mobile units and the special programs. The combined variety total 426 recreational activities or opportunities.

However, during the course of the research, some weaknesses in variety were detected. At the present time, the study areas contain only one swimming pool, and senior citizen activities at the various community centers are limited at best. Additionally, there is no golf course in the whole inner-city area. And although community centers are readily available to most of the inner-city residents, many of these centers are old and incomplete. For example, six of the fourteen

inner-city community centers lack gymnasiums. It should be pointed out, however, that the new community centers that are being developed are comprehensive type facilities.

To Chattanooga's credit, it should be noted that the inner-city recreational sites are well supervised. Each community center is served by supervisors and check out equipment, and, as has already been noted, each playground has supervisory personnel in the summer.

As the above information indicates, recreational variety in Chattanooga's inner-city area does have some weakness; but the recreation officials realize this and are attempting to alleviate them. When all things are considered it appears that Chattanooga offers its inner-city residents a fairly wide range of recreational opportunities. Again, the Chattanooga inner-city residents have a variety of some 426 possible recreation activities offered to them.

Quality of Maintenance

As was stated in the first chapter, the quality of maintenance is evaluated by the percentage of sites that fit into three categories: (1) well maintained, (2) adequately maintained, (3) inadequately maintained (for the criteria used for assessing each category see the "Evaluation" section, "Quality of Maintenance" in the first chapter). Of the thirty-one inner-city recreational sites in Chattanooga, 46 percent are well maintained, 35 percent are adequately maintained, and 19 percent are inadequately maintained (see Table 2-3).

TABLE 2-3
CHATTANOOGA—QUALITY OF MAINTENANCE

Category	Number of Sites	Percent
Well maintained	14	46%
Adequately maintained	11	35%
Inadequately maintained	6	19%

The cleaning of grounds and buildings is the most prevalent maintenance problem, followed by the upkeep of game courts, and then the upkeep of equipment and apparatus. Graffiti on the buildings, and litter in the form of paper and glass was the maintenance problem most often seen during the personal inspections of the recreational sites. Not only does this detract from the visual attractiveness of a site, but broken glass is also a safety hazard to the users of the sites. At three of the sites, the playground equipment and apparatus was in such poor condition that the equipment was inoperative. Such conditions could be corrected by regular maintenance and the sites made usable, enjoyable, and safe.

As it presently stands, the quality of maintenance of Chattanooga's inner-city recreation facilities represents a minor problem. However, regular maintenance and the repair of broken equipment could alleviate this problem.

Effective Use of Land

Since recreation is often in competition with other users for land in inner-city areas, recreation departments should make the most efficient use possible of the available recreation land. One method of doing this is joint cooperation among the various public sectors, primarily the school boards and the recreation departments.

From all indications of this reserach, there is a degree of cooperation among the various public sectors in Chattanooga. In fact, eight of the thirty-one inner-city recreation sites are joint ventures by the Recreation Department and either the Chattanooga Housing Authority or the School Board. The Chattanooga Housing Authority helps in the development of community centers located adjacent to public housing projects. The Recreation Department also has a working arrangement with the School Board whereby the Department installs the lighting and fending of fields and the School Board allows public use of the sites during nonschool hours. Although such arrangements are good, neither of the arrangements are written policy arrangements between the agencies, and therefore do not lead to as wide spread use as they could. The cooperation that does exist is economical to all agencies in that it makes a more efficient use of limited resources. However, more cooperation among the various agencies could lead to an even more efficient use of the tax dollar, and provide more and better facilities at less cost.

A second measure of effective use of land is determining what percentage of inner-city land is undeveloped. According to information

obtained from Steve Conrad, very little land, less than 5 percent, owned by the Recreation Department is now undeveloped.¹⁰ However, Bob Elmore, although he agreed with Mr. Conrad, did state that there are several thousand acres vacant in the flood plain that could be used for recreation purposes.¹¹ The fact still stands, however, that only 5 percent of the inner-city recreation land is undeveloped.

A third measure of effective use of land is the ratio of total inner-city acreage (218.95) to total inner-city recreational opportunities (426). This comparison results in a ratio of one recreational acre for every 1.94 recreational opportunities, or a ratio of about 1:2.

From all indications, Chattanooga is making fairly effective use of its recreation land. There is, however, still room for improvement. Table 2-4 shows the evaluation of the three measures of effective use of land.

TABLE 2-4

CHATTANOOGA—EFFECTIVE USE OF LAND

Measure	Evaluation
1. Coordination of Efforts	Some
2. Percent of Undeveloped Land	5%
3. Ratio of Opportunities to Acreage	1.94:1

¹⁰Interview, Steve Conrad.

¹¹Interview, Bob Elmore, Director, Chattanooga, Tourist Bureau, February 8, 1974.

Costs

As has already been stated the Operating Budget for the Chattanooga Recreation Department for 1973 was \$1,420,000. Of this total, \$1,207,000 was allocated for conducting programs in the inner-city area. The Chattanooga inner-city population is 88,038. Therefore, for 1973, the Recreation Department spent \$13.70 per capita for inner-city recreation. This compares to a recreation expenditure of \$11.92 per capita for Chattanooga as a whole.

VII. SUMMARY

This research indicates that there are four main problems connected with inner-city recreation in Chattanooga. First, as was indicated in the perceived problems, is the problem of a lack of land. Not only is land for new facilities in short supply, but the present sites are generally small and the total acreage limited. This leads to problems for developing sites with golf courses and hiking and/or biking trails, both types of facilities lacking in the inner-city area. More land to provide new sites and additional opportunities is greatly needed. This, in turn, leads to accessibility problems. Access to passive areas, wading pools, swimming pools, picnic areas, and hiking and/or bicycle trails (each an ingredient in a comprehensive recreation program), is limited, and therefore not available to many of the inner-city residents. The present variety of opportunities also is a problem. Although the Recreation Department does a fine job of providing summer opportunities, there is a lack of programs geared toward year-round use. Also there is

a lack of recreational opportunities that appeal to all ages. It should be pointed out that the modern indoor facilities that are being developed can go a long way toward solving this variety problem. However, development of such facilities takes money, and a lack of funds is the fourth major problem.

There are strong points to the inner-city recreation situation, however. One is the attitude of the Commissioner of Public Utilities, Grounds, and Buildings. He realizes the importance of recreation, and is trying to encourage the public and public officials to give recreation a higher priority. Another strong point is the accessibility of certain types of facilities, especially playgrounds, athletic fields, and community centers.

Although additional strengths and weaknesses will be evident when comparisons among the study sites are discussed in the last chapter of this thesis, when viewed alone, the inner-city recreation situation for Chattanooga can best be described as one that is providing adequate programs to its residents while being hindered by a lack of land and money.

CHAPTER III

KNOXVILLE

I. THE STUDY AREA

The study area for Knoxville is composed of seven planning units, those being Planning Unit 1 (The Central Business District), Planning Unit 2 (The University Area), Planning Unit 3 (Beaumont), Planning Unit 4 (Broadway), Planning Unit 5 (Mountain View), Planning Unit 9 (Lonsdale), and Planning Unit 12 (East Knoxville)(see map, Figure 3-1). The study area is bounded on the South by Fort Loudon Lake and the Tennessee River; on the North by Interstate 75, Woodland Avenue, Washington Pike, Brice Street, Cherry Street, and Interstate 40 East; on the East by Rutledge Pike, Fern Street, Skyline Drive, Dunlap Lane, and Tynemouth Drive; and on the West by Interstate 640, Interstate 40 West, Alcoa Highway, and Neyland Drive.

In accordance with the definition of inner-city for this research, in each planning unit, 20 percent or more of the population is below the poverty level. The following presents the population and the percentage of the population below the poverty level in each planning unit:

<u>Planning Unit</u>	<u>Population</u>	<u>% in Poverty</u> ¹
1. Central Business District	1,380	46.9%
2. University	13,766	40.5

¹"Poverty in Knoxville and Knox-County," The Knoxville Knox County Community Action Committee (February, 1973), pp. 19-20.

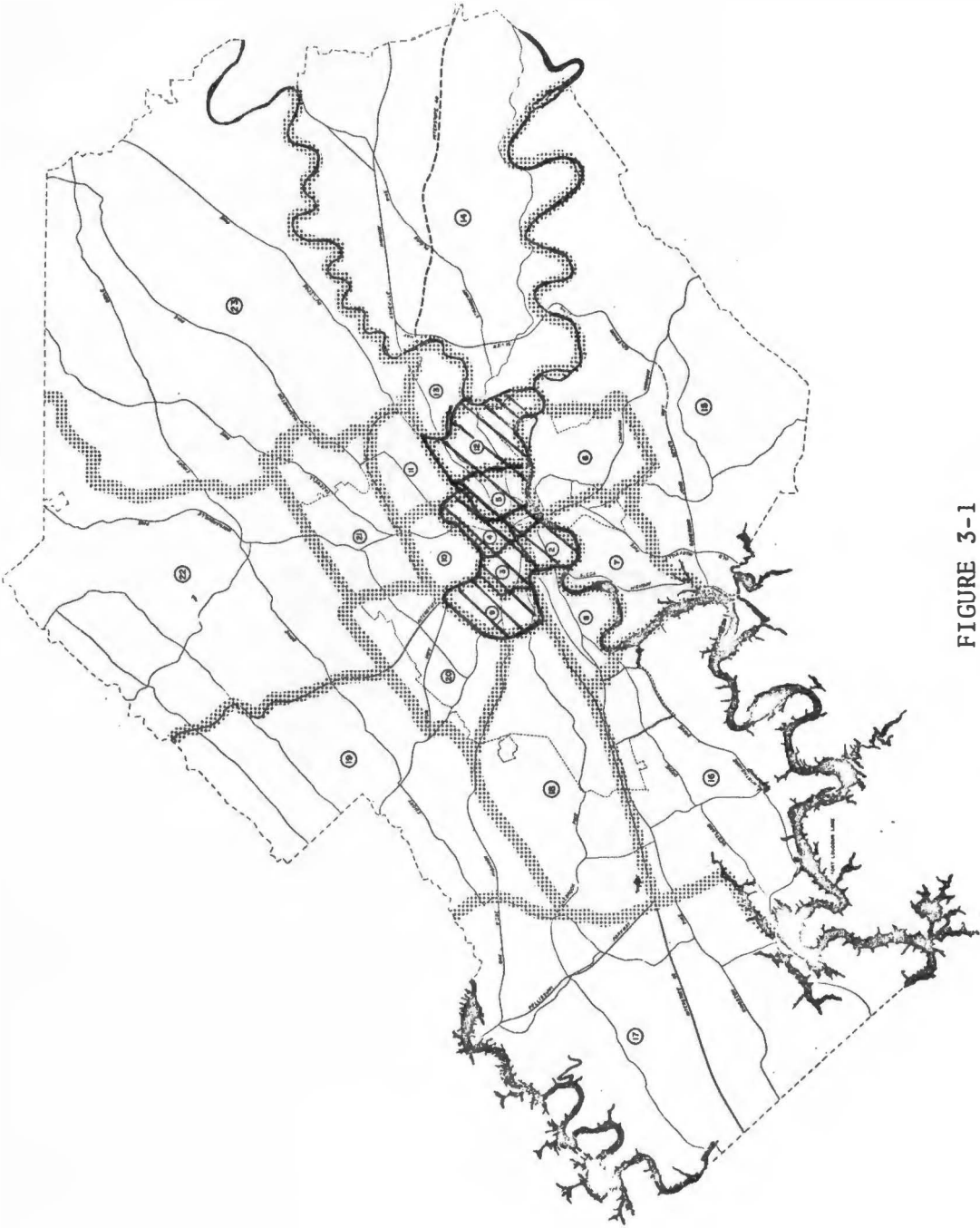


FIGURE 3-1
KNOXVILLE INNER-CITY AREA

	<u>Planning Unit</u>	<u>Population</u>	<u>% in Poverty</u>
3.	Beaumont	11,787	51.4%
4.	Broadway	9,203	29.5
5.	Mountain View	9,858	40.0
9.	Lonsdale	7,983	28.2
12.	East Knoxville	10,949	23.0

As the above figures indicate, the degree of poverty in the inner-city of Knoxville is fairly high. The researcher wishes to point out that the University of Tennessee's population is included in the study area, and may therefore skew some of the results.

The total population for the Knoxville study area is 64,926. Although poverty and inner-city living are often associated with blacks, only 19,595, or about 30 percent of the inner-city population in Knoxville is black.² Blacks composed the majority of the population in only two of the seven planning units, Mountain View with 60 percent and East Knoxville with 61 percent.³ These two units alone composed 63 percent of the total black population in the inner-city. In the other five units, whites maintain a majority while blacks are located in scattered isolated pockets. In general, segregated living is the way of life in Knoxville's inner-city.

In general, Knoxville's inner-city, composed of seven contiguous planning units, has a relatively small population with a fairly high

²Ibid., tabulated from figures given, p. 14.

³Ibid.

degree of poverty. Whites maintain a majority of the population, and the races each live in fairly segregated pockets to themselves.

II. THE ADMINISTRATION

The administrative arm of public recreation in the city of Knoxville is the Knoxville Bureau of Recreation, a division of the Knoxville Welfare Department. The Director of Recreation, Maynard Glenn, is the administrative officer of the Recreation Bureau, which is responsible to the Mayor and the City Council.⁴ The Knoxville-Knox County Metropolitan Planning Commission is responsible for long-range planning and the preparation of the Capital Improvements Program for the Knoxville Recreation Bureau. The Bureau itself handles its own immediate planning and studies through its staff. To aid in preparing its own studies, the Bureau has divided Knoxville into twenty-six recreation districts in order to establish a method of learning citizens' recreational desires and needs. In its planning and studies, the Recreation Bureau uses its own recreation standards and ideas of community need.⁵

The main goals of the Knoxville Recreation Bureau are:

To provide outlets for expression in a variety of avenues for all ages, both sexes and all classes of people.

To enrich living by enabling individuals to find outlets for self-expression and thereby develop their inherent

⁴Knoxville-Knox County Community Facilities Plan, Knoxville, Knox County Metropolitan Planning Commission, 1970, p. 35.

⁵S. S. Holder, J. D. Patton, B. A. Ittman, Urban Recreation Planning and Programming in Tennessee: An Evaluation of the State's Role (Lexington, Kentucky: Spindletop Research, 1971), p. 50.

potential for achieving desired satisfactions. These satisfactions include adventure, fellowship, a sense of accomplishment, the enjoyment of beauty, and the joy of creating.

To help people to develop interest and skills which enable them to make constructive use of leisure and which contribute to physical and mental health, safety, good citizenship, confidence, and character development.

To provide recreational activities, facilities, and leadership suitable for people of all ages and all cultural levels.⁶

III. PERCEIVED PROBLEMS

The first step in this research was to identify the problems connected with inner-city recreation as perceived by those persons interviewed. During the course of the interviews, each person interviewed was asked if he or she considered the present facilities adequate to meet the recreational needs of the inner-city area. Seven of the eight persons interviewed in Knoxville answered "no," and the one person who answered "yes" qualified his answer with "when compared to similar cities."⁷ Of those answering no, the general feeling was that the quantity of facilities was adequate, but that the quality of the facilities was inadequate.

When asked what did they consider to be the major problems connected with providing recreational facilities in inner-city areas, all agreed that a lack of funds was one of the major problems. Maynard Glenn and Ralph Teague, both with the Recreation Bureau, stated that

⁶Knoxville-Knox County Community Facilities Plan, pp. 31-32.

⁷Ralph Teague, Knoxville Recreation Bureau, interviewed October 31, 1973.

they consider maintenance and acquisition of suitable land as problems of major importance.

Of particular interest is the fact that three interviewees (each wished to remain anonymous concerning this point) stated that political problems are a major problem affecting inner-city recreation. One stated that the city decision-makers still do not consider recreation an important function. The decision-makers hesitate to acquire additional land for recreation because it takes more land off the city tax roles. In addition, this interviewee stated that the decision-makers simply did not want to spend the money necessary to develop first-class recreational facilities. Another interviewee stated that each councilman and recreation commissioner requests money for facilities in their own district. Each councilman exerts his own political influence to assure that his district must receive something whether it really needs it or not. Such action results in the recreation dollar being split in too many directions, resulting in a quantity of facilities but making quality almost impossible. This splitting of resources along political districts dilutes the effective use of the recreation dollar. Another interviewee stated that due to political pressure, recreation jobs are often granted as political favors. Such political pressure results in an unnecessary number of people being on the recreation payroll, leaving less money for facilities and programs. As a results the quality of facilities is not what it should be. Although these three interviewees described the political problems differently, the end results were the same—political problems restrict the recreation dollar thereby hurting the quality of

the facilities. As such, political problems must be considered a major problem connected with inner-city recreation.

Another perceived problem in Knoxville results from the Recreation Bureau's emphasis on active recreation. Four of the eight persons interviewed stated that an over-emphasis on active recreation facilities was a problem in Knoxville. This over-emphasis on active recreation results in fewer passive facilities being available, thereby denying a desirable recreational opportunity to many inner-city residents.

It should be pointed out that the above problems are just the main ones that are perceived as problems by those persons interviewed. Other problems and inadequacies that were detected by this research will be discussed in the remaining portions of this chapter. A summary of these problems and the Knoxville inner-city recreation situation will be presented at the end of this chapter.

IV. INVENTORY

At the present time, the Knoxville Recreation Bureau does not have an up-to-date inventory of their recreational facilities. The last inventory undertaken by the Recreation Bureau was completed in 1967. However, the Metropolitan Planning Commission completed a Community Facilities Study for Knoxville and Knox County in 1970. This Community Facilities Study contained a listing of recreational sites and acreages by planning unit. During the course of the personal inspections of recreational sites, however, the researcher found ten errors in the recreation information given for the inner-city's five planning units.

These errors included locating sites in wrong planning units, incorrect acreage figures, incorrect addresses, and even simply not listing some existing facilities. For example, Tyson Park was listed in two different planning units, each with different acreage figures and different sets of proposals for future improvements.⁸

Since the Community Facilities Study does contain many errors and since the Knoxville Recreation Bureau has no current listing of sites, the city officials actually have no adequate, current information on the location, size, and available opportunities of the inner-city's recreational sites. This is a problem of which the city officials seem to be unaware. This lack of knowing where sites are and what they contain makes planning for improvements and future needs extremely hard. A lack of an adequate listing of facilities can lead to other problems, and the fact that such a lack exists gives an indication that public officials may not really know what the true recreation situation is. Faulty information on present facilities can lead to faulty plans for the future.

By using the information obtained from the Community Facilities Study, the interviews, and the personal inspections, the researcher determined that there are thirty-one recreational sites covering two hundred and sixty-seven acres (exactly 267.4) located throughout the inner-city area. For the location of these sites see Figure 3-2, and

⁸Knoxville-Knox County Community Facilities Study, Knoxville-Knox County Metropolitan Planning Commission, Knoxville, 1970, pp. 91-92, 103-104.

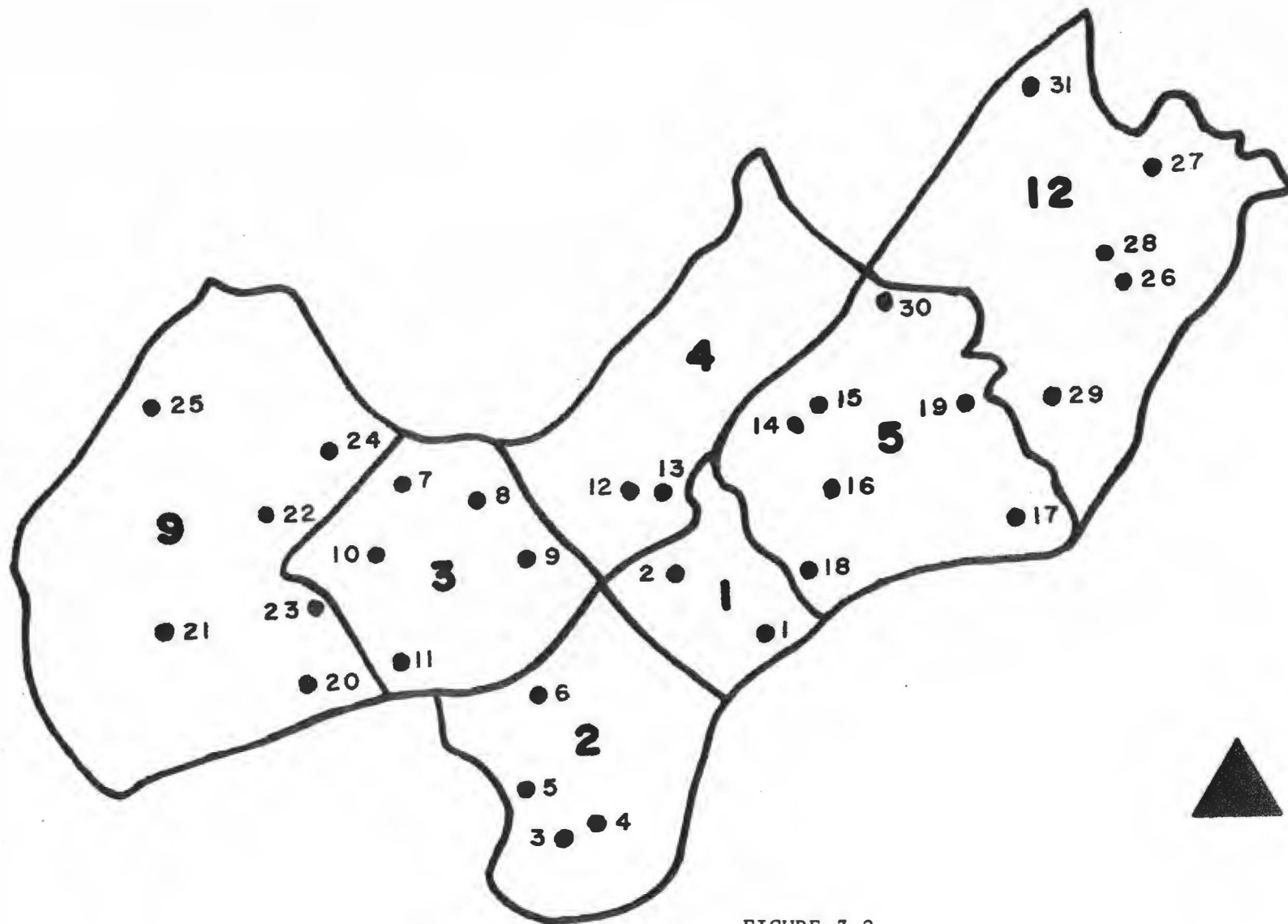


FIGURE 3-2

LOCATION OF KNOXVILLE INNER-CITY RECREATION SITES

for the opportunities available at these sites see Table 3-1. The numbers on Figure 3-2 correspond to the numbers associated with the sites in Table 3-1. As can be seen from inspecting Figure 3-2 and Table 3-1, although the inner-city area does have thirty-one sites, some areas have more sites than others. For example, Planning Unit 4, Broadway, has no outdoor recreation facilities of any kind, indicating possible accessibility problems (to be discussed in the "Evaluation" section of this chapter). In addition to the thirty-one permanent sites in the inner-city, the Knoxville Recreation Bureau operates two mobile recreation units. These units, one a mobile roller-skating rink, and the other a mobile pool, operate in the summer, primarily serving low-income, inner-city areas. During the summer each mobile unit operates in two neighborhoods per day, operating in one neighborhood in the morning and in another neighborhood in the afternoon. Because these units provide recreation in many areas during a summer, mobile units must be considered an integral part of the recreation inventory.

V. COST

For 1973, the Knoxville Recreation Bureau had an Operating Budget of \$1,569,000. Of this total, approximately \$470,000, or 30 percent, was allocated to the inner-city area.⁹ The Operating Budget covers such expenditures as maintenance, according to Maynard Glenn and Ralph Teague

⁹ Information obtained from an interview with Maynard Glenn, Director, Knoxville Recreation Bureau, Knoxville, October 31, 1973.

the largest single expenditure in the Operating Budget; salaries and personnel; equipment; supplies; and programs. The Operating Budget is financed by the City of Knoxville through local taxes.

For 1973, the City of Knoxville had a Recreation Capital Improvements Program of \$2,035,300. Of this total, \$1,210,000, or approximately 60 percent, was scheduled for projects in the inner-city area.¹⁰ The Capital Improvements Program covers expenditures for the acquisition and development of new projects and/or extensive expansion or improvements of existing sites. The Capital Improvements Program is financed primarily by matching fund federal grants in which a federal government agency pays for 50 percent of a project while a local government matches the federal share with the other 50 percent. The City of Knoxville provides its matching shares mainly through general obligation bonds and revenue bonds.¹¹

The combined Operating Budget and Capital Improvements Program in the inner-city area for 1973 was a total of \$1,680,700. Although this is quite a sum, the researcher noticed during his personal inspections that some of the Capital Improvements projects scheduled for 1973, were either running behind schedule or had not even been started by the beginning of 1974. However, this is the total figure public officials allocated for recreation in Knoxville's inner-city area for 1973.

¹⁰ Knoxville Capital Improvements Program, 1973, Knoxville-Knox County Metropolitan Planning Commission, Knoxville, 1973.

¹¹ Interview with Ralph Teague, Assistant Director, Knoxville Bureau of Recreation, Knoxville, October 31, 1973.

VI. EVALUATION

Accessibility

As has already been stated, accessibility will be measured in terms of the percentage of persons not within either a one-half mile or a one mile radius of certain types of facilities. The one-half mile radius was used for essentially neighborhood oriented facilities, while the one mile radius was used for essentially community oriented facilities. The specific facilities examined in each category were discussed in Chapter I.

Sixty (60) percent of the inner-city residents are not within one-half mile of a recreational site with a paved play area. Thirty-one (31) percent of the inner-city residents are without informal open space and play apparatus (i.e., slides and swings) in the recreational sites within one-half mile of their homes. Recreational sites with sanitary facilities are lacking within a one-half mile radius of 42 percent of the inner-city residents, while 51 percent of the inner-city population is not within one-half mile of a passive recreation area. And 91 percent of the inner-city population is not within one-half mile of either a wading pool or a spray pool (see Table 3-2).

It should be remembered that all of the types of facilities mentioned above are recommended to be within walking distance of the people they serve. The high percentages of people not within a one-half mile radius of these types of facilities indicates that accessibility to neighborhood recreation facilities is a problem for the Knoxville inner-city resident.

TABLE 3-2
KNOXVILLE—ACCESSIBILITY

Type	Population W/Out	Percent
<u>One-half mile radius</u>		
1. Paved Play Area	38,949	60%
2. Informal Open Space	19,805	31%
3. Play Apparatus	19,805	31%
4. Sanitary Facilities	27,546	42%
5. Passive Area	32,872	51%
6. Wading or Spray Pool	58,881	91%
<u>One mile radius</u>		
1. Swimming Pool	48,375	74%
2. Tennis Court	22,814	35%
3. Athletic Fields	12,410	19%
4. Spectator Facilities	20,666	32%
5. Picnic Areas	8,369	13%
6. Hiking or Bicycle Trails	64,926	100%
7. Community Centers	26,915	41%

Although the percentages within the one mile radius are not as high in every type as within the one-half mile radius, the one mile radius percentages do indicate accessibility difficulties for certain types of facilities (see Table 3-2). Seventy-four (74) percent of the inner-city residents do not live within a mile of a swimming pool. Thirty-five (35) percent of the inner-city population is not within a mile of tennis courts. Only 19 percent of the inner-city population is not within a mile of regulation athletic fields (supporting the fact that the Knoxville Recreation Bureau emphasizes active recreation-sports programs); however, 32 percent of the inner-city residents are not within a mile radius of athletic fields with spectator facilities. Picnic areas appear to be readily accessible to most inner-city residents as only 13 percent of the inner-city population is not within a mile of a picnic area. Although bicycling and walking are becoming increasingly popular as recreation pastimes, there are no bicycle paths or walking/hiking trails within a mile of any inner-city resident. And while community centers are widely recognized as a vital part of a recreation program, and although Maynard Glenn stated that community centers are within walking distance of all inner-city residents,¹² 41 percent of the inner-city residents are not within a mile of a community center.

While high percentages of persons not within the given radii for certain types of facilities indicate direct accessibility problems concerning distance, other accessibility problems were also noticed

¹²Interview, Maynard Glenn, October 31, 1973.

during the course of the personal inspections. Twenty-nine percent of the inner-city recreational sites were not accessible by public transit. Twenty-two percent of the sites were not accessible by sidewalks. And 32 percent of the inner-city recreational sites had physical impediments, such as railroad tracks, busy streets and thoroughfares, or hills or gullies hindering access to the sites. And, 12 percent of the facilities were found to be fenced and locked with no indication given of when they would be open.

The above information clearly indicates that accessibility to sites and facilities is a problem in the Knoxville inner-city area. All types of neighborhood facilities, swimming pools, tennis courts, bicycle and hiking trails, and community centers are not within the desired radii of at least one-third of the inner-city population. While mobile units could help alleviate some of the accessibility problems, Knoxville only has two mobile units and they are, therefore, of little significance in assessing the accessibility problem. All things considered, the accessibility of inner-city recreational facilities is clearly a problem in Knoxville.

Variety

The thirty-one recreational sites in Knoxville's inner-city area provide fifty-seven different recreational activities. The most often provided facilities are informal open space for games and free play, available at nineteen sites; swings, available at seventeen sites; and slides, available at thirteen sites. Active type activities, such as

playground apparatus, informal open space, and ball fields are the most often provided opportunities at the various thirty-one sites.

In addition to these activities, the Knoxville Recreation Bureau also conducts summer programs in the inner-city area. In conjunction with the Knoxville Community Action Committee, free summer lunches are provided at various playgrounds for disadvantaged youth. Each summer, Recreation Support Programs are conducted by the Recreation Bureau and the Community Action Committee (CAC). Funded by the United States Department of Labor, exact activities vary from summer to summer depending on the amount of funds received. Programs in the past have included such activities as free day camp, tours of places of interest, and tutoring programs.

In addition to the Recreation Support Program, the Knoxville Recreation Bureau provides bus transportation from area to area for disadvantaged people so that people can participate in various athletic events outside their own areas. Also, the Recreation Bureau opens the City's swimming pools at reduced rates twice a week for the economically disadvantaged.¹³

To determine the total number of activities available to the inner-city residents, the researcher combined the number of times the various fifty-seven activities are available at the thirty-one sites with the two mobile units and the special programs. The combined variety total was 229 recreational activities or opportunities.

¹³As a general rule, the above programs are available to families whose incomes are below \$3,600 per year. Interview, Maynard Glenn.

In determining this number of activities, the researcher discovered some weaknesses in Knoxville's variety. The inner-city area is completely lacking a golf course, and there is only one swimming pool and one senior citizen center in the inner-city area. Although there are sixteen tennis courts in the inner-city area, nine of these courts are located at one site—Tyson Park. In addition, the inner-city community centers are not providing the complete comprehensive services they should. In the first place, four of the eight inner-city community centers are located in Housing Projects and have little or no recreation area surrounding the building. One community center, Western Heights, however, is located in a Housing Project that is on a 5.6 acre site with a playground surrounding the building. Only the Cal Johnson Recreation Center and the Lonsdale Park Recreation Center are located in parks separate from housing projects. It is likely that locating centers in housing projects may limit the sites users to mainly those persons residing in the project. Although people living in high density housing projects do have a need for indoor recreational facilities, other residents of the inner-city should not be overlooked. Secondly, the community centers' structure and programs are not as comprehensive as they probably should be. The majority of community centers in Knoxville consist of a gymnasium with an adaptable all-purpose court for basketball, volleyball, and shuffleboard; a central office for supervisors and the storing of equipment; a game room with a ping-pong table, a pool table, and limited table games; a club room; and restrooms. Although such facilities cover an adequate range of activities, such things as arts and crafts, senior citizens' activities, kitchen

facilities, and dressing rooms are not provided for. This lack of comprehensiveness is another example of the Knoxville inner-city recreation situation being one of quantity and not quality.

However, to the city's credit, it should be pointed out that in general, the Knoxville inner-city recreational sites are well supervised. In the Knoxville inner-city area, all community centers are served by supervisors and are supplied with check-out equipment. In addition, some of the larger parks are also served by supervisors and supplied with check-out equipment. While it would be ideal for all sites to have supervisors, it is realized that such action would be impractical and economically impossible. Under the circumstances, Knoxville does a good job of supervising its facilities.

As the above information on variety indicates, the Knoxville inner-city area does have some variety weaknesses. At present, however, inner-city residents have a variety of 229 possible recreation activities available at the thirty-one sites and two mobile units.

Quality of Maintenance

As was stated in the first chapter, the quality of maintenance is evaluated by the percentage of sites that fit into three categories: (1) well-maintained, (2) adequately maintained, or (3) inadequately maintained (for the criteria used for assessing each category see the "Evaluation" section, "Quality of Maintenance" in the first chapter). Of the thirty-one inner-city recreational sites in Knoxville, 19 percent are well-maintained, 62 percent are adequately maintained, and 19 percent are inadequately maintained (see Table 3-3).

TABLE 3-3
KNOXVILLE—QUALITY OF MAINTENANCE

Category	Number of Sites	Percent
Well Maintained	6	19%
Adequately Maintained	19	62%
Inadequately Maintained	6	19%

Although six sites are classified as well maintained, three of the sites are the three athletic complexes located in the inner-city: Beaumont Park, Winona Athletic Field, and Wilson Avenue Athletic Field. This further indicates that the Recreation Bureau emphasizes athletic programs over the needs of other recreational programs.

General drainage is the most prevalent maintenance problem, followed by the cleaning of grounds and buildings, and then the cutting and upkeep of grass and hedges. Several sites had serious erosion problems such as trenches through ballfields. Erosion is a major problem at Leslie Street Park where city officials have sold the top soil and each rain causes serious erosion. Run off from the site washes into neighboring yards creating other problems. Several facilities also lack grass, resulting in dusty areas in dry weather and muddy areas in wet weather. The lack of grass also detracts from a site's visual attractiveness. Several sites also have problems with litter. Broken glass, cans, paper, and other forms of litter were in evidence at several sites. Not only does this detract from the visual attractiveness of a site, but broken glass and cans are also safety hazards to the users of the sites.

Although city officials admit maintenance is a problem, city officials tend to blame such problems on vandalism. While vandalism undoubtedly does cause some extra maintenance problems, this research has indicated that the majority of the maintenance problems can be alleviated by proper and regular maintenance of the sites.

Effective Use of Land

Since recreation is often in competition with other users for land in inner-city areas, recreation departments should make the most efficient use possible of the available recreation land. One method of doing this is joint cooperation among the various public sectors, primarily the school boards and the recreation departments.

In Knoxville, there is a difference of opinion concerning the extent of coordination of efforts among the various public sectors. According to Maynard Glenn, all city schools are open to the public during nonschool hours. And Ralph Teague, the Assistant Director of the Recreation Bureau, stated that the School Board, the Knoxville Community Development Commission (KCDC), the Community Action Committee (CAC), and the Recreation Bureau all work together. However, officials outside the Recreation Bureau do not totally agree with this. John Ulmer of KCDC told the researcher that there is little real coordination of efforts. According to Mr. Ulmer there is some small degree of coordination in existence, but, in general, the School Board discourages such coordination because it is afraid that public use of their property will result in more damages caused by vandalism. And Joe Bowker, of the

Metropolitan Planning Commission stated that there was only "limited cooperation."¹⁴

During the course of the personal inspections, since school sites were listed as recreation sites in the already mentioned Community Facilities Study, some schools were inspected by the researcher. Every school site inspected was found to be fenced and locked and, therefore, unavailable to the public. A subsequent check with the School Board revealed that this is the basic policy of the School Board. Therefore, school sites were not considered as recreation sites. In reality there is very little cooperation between the School Board and the Recreation Bureau on existing sites.

In evaluating the coordination of efforts in Knoxville, it was found that there is some cooperation between the Recreation Bureau and KCDC in developing new sites through urban renewal. There is also some cooperation between the Recreation Bureau and the CAC in administering the summer Recreation Support Programs. However, there is little or no cooperation between the Recreation Bureau and the School Board, and this cooperation is probably the most needed cooperation in the inner-city. In general, there is, at best, limited coordination of efforts among the various public sectors, a problem that definitely needs improvement.

A second measure of effective use of land is determining what percentage of inner-city land is undeveloped. According to Maynard

¹⁴ Interview, Joe Bowker, Knoxville-Knox County Metropolitan Planning Commission, November 1974.

Glenn, approximately 14 percent of the inner-city recreation land is undeveloped at this time. However, Mr. Glenn said that this land has been purchased in advance and was scheduled for future development as the inner-city area grows.

The third measure of effective use of land is the ratio of total inner-city recreation acreage (267.4 acres) to total inner-city recreational opportunities (229). This comparison results in a ratio of 1:15 recreational opportunities available for every one acre of recreational land, a ratio of about 1:1.

From all indications, Knoxville's main problem with effective use of inner-city recreation land is the lack of coordination of efforts among the various public sectors. Other measures on effective use of land reveal that only 14 percent of the inner-city recreation land is undeveloped, and that there is 1.15 recreational opportunities for every one acre of recreational land in the inner-city (see Table 3-4).

TABLE 3-4

KNOXVILLE—EFFECTIVE USE OF LAND

Measure	Evaluation
1. Coordination of Efforts	Limited
2. Percent of Undeveloped Land	14%
3. Ratio Total Acreage to Opportunities	1:1.15

Costs

As has already been stated, the Operating Budget for the Knoxville Recreation Bureau for 1973 was \$1,569,000. Of this total \$470,000 was allocated for conducting programs in the inner-city area. The Knoxville inner-city has a population of 64,926. Therefore, for 1973, the Recreation Bureau spent \$7.25 per capita for inner-city recreation. This compares to an expenditure of \$8.98 per capita for recreation for Knoxville as a whole.

VII. SUMMARY

This research indicates that Knoxville inner-city recreation has weaknesses to some degree of another in each of the five factors used for evaluation. The most pressing problems appear to be with accessibility of the sites and coordination of efforts. Problems with variety, especially in programs conducted at the community centers, are problems that also indicate weaknesses in the inner-city recreation program. In addition to the above weaknesses, the political problems associated with recreation, the lack of a current inventory of the recreational sites, and the emphasis on sports programs at the expense of passive recreation are other problems that are weaknesses in the recreation program and need to be dealt with.

However, the present inner-city recreation programs do show certain strengths. Foremost is the Recreation Bureau's recognition of the need for more facilities in the inner-city area. This is evident by the fact that 60 percent of the Capital Improvements Program for 1973 was allocated

for acquisition, development, and improvements for the inner-city. And although it results in a weakness by not providing for passive recreation, it must be acknowledged that the Recreation Bureau does operate a strong athletic-sports program in both the inner-city and the suburbs. In addition to these strengths, it should be mentioned again that the Recreation Bureau does a good job of supervising the facilities that do exist.

Although additional strengths and weaknesses will be evident when comparisons among the study sites are discussed in the last chapter of this thesis, when viewed alone, inner-city recreation in Knoxville can best be summarized by describing the facilities and programs as being of adequate quantity but lacking quality.

CHAPTER IV

MEMPHIS

I. THE STUDY AREA

The study area for Memphis is composed of three planning districts, those being the North Memphis Planning District, the Central Business District (CBD)-Medical Center Planning District, and the South Memphis Planning District (see map, Figure 4-1). The study area is bounded on the North by the Wolf River Levee; on the East by the Illinois Central Railroad, Vollintine Street, Interstate 255, Bellvue Street, and Interstate 255 again; on the South by the Illinois Central Railroad, Interstate 55, and the Nonconnah Creek; and on the West by Lake McKellar and the Mississippi River.

In accordance with the definition of inner-city for this research, 20 percent or more of the population in each planning district is below the poverty level. The following presents the population and the percentage of the population below the poverty level in each planning unit:

<u>Planning District</u>	<u>Population</u>	<u>% in Poverty</u> ¹
CBD-Medical Center	33,674	40.2%
North Memphis	61,418	27.5%
South Memphis	77,721	25.3%

¹Memphis and Shelby County: Population Housing Economy, Memphis and Shelby County Planning Commission, January, 1973, pp. 8, 17.

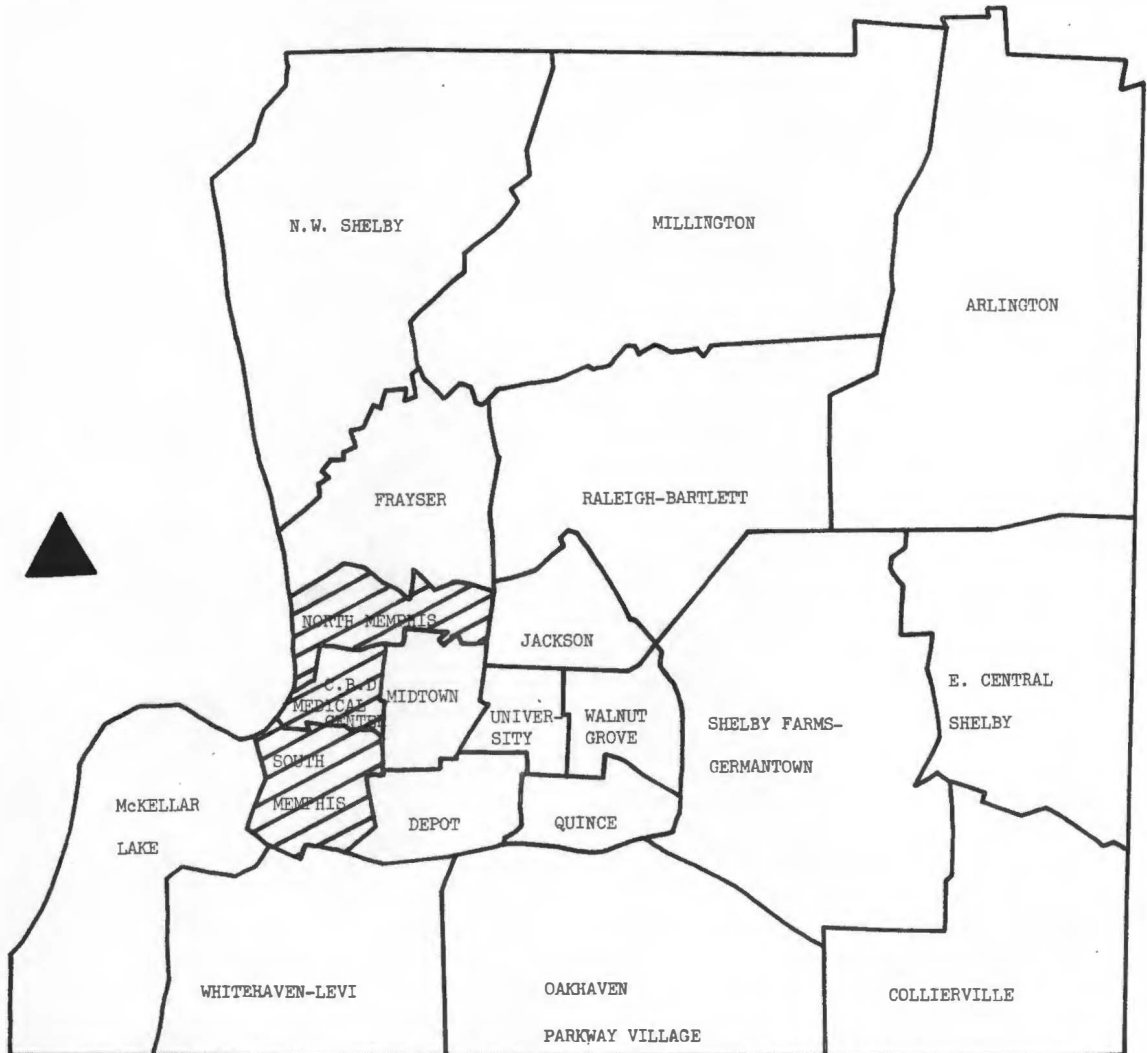


FIGURE 4-1
MEMPHIS INNER-CITY AREA

The total population for the Memphis study area is 172,813. In each of the three inner-city planning districts, the great majority of the population is black. Blacks comprised approximately 89 percent of the total inner-city population, with the CBD-Medical Center District being 70.9 percent black, the North Memphis District being 88.1 percent black, and the South Memphis District being 97.3 percent black.² Low, moderate, and middle-income housing is dispersed throughout the inner-city area with the low-income families primarily residing in public housing complexes.

II. THE ADMINISTRATION

The administrative arm of public recreation in the city of Memphis is the Memphis Park Commission. Established in 1900, the five-man commission, whose members are appointed by the Mayor, is authorized to acquire land for park purposes inside and within ten miles of the city limits.³ The commission is responsible for establishing administrative and operational policy, and controlling and maintaining parks, playgrounds, and parkways acquired under provisions of the city code. The Executive Director, James Hadaway, is the chief administrative officer of the Memphis Park Commission.

²Ibid., p. 8.

³Parks, Recreation and Conservation Plan, Community Facilities Study, Volume V; Memphis and Shelby County Planning Commission, April 1972, p. 21.

The Memphis Park Commission employs its own planner, and with staff assistance from the Memphis and Shelby County Planning Commission, does its own long- and short-range planning as well as preparing its own Capital Improvements Program.⁴ Basic population-based acreage standards are used for recreation planning. However, the Memphis Park Commission also feels that certain "qualitative standards must also be met if the total park system is to function effectively."⁵ For this reason the Memphis Park Commission feels that parks should be developed not only in accordance with specified standards but also in accordance with the particular needs and wants of individual communities. This action is accomplished by surveying the citizens in the area around where a proposed site is to be constructed in order to determine what facilities should go into the site.

Although the Memphis Park Commission has a goal of establishing a system of neighborhood and district parks, a system of large urban parks, a system of regional parks, and a system of greenbelts, in recent years the top priority of the commission has been the development of neighborhood community centers.⁶

⁴S. S. Holder, J. D. Patton, and B. A. Ittman, Urban Recreation Planning and Programming in Tennessee: An Evaluation of the State's Role (Lexington, Kentucky: Spindletop Research, 1971), p. 71.

⁵Parks, Recreation and Conservation Plan, p. 47.

⁶Interview, Larry Cox, Planning Coordinator, Memphis Parks Commission, December 12, 1973.

III. PERCEIVED PROBLEMS

The first step in this research was to identify the problems connected with inner-city recreation as perceived by those persons interviewed. During the course of the interviews, each person interviewed was asked if he or she considered the present facilities adequate to meet the recreational needs of the inner-city. Each person interviewed in Memphis felt that the present facilities were inadequate to meet the present needs. Six of the seven people interviewed stated that there just was not enough sites in the inner-city area. Mr. Frank Buford, Director of Area Program Coordination for the Memphis-Shelby County Community Action Agency, felt that not only are there too few sites, but also that the sites that are available lack adequate programs and equipment.⁷

When asked what did they consider to be the major problems connected with providing recreational facilities in inner-city areas, the consensus of opinion was that there are three major problems: a lack of money, high land cost in the inner-city area, and a lack of available land.

It should be pointed out that the above problems are just the main ones that are perceived as problems by those persons interviewed. Other problems and inadequacies that were detected by this research will be discussed in the remaining portions of this chapter. A summary of these

⁷Interview, Mr. Frank Buford, Director of Area Program Coordination, Memphis-Shelby County Community Action Agency, December 14, 1973.

problems and the Memphis inner-city recreation situation will be presented at the end of this chapter.

IV. INVENTORY

Both the Memphis Park Commission and the Memphis and Shelby County Planning Commission have completed recreational site inventories in the last three years. The Memphis and Shelby County Planning Commission completed a Community Facilities Study in April of 1972. The fifth volume of this study is entitled Parks, Recreation and Conservation Plan and contained a recreational site inventory. The Memphis Park Commission in 1972 completed an inventory of its sites.

By using the information obtained from the two recreational site inventories, the interviews, and the personal inspections, the reseracher determined that there are forty-four recreational sites covering seven hundred and fifty-seven acres (exactly 756.81) located throughout the inner-city area. For the location of these sites see Figure 4-2, and for the opportunities available at these sites see Table 4-1. The numbers on Figure 4-2 correspond to the numbers associated with sites in Table 4-1.

In addition to the forty-four permanent sites, the Memphis Park Commission perates eighteen mobile recreation units. These eighteen units including a zoomobile, a moviemobile, an instant playground trailer, a boxing mobile, two portable stages, two arts and crafts units, two skatemobiles, two science and nature units, and four mobile recreation playgrounds are used in taking recreation programs into area where there are only limited facilities.

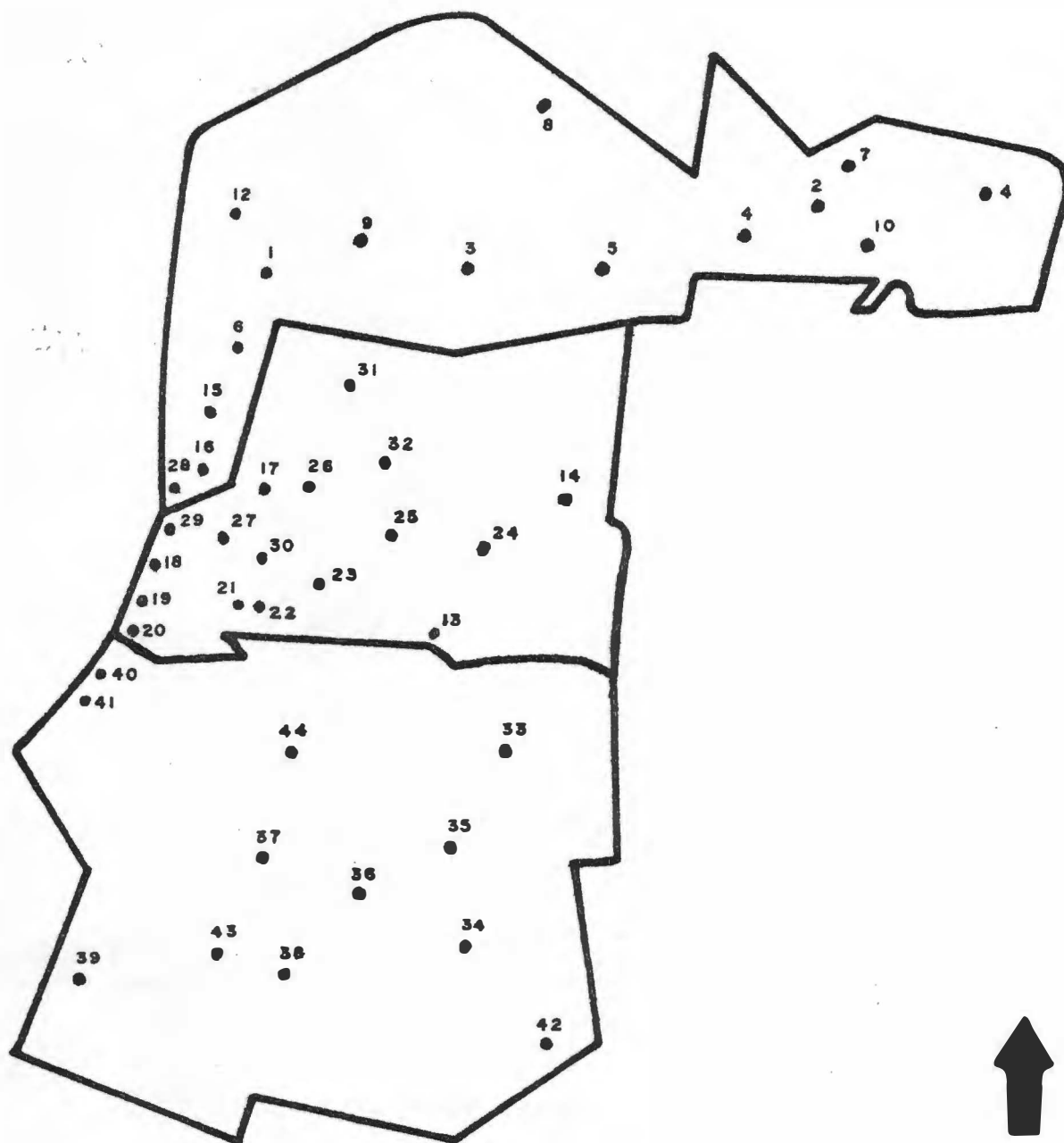


FIGURE 4-2

LOCATION OF MEMPHIS INNER-CITY RECREATION SITES

PARKS	Acres	FACILITIES AVAILABLE																							
		Communications Center	Gymnasium	Supervisors	Check-out Equipment	Paved Play Area	Informal Open Space	Play Apparatus	Horseshoes	Shuffleboard	Covered Shelters	Sanitary Facilities	Passive/Sitting Areas	Wading Pool	Swimming Pool	Tennis Courts	Picnic Area	Hiking Trail	Baseball	Softball	Football	Track	Spectator Facilities	Golf Course	Public Transit
1. Bickford Park	3.01	x	x	x	x	x	x	x		x	x	x				x									x
2. Gooch	10.28				x	x	x	x		x	x	x				x			x	x	x		x		
3. Guthrie	6.00	x	x	x	x	x	x	x		x	x				x			x	x						x
4. Hollywood	3.02	x	x	x	x	x	x					x	x												x
5. Klondike	12.83	x		x	x		x	x			x	x		x				x	x	x					x
6. Hurt Village Center	2.00	x		x	x		x				x	x	x	x											x
7. May Street	8.50					U	N	D	E	V	E	L	O	P	E	D		S	I	T	E				
8. New Chicago	8.45						x	x	x		x	x		x						x	x				
9. Oates Manor	3.00	x		x	x	x		x			x														x
10. University	10.40						x				x	x	x			x									x
11. Volentine	3.59					x	x	x			x	x						x	x	x					x
12. Washington	7.80					x	x	x			x	x	x		x		x		x	x					x
13. L. E. Brown	6.10						x	x			x	x		x				x	x						x
14. John Rogers Tennis Ctr.	4.94			x	x						x	x			x			x	x						x
15. Malone	1.88						x	x			x			x						x					x
16. Brinkley	.97																x								x
17. Columbus	.11											x													x
18. Tom Lee	10.28	S	C	E	N	I	C			S	I	T	E	x	O	N		R	I	V	E	R			
19. Ashburn	2.26	S	C	E	N	I	C			S	I	T	E	x											
20. Martyrs	6.14	S	C	E	N	I	C			S	I	T	E	x											
21. Army	.54											x													x
22. Navy	.45											x													x
23. Beale	8.00					U	N	D	E	V	E	L	O	P	E	D		S	I	T	E				
24. Forrest	8.07					x		x	x		x	x	x												x
25. Madison & Orleans	.51					U	N	D	E	V	E	L	O	P	E	D									
26. Magevney House	.26			x								x	H	I	S	T	O	R	I	C	A	L			x
27. Court Square	2.08										x	x	x										x		x
28. Jefferson Davis	2.46	S	C	E	N	I	C			S	I	T	E	x											
29. Confederate	2.75											x													x
30. Handy	.43											x													x
31. Winchester	8.88					x	x	x			x	x	x			x			x						
32. Morris	4.85										x	x	x	x					x						x
33. Chandler	2.58					x	x	x			x	x							x						x
34. Lincoln	1.10					U	N	D	E	V	E	L	O	P	E	D									
35. South Side	3.39					x	x	x			x	x	x	x		x		x	x	x		x			x
36. Patton	.47					x	x	x			x														
37. B. F. Boothe	4.23					x	x	x			x	x	x					x	x	x					x
38. Belz	10.92					x	x	x			x	x	x	x		x									
39. Martin L. King (Riverside)	372.32						x	x			x	x	x				x	x		x				x	x
40. DeSoto	18.59					x	x	x			x	x	x			x			x						x
41. E. H. Crump	5.60	S	C	E	N	I	C			S	I	T	E	x											x
42. Pine Hill	60.76	x	x	x	x	x	x	x		x	x	x	x	x	x	x							x	x	x
43. Riverview	17.72	x	x	x	x	x	x	x		x	x	x		x					x	x	x		x	x	x
44. Gaston	8.29	x	x		x		x	x		x	x	x		x					x	x	x		x		x
Total	756.81																								

V. COST

The Memphis Park Commission receives from the general tax levy an amount not to exceed \$0.15 for every \$100.00 of assessed valuation. The current amount from the tax levy directed to parks is \$0.11; however, this figure is supplemented by a general fund appropriation equal to about \$0.08.⁸ For 1973, the Memphis Park Commission's Operating Budget was a little over eight million dollars. Of this total, approximately 25 percent or about two million dollars was allocated to the inner-city area.⁹ The Operating Budget covers such expenditures as maintenance, salaries and personnel, equipment, supplies, and programs. It should be pointed out that the eight million dollar budget included the high expenditure items of Memphis Memorial Stadium and the Overton Park Zoo, both of which are outside the inner-city area.

For 1973, the City of Memphis had a Recreation Capital Improvements Program of \$1,621,796. Of this total \$750,000, or approximately 46 percent was scheduled for projects in the inner-city area.¹⁰ The Capital Improvements Program covers expenditures for acquisition and development of new projects and/or extensive expansion or improvements of existing sites. The Capital Improvements Program is financed primarily by matching fund federal grants in which a federal government agency pays for 50 percent of a project while a local government matches

⁸Parks, Recreation and Conservation Plan, p. 22.

⁹Interview, Larry Cox.

¹⁰Ibid.

the federal share with the other 50 percent. The city of Memphis provides its matching shares mainly through general obligation bonds, revenue bonds, and revenue obtained from the Memphis Park Commission's facilities.¹¹

The combined Operating Budget and Capital Improvements Program in the inner-city area for 1973 was approximately \$2,750,000.

VI. EVALUATION

Accessibility

As has already been stated, accessibility will be measured in terms of the percentage of persons not within either a one-half mile or a one mile radius of certain types of facilities. The one-half mile radius was used for essentially neighborhood oriented facilities, while the one mile radius was used for essentially community oriented facilities. The specific facilities examined in each category were discussed in Chapter I.

Thirty-one (31) percent of the inner-city residents of Memphis are not within one-half mile of a recreational site with a paved play area. Twenty (20) percent of the inner-city residents are without informal open space, and 25 percent of those persons living in the inner-city are not within a half-mile of play apparatus such as slides and swings. Only 15 percent of the inner-city residents are not within a half-mile of a recreation site with sanitary facilities. Thirty-seven (37) percent of

¹¹Ibid.

the residents are without a passive recreation site within a half-mile of their homes, and 57 percent lack a recreational site with a wading pool or a spray pool within a half-mile of their home: (see Table 4-2).

Within the one-mile radius, only 20 percent of the inner-city residents do not live within a mile of a swimming pool. Twenty-four (24) percent of the inner-city population is not within a mile of tennis courts. Only 2 percent of the inner-city population is not within a mile of regulation athletic fields, but 31 percent of the inner-city residents are not within a mile radius of athletic fields with spectator facilities. Thirty-three (33) percent of the inner-city population is not within a mile of a picnic area, and 81 percent of the inner-city residents are not within the prescribed distance of either hiking and/or biking trails. And 27 percent of the inner-city dwellers do not live within a mile of a community center (see Table 4-2).

In addition to the direct accessibility measures concerning distance, other accessibility factors were also taken into consideration. Eighteen (18) percent of the inner-city recreational sites are not accessible by public transportation. Sixteen (16) percent of the sites are not accessible by sidewalks, and 20 percent of the inner-city recreational sites have physical impediments, such as railroad tracks, busy streets and thoroughfares, or hills or gullies hindering access to the sites.

The above information indicates that accessibility to sites and facilities is not a great problem in Memphis, except for passive recreational sites, sites with a wading or spray pool, and hiking and bicycle trails. However, the percentages do indicate that there is still room

TABLE 4-2
MEMPHIS—ACCESSIBILITY

Type	Population W/Out	Percent
<u>One-half mile radius</u>		
1. Paved Play Area	54,541	31%
2. Informal Open Space	34,008	20%
3. Play Apparatus	43,279	25%
4. Sanitary Facilities	26,137	15%
5. Passive Area	64,226	37%
6. Wading or Spray Pool	97,907	57%
<u>One-mile radius</u>		
1. Swimming Pool	35,010	20%
2. Tennis Court	41,335	24%
3. Athletic Fields	3,700	2%
4. Spectator Facilities	52,864	31%
5. Picnic Areas	57,695	33%
6. Hiking or Bicycle Trails	139,700	81%
7. Community Centers	47,077	27%

for improvements and that there are not, as the perceived problems suggested, enough sites in the inner-city area.

Variety

The forty-four recreational sites in Memphis' inner-city area provide seventy-one different recreational activities. The most often provided facilities are sitting areas for passive recreation, available at thirty sites; swings and informal open space, available at twenty-four sites; slides, available at twenty-three sites; and jungle-gyms and outdoor basketball available at nineteen sites.

In addition to these activities, the Memphis Park Commission also conducts special summer programs in the inner-city area. In conjunction with the Memphis Board of Education, the Park Commission operates a free lunch program for disadvantaged youth that serves over 30,000 children each day. For disadvantaged youth, the Park Commission operates free day camp and free swimming at various sites throughout the inner-city area. Additional summer programs operated in the inner-city include field trips, rock concerts, a bicycle derby, and various educational classes.

To determine the total number of activities available to the inner-city residents, the researcher combined the number of times the various seventy-one activities are available at the forty-four sites with the eighteen mobile units and the special programs. The combined variety total was 522 recreational activities or opportunities.

An indication of the recreational variety available in Memphis can be seen in the diverse opportunities available at the various community centers. The typical community center includes a gymnasium for all types of athletic activities such as basketball, volleyball, badminton, weight lifting, tumbling, and supervised calisthenics; game rooms for ping-pong, pool, checkers, chess, and other table games; meeting rooms for arts and crafts classes, hobbies, and club meetings; multipurpose rooms for dancing, music, or choral instruction; dressing rooms; a central office for supervisors and the storing of equipment; restrooms; and a kitchen. It should also be pointed out that all Memphis community centers have weekly activities for Senior Citizens.

In addition, it should also be noted that the Memphis inner-city recreational sites are well supervised. In the Memphis inner-city area, all community centers are served by supervisors and supplied with check-out equipment. And in the summer, all sites are served by supervisors.

As the above information indicates, the Memphis inner-city recreational sites offer a large and wide-ranging variety of recreational opportunities. Again, the Memphis inner-city residents have a variety of some 522 possible recreation activities offered to them.

Quality of Maintenance

As was stated in the first chapter, the quality of maintenance is evaluated by the percentage of sites that fit into three categories: (1) well-maintained, (2) adequately maintained, or (3) inadequately maintained (for the criteria used for assessing each category see the

"Evaluation" section; "Quality of Maintenance" in the first chapter). Of the forty-four inner-city recreational sites in Memphis, 59 percent are well-maintained, 34 percent are adequately maintained, and only 7 percent are inadequately maintained (see Table 4-3).

TABLE 4-3
MEMPHIS—QUALITY OF MAINTENANCE

Category	Number of Sites	Percent
Well Maintained	26	59%
Adequately Maintained	15	34%
Inadequately Maintained	3	7%

The cleaning of grounds and buildings is the most prevalent maintenance problem, followed by the upkeep of game courts, and then the upkeep of equipment and apparatus. Litter in the form of broken glass, cans, and paper was the maintenance problem that was most often seen during the personal inspections of the recreational sites. As has been pointed out, not only does this detract from the visual attractiveness of a site, but broken glass and cans are also safety hazards to the users of the sites.

All things considered, the quality of maintenance of Memphis' inner-city recreation facilities is good and should not be considered a problem. Some minor work is needed, however, on individual sites in order to make them the attractive, safe facilities they should be.

Effective Use of Land

Since recreation is often in competition with other users for land in inner-city areas, recreation departments should make the most efficient use possible of the available recreation land. One method of doing this is joint cooperation among the various public sectors, primarily the school boards and the recreation departments.

From all indications of this research, there is a great deal of cooperation between the Memphis Park Commission and the Memphis Board of Education. As has already been mentioned, the Park Commission and the Board of Education operate a free lunch program during the summer for disadvantaged youth. Mr. Gerald McKinney, Superintendent of Recreation for the Memphis Park Commission, stated during an interview, that the Board of Education allows the Park Commission to use some forty to fifty school gymnasiums year round to supplement the Park Commission's community center programs.¹²

Since there is a cooperative agreement between the Board of Education and the Park Commission, every attempt is made to locate neighborhood parks adjacent to school sites "in order to avoid duplication of facilities and to permit maximum utilization."¹³ During the course of the personal inspections, the researcher discovered that nearly all of the neighborhood parks and community centers were located adjacent to schools. In fact, 38 percent of all inner-city recreation

¹²Interview, Mr. Gerald McKinney, Superintendent of Recreation, Memphis Park Commission, December 17, 1973.

¹³Parks, Recreation and Conservation Plan, p. 48.

sites were located next to schools. All indications are that there is a great deal of cooperation among the various public sectors.

A second measure of effective use of land is determining what percentage of inner-city land is undeveloped. According to information obtained from Larry Cox and from the researcher's own observations, only 2 percent of the inner-city recreation land is undeveloped. This land will be developed in future years.

A third measure of effective use of land is the ratio of total inner-city recreation acreage (756.81) to total inner-city recreational opportunities (522). This comparison results in a ratio of 1.45 recreational acres for every one recreational opportunity. However, the researcher wishes to point out that two large inner-city parks account for 533.08 acres or about 70 percent of the total inner-city recreation acreage. For this reason, Memphis' ratio of recreation acreage to opportunities might be misleading.

From all indications of this research, Memphis is doing a good job of effectively using its recreation land. Table 4-4 shows the evaluation of the three measures of effective use of land.

TABLE 4-4
MEMPHIS—EFFECTIVE USE OF LAND

Measure	Evaluation
1. Coordination of Efforts	Good
2. Percent of Undeveloped Land	2%
3. Ratio of Opportunities to Acreage	1:1.45

Costs

As has already been stated, the Operating Budget for the Memphis Park Commission for 1973 was slightly over \$8,000,000. Of this total, \$2,000,000 was allocated for conducting programs in the inner-city area. The Memphis inner-city population is 172,813. Therefore, for 1973, the Park Commission spent \$11.57 per capita for inner-city recreation. This compares to a recreation expenditure of \$11.13 per capita for Memphis as a whole.

VII. SUMMARY

This research indicates that there are no glaring weaknesses in the Memphis inner-city recreation program. Of the five factors used for evaluation in this research, Memphis' main problem seems to be accessibility. As each of the persons interviewed indicated, there are simply not enough facilities in the inner-city area. The neighborhood oriented facilities of paved play areas, passive areas, and wading and spray pools along with the community oriented facilities of picnic areas and hiking and biking trails represent the main accessible problems. However, the lack of money, the lack of available land, and the high price of inner-city land are the main problems that impede accessibility progress.

As has already been stated, there appear to be no glaring weaknesses in Memphis' inner-city recreation situation. However, there are certain strengths. First and foremost is the positive attitude and the realization of the need for inner-city recreation by the staff of the Memphis

Park Commission. It is because of the staff that the inner-city area has such a wide variety of programs and opportunities. The Park Commission's priority on community centers has provided a strong system of community centers and a variety of programs in the inner-city area. Another strong point of the Memphis inner-city recreation situation is the fact that more money is spent per capita on recreation in the inner-city area than is spent for recreation per capita for the city as a whole.

Although additional strengths and weaknesses will be evident when comparisons among the study sites are discussed in the last chapter of this thesis, when viewed alone, the inner-city recreation situation for Memphis can best be described as a strong one that is striving to improve. The officials realize its weaknesses and are trying to improve them.

CHAPTER V

NASHVILLE

I. THE STUDY AREA

The study area for Nashville is composed of four Community Analysis Zones, those being the North Nashville, the East Nashville, the Elm Hill, and the University Center Analysis Zones (see map, Figure 5-1). As was stated in Chapter I, Community Analysis Zones are used for Nashville because such zones are comparable to the other study areas' planning units, while Nashville's planning units are neighborhood units, comparable to the other study areas' census tract districts. It should again be noted that neither Nashville's planning units nor Community Analysis Zones follow census tract lines.

The Nashville study area is bounded on the North by the Cumberland River, Cleveland Avenue, Mile End Avenue, and Douglas Avenue; on the East by a Louisville and Nashville Railroad Line, and the property line for the Tennessee Preparatory School; on the South by another Louisville and Nashville Railroad Line, and Interstate 440; and on the West by another Louisville and Nashville Railroad Line, Charlotte Parkway, Centennial Boulevard, and Bosley Road.

In accordance with the definition of inner-city for this research, in each Community Analysis Zone, 20 percent or more of the population is below the poverty level. The following presents the population and

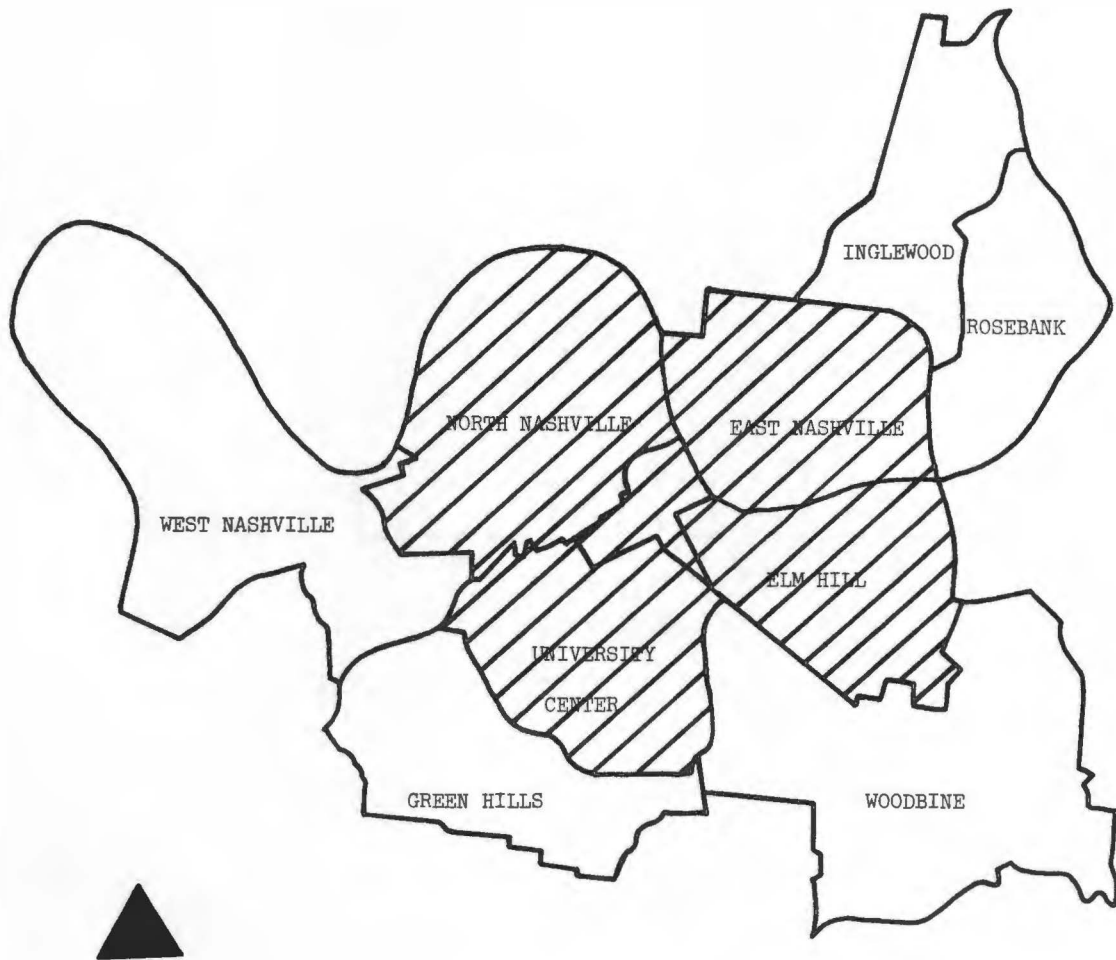


FIGURE 5-1
NASHVILLE INNER-CITY AREA

the percentage of the population below the poverty level in each
Community Analysis Zone:

<u>Analysis Zones</u>	<u>Population</u>	<u>% in Poverty</u> ¹
North Nashville	41,889	33.8%
East Nashville	33,539	23.4%
Elm Hill	12,116	38.6%
University Center	36,473	24.4%

The total population of the Nashville study area is 124,017. Of this total, 69,900, or approximately 56 percent, are black. Blacks comprise the majority of the population in two zones, North Nashville where 93 percent of the population is black, and Elm Hill where 66 percent of the population is black. In the East Nashville zone, blacks compose about 30 percent of the population, while in the University Center zone blacks composed about 35 percent of the population.² In each zone families with children make up a high percentage of the population.

II. THE ADMINISTRATION

The administrative arm of public recreation in the city of Nashville is the Nashville-Davidson County Metropolitan Board of Parks

¹"Inner City Blight," Nashville-Davidson County Metropolitan Planning Commission (September, 1973), pp. 139-233.

²Ibid.

and Recreation. Established in April of 1963 when the Metropolitan Government was established, the Board of Parks and Recreation is made up of seven members. The mayor appoints five of the members, and one member each comes from the School Board and the Metropolitan Planning Commission. Charles R. Spears, the Director of the Metropolitan Board of Parks and Recreation, is the chief administrative officer.

Although the staff of the Board of Parks and Recreation is responsible for recreation planning (i.e., long- and short-range plans, plans, the Capital Improvements Program for Recreation), Recreation Space—1980, a recreation plan done by the Metropolitan Planning Commission in 1965, established guidelines and standards that are still followed by the Board in formulating their plans. Following the guidelines and standards established by Recreation Space—1980, three basic types of parks have been and are being established by the Board of Parks and Recreation: (1) playground parks serving neighborhood areas and being at least seven acres and no more than twenty-five acres, (2) playfield parks serving several neighborhoods and being at least twenty-five acres and no more than one hundred acres, and (3) large urban parks serving the metropolitan area as a whole and being at least one hundred acres. In both the playground parks and the playfield parks, the sites should be so designed that half the area will be devoted to active activities and half the area devoted to passive

activities. Large urban parks are intended to generally be left in their natural state.³

To see how well Nashville's recreational needs were being met, the Parks and Recreation Department, the Metropolitan Department of Finance, and the Nashville Urban Observatory conducted a citizen survey. The purpose of the survey was to investigate citizen attitudes toward metropolitan recreation services and to evaluate the effectiveness of the services. A telephone survey was conducted using a random sample taken from the Nashville telephone directory. Although total results from the survey are not available at the time of this writing, preliminary results from February, 1974, has caused the Board of Parks and Recreation to reconsider some of the standards and guidelines established by Recreation Space—1980.

The main goals of the Nashville-Davidson County Metropolitan Board of Parks and Recreation are:

- Acquisition of land prior to full development to insure proper location and to minimize land costs.
- Whenever possible development of recreation facilities in conjunction with school sites to avoid duplication of facilities.
- Proper maintenance of facilities to insure perpetuality.
- Provide park activities to suit the needs of the people to be served.
- Development of the individual site to give the maximum use.
- Location so as to best serve the population.⁴

³Recreation Space—1980, Nashville-Davidson County Metropolitan Planning Commission (February, 1965).

⁴Memorandum, Nashville-Davidson County Metropolitan Planning Commission (August 17, 1973), p. 9.

III. PERCEIVED PROBLEMS

The first step in this research was to identify the problems connected with inner-city recreation as perceived by those persons interviewed. During the course of the interviews, each person interviewed was asked if he or she considered the present facilities adequate to meet the recreational needs of the inner-city area. Each person interviewed in Nashville responded no, the consensus of opinion being that there are enough of some types of facilities but not enough of others. Neighborhood playgrounds are the type of facility that is most often lacking.

In discussing the main problems connected with inner-city recreation, all persons interviewed mentioned the lack of neighborhood facilities. Mr. Lallie T. Richter, Research and Planning Administrator of the Board of Parks and Recreation stated that the Recreation Space—1980 had set a top priority on the acquisition of large tracts of land for larger parks. This problem is mainly solved, but the needs for smaller neighborhood facilities still remains. And, unfortunately, land for such facilities is now in short supply.⁵ Charles R. Spears supported this when he stated that the main problem is simply that there

⁵Interview, Mr. Lallie T. Richter, Research and Planning Administrator, Nashville-Davidson County Metropolitan Board of Parks and Recreation, February 27, 1974.

is no open space available.⁶ The consensus of the interviewees is that a lack of available land and a lack of neighborhood sites are the main problems associated with inner-city recreation.

Again, it should be pointed out that the above problems are just the main ones that are perceived as problems by those persons interviewed. Other problems and inadequacies that were detected by this research will be discussed in the remaining portions of this chapter. A summary of these problems and the Nashville inner-city recreation situation will be presented at the end of this chapter.

IV. INVENTORY

Both the Metropolitan Planning Commission and the Board of Parks and Recreation have fairly up-to-date recreational site inventories. The Metropolitan Planning Commission completed an Inner City Blight study in September of 1973. In this study, there is a recreational inventory for each Community Analysis Zone. In addition, the Board of Parks and Recreation completed a listing of its sites in January of 1974.

By using the information obtained from these two inventories, the interviews, and the personal inspections of the sites, the researcher determined that there are twenty-three recreational sites covering over nine hundred and fifteen acres (exactly 915.15) located throughout the inner-city area. For the location of these sites see Figure 5-2 and

⁶Interview, Mr. Charles R. Spears, Director, Nashville-Davidson County Board of Parks and Recreation, February 26, 1974.

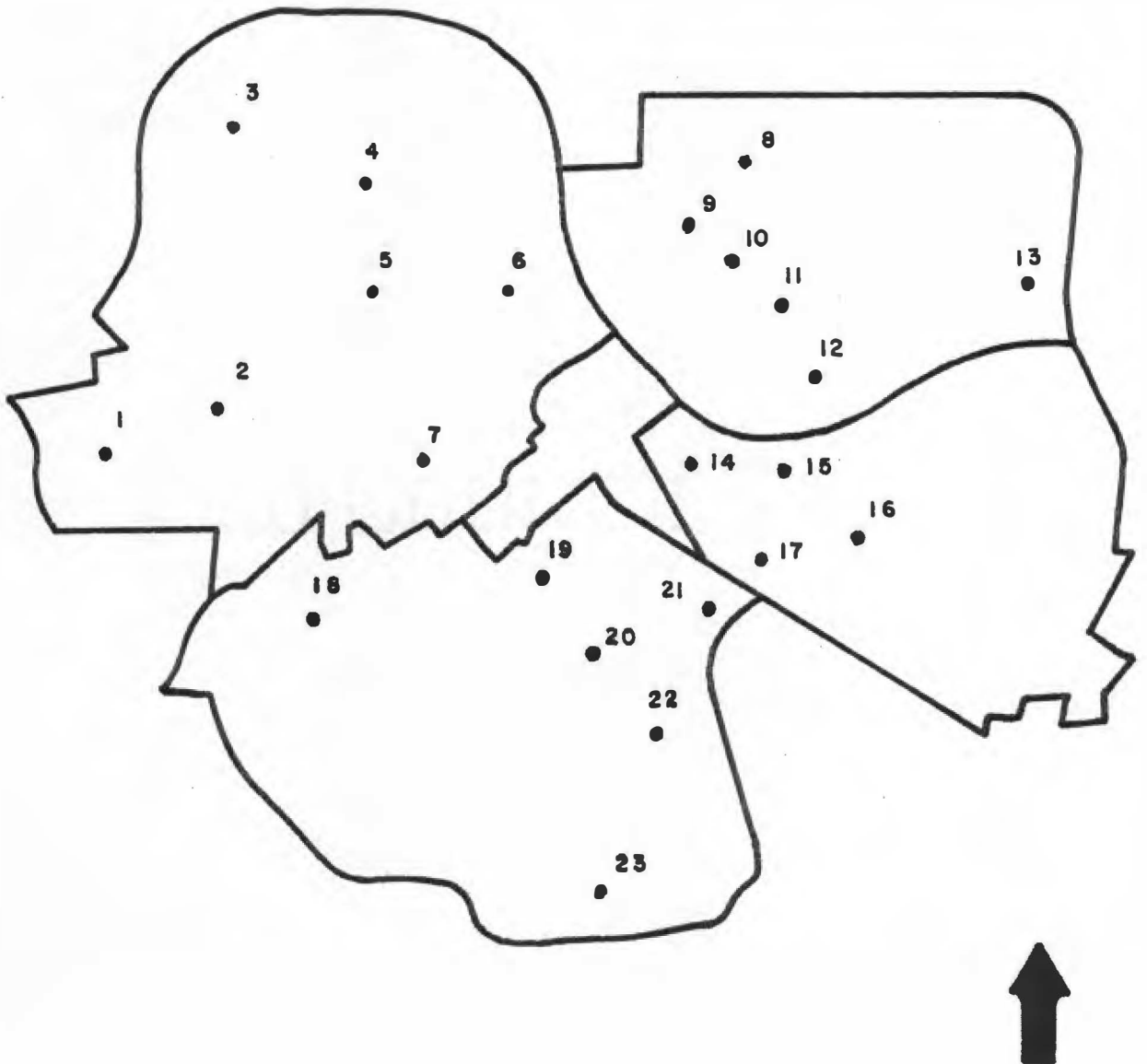


FIGURE 5-2

LOCATION OF NASHVILLE INNER-CITY RECREATION SITES

for the opportunities available at these sites see Table 5-1. The numbers on Figure 5-2 correspond to the numbers associated with the sites in Table 5-1. The small number of sites with a large total acreage supports Mr. Richter's statement that the first priority of the Board was to acquire large tracts of land for larger parks.

In addition to the twenty-three permanent sites, the Board of Parks and Recreation also operated six mobile recreation units. Nashville's mobile units include two playmobiles, one skatemobile, one showmobile, one chowmobile (a mobile concession stand), and a mobile music laboratory. The mobile units provide recreation and entertainment opportunities in areas having limited facilities, and as such supplement neighborhood oriented facilities.

V. COST

For 1973, the Nashville-Davidson County Metropolitan Board of Parks and Recreation had an Operating Budget of \$4,477,516. Of this total, \$2,686,509, or about 60 percent was allocated to the inner-city area.⁷ The Operating Budget covers such expenditures as maintenance, salaries, equipment, supplies, and programs. The Board of Parks and Recreation's Operating Budget is mainly funded by the government's general fund, and according to Charles Spears, the recreation budget accounts for 3.7 percent of the total Nashville-Davidson County Metropolitan Government's budget.⁸ In addition to the resources allocated from the general fund,

⁷Interview, Charles R. Spears.

⁸Ibid.

the Board of Parks and Recreation also receives some revenue from parking fees and such charged at various recreational sites.

For 1973, Nashville-Davidson County had a Recreation Capital Improvements program of \$3,300,000. Of this total, \$2,150,000, or approximately 65 percent was scheduled for projects in the inner-city area.⁹ The Capital Improvements Program covers expenditures for acquisition and development of new projects and/or extensive expansion or improvement of existing sites. The Capital Improvements Program is financed primarily by matching fund federal grants in which a federal government agency pays for 50 percent of a project while a local government matches the federal share with the other 50 percent. Nashville-Davidson County finances its matching shares primarily through general obligation bonds.¹⁰

The combined Operating Budget and Capital Improvements Program allocated to the Nashville-Davidson County inner-city area for 1973 was \$4,836,509, and represents the allotted cost of recreational acquisition, development, and programs for 1973.

VI. EVALUATION

Accessibility

As has already been stated, accessibility will be measured in terms of the percentage of persons not within either a one-half mile or a one

⁹Ibid.

¹⁰Ibid.

mile radius of certain types of facilities. The one-half mile radius was used for essentially neighborhood oriented facilities, while the one mile radius was used for essentially community oriented facilities. The specific facilities examined in each category were discussed in Chapter I.

Within the neighborhood oriented radius of one-half mile, 38 percent of the inner-city residents are not within the desired radius of a paved play area. Twenty-three (23) percent of the inner-city population does not live within a half-mile of a recreational site with informal open space. However, only 16 percent of the inner-city residents are without play apparatus (i.e., slides and swings) in a recreational site within one-half mile of their homes. And only 18 percent of the inner-city population does not live within a half-mile of a recreational site with sanitary facilities. Recreational sites with passive areas are lacking within one-half mile of 31 percent of the inner-city residents, and 26 percent of the inner-city population is not within one-half mile of either a wading pool or a spray pool (see Table 5-2).

In looking at the community oriented facilities, it was determined that 12 percent of the inner-city population does not reside within a mile of a swimming pool. Sixteen (16) percent of the inner-city residents are not within a mile of tennis courts. Only 4 percent of the inner-city population is not within a mile of regulation athletic fields, but 22 percent of the inner-city residents are not within a mile of regulation athletic fields with spectator facilities. Eighteen (18)

TABLE 5-2
NASHVILLE—ACCESSIBILITY

Type	Population W/Out	Percent
<u>One-half mile radius</u>		
1. Paved Play Area	47,950	38%
2. Informal Open Space	28,453	23%
3. Play Apparatus	19,773	16%
4. Sanitary Facilities	22,345	18%
5. Passive Area	38,935	31%
6. Wading or Spray Pool	31,985	26%
<u>One mile radius</u>		
1. Swimming Pool	14,733	12%
2. Tennis Courts	20,510	16%
3. Athletic Fields	4,860	4%
4. Spectator Facilities	27,176	22%
5. Picnic Areas	22,426	18%
6. Hiking or Bicycle Trails	102,858	83%
7. Community Centers	4,860	4%

percent of the inner-city population lacks picnic areas within a mile of their homes. Eighty-three (83) percent of those people living in the inner-city are not within a mile of bicycle paths or walking/hiking trails. Finally, only 4 percent of the inner-city population is not within the desired radius of community centers (see Table 5-2).

In addition to the direct accessibility factors concerning distance, other factors were taken into consideration in evaluating accessibility. Thirty-one (31) percent of the inner-city recreational sites are not accessible to public transit. Twenty-six (26) percent of the inner-city sites are not accessible by sidewalks. And 26 percent of the inner-city recreational sites have physical impediments, such as Interstates, major thoroughfares, and railroad tracks hindering access to the sites.

The above information indicates that Nashville's major accessibility problems are with neighborhood oriented sites and hiking and bicycle trails. As was stated by the interviewees, there is a lack of neighborhood oriented sites. Although accessibility to community oriented facilities is fairly good, access to types of neighborhood oriented facilities (especially paved play areas and passive areas) appears to be a problem for inner-city residents.

Variety

The twenty-three recreational sites in Nashville's inner-city area provide seventy-four different recreational activities. The most often provided activities are swings, available at nineteen sites; slides,

available at eighteen sites; lighted softball fields, available at seventeen sites; informal open space, passive areas, jungle-gyms, and swimming pools, available at sixteen sites; and gymnasiums and club rooms available at fifteen sites.

In addition to these activities, the Board of Parks and Recreation also conducts special programs in the inner-city area. During the summer, a Summer Recreation Program is conducted at all sites. The activities include games, arts and crafts, and field trips. In addition, the Board also provides free swimming instruction, and conducts a roller skating instruction course and derby.

It should be noted that Nashville was a finalist in the 1973 Gold Medal Awards Contest. The contest is sponsored by the Sports Foundation, Inc. and is sanctioned by the National Recreation and Park Association. The program and award seeks to focus national attention on recreation and parks departments which have made outstanding contributions to recreation. The award honors cities for excellence in providing "meaningful parks and recreation programs and sports activities for their citizens."¹¹

To qualify for an award, the recreation program must include both group and individual programs. These programs must include something for everyone: to tots and pre-schoolers, the teen-agers, the young adults, the mature, the elderly, the mentally retarded, and the

¹¹"National Gold Medal Awards 1973," Chicago, Illinois: Sports Foundation, Inc., p. 1.

physically handicapped. The programs must be relevant to those living in the inner-city as well as the environmentalists.

The special criteria used for judging programs includes sound financing, far-sighted land acquisition, creative leadership, diversified programming, and overall responsiveness to the community's recreational needs.

Getting to be a finalist in the Gold Medal Awards Program is an accomplishment of which the Nashville-Davidson County Metropolitan Board of Parks and Recreation is rightfully proud, and it indicates that the Board operates a program offering a wide variety of activities.

To determine the total number of activities available to the inner-city residents, the researcher combined the number of times the various seventy-four activities are available at the twenty-three sites with the six mobile units and the special programs. The combined variety total is 619 recreational opportunities available to inner-city residents.

Quality of Maintenance

As was stated in the first chapter, the quality of maintenance is evaluated by the percentage of sites that fit into three categories: (1) well-maintained, (2) adequately maintained, or (3) inadequately maintained (for the criteria used for assessing each category see the "Evaluation" section, "Quality of Maintenance" in the first chapter). Of the twenty-three inner-city recreational sites in Nashville, 52 percent are well-maintained, 31 percent are adequately maintained, and 17 percent are inadequately maintained (see Table 5-3).

TABLE 5-3
NASHVILLE—QUALITY OF MAINTENANCE

Category	Number of Sites	Percentage
Well-maintained	12	52%
Adequately maintained	7	31%
Inadequately maintained	4	17%

The most prevalent maintenance problem is the cleaning of grounds and buildings, followed by the upkeep of apparatus and equipment, and then the cutting of grass and hedges and the upkeep of game courts. Graffiti on the buildings and litter on the fields is the maintenance problem most often witnessed by the researcher during his personal inspections. Other problems witnessed are the lack of markings on some of the outdoor game courts and broken play apparatus at some sites.

Overall, the quality of maintenance of the Nashville inner-city recreational sites is good, and most of the problems can be alleviated by regular maintenance. However, there is still room for improvement, especially at the four sites in the "inadequately maintained" category. In general, though, the quality of maintenance is not a significant inner-city recreation problem.

Effective Use of Land

Since recreation is often in competition with other users for land in inner-city areas, recreation departments should make the most

efficient use possible of the available recreation land. One method of doing this is joint cooperation among the various public sectors, primarily the school boards and the recreation departments.

In Nashville, there is a degree of cooperation between the School Board and the Board of Parks and Recreation. In March of 1970, an agreement was reached whereby it was decided that "in many instances it is desirable to combine schools and parks."¹²

Basically, the agreement calls for the development, whenever possible, of schools and parks together. Each Board will be responsible for sharing the cost of acquisition and development and will allow the public use of both facilities. In addition to this, the School Board allows, upon request, the Board of Parks and Recreation to use some of its facilities for the Summer Playground Program.

In general, the cooperation is good, but more cooperation could go a long way in helping to alleviate the need for neighborhood oriented facilities, especially in the inner-city area.

A second measure of effective use of land is determining what percentage of inner-city land is undeveloped. In the interviews with Charles R. Spears and Lallie T. Richter, it was discovered that most of the Board of Parks and Recreation's land that is undeveloped is located outside the study area. Both estimated that only between 1 and 2 percent, if that much, of the inner-city recreation land is undeveloped.

¹²Interview, Mr. Robert Kurzynske, Analyst, Nashville-Davidson County Metropolitan Planning Commission, February 22, 1974.

The third measure of effective use of land is the ratio of total inner-city recreation acreage (915.15) to total inner-city recreational opportunities (619). This comparison results in a ratio of 1.47 acres of recreational land for every one recreational opportunity. As was the case in Memphis, again it should be pointed out that two sites (both with golf courses) composed over 50 percent of the total inner-city recreation acreage. It should also be pointed out that the top priority of the Board of Parks and Recreation was the acquisition of large urban parks. Both of these facts should be considered when looking at the ratio of total acreage to total opportunities.

From all indications, Nashville is making fairly effective use of its available recreation land. However, more thorough cooperation between the School Board and the Board of Parks and Recreation, in all likelihood, could help in alleviating the problem of the lack of neighborhood facilities.

Table 5-4 is a summary evaluation of effective use of land.

TABLE 5-4
NASHVILLE—EFFECTIVE USE OF LAND

Measure	Evaluation
1. Coordination of Efforts	Good
2. Percent of Undeveloped Land	1-2%
3. Ratio Total Opportunities to Acreage	1:1.47

Costs

As has already been stated, the Operating Budget for the Nashville-Davidson County Metropolitan Board of Parks and Recreation for 1973 was \$4,477,516. Of this total \$2,686,509 was allocated for operating programs and activities in the inner-city area. The Nashville inner-city population is 124,017. Therefore, for 1973, the Board of Parks and Recreation spent \$21.66 per capita for inner-city recreation. This compares to \$9.99 spent per capita for recreation for the whole Nashville-Davidson County metropolitan area. It is easy to see the emphasis is on the inner-city area.

VII. SUMMARY

This research indicates that Nashville's major inner-city recreation problem is the lack of neighborhood oriented facilities. Part of this problem is the acreage requirements set up for playground parks. The seven acre limit on the size of sites eliminates smaller parks and vest pocket parks that can greatly aid in supplying the needs for neighborhood facilities. A well-designed site of less than seven acres can be a great asset in inner-city areas where land is in such great demand.

Aside from this one major problem, Nashville is doing a good job of supplying recreational facilities in inner-city areas. The attitude of the Board of Parks and Recreation staff toward inner-city recreation is a true strength. As has been pointed out, over twice as much money

is spent per capita on inner-city recreation. The governing officials want first-class facilities and are willing to pay for them. Activities are geared for year-round participation for all age groups, as is evident in the large number of community centers with very diversified programs.

Although additional strengths and weaknesses will be evident when comparisons among the study sites are discussed in the last chapter of this thesis, when viewed alone, inner-city recreation in Nashville is strong, and the Board of Parks and Recreation is trying to make it stronger.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

In each of the study areas the opinion was expressed that a lack of available land and a lack of money are the major problems associated with providing inner-city recreational areas. To help identify additional strengths and weaknesses, the following summary compares the five factors evaluated during the research in each study area.

I. ACCESSIBILITY

This research indicates that each study area has problems with access to four common types of facilities. In each study area, the types of facilities that are least accessible, as indicated by the highest percentage of the population without, are paved play areas, passive areas, wading pools, and hiking and/or bicycle trails. And in Chattanooga and Knoxville, a high percentage of the inner-city population is also not within the desired radius of a swimming pool. This research indicates the most readily accessible facilities are play apparatus, sanitary facilities, and athletic fields. In Nashville, and Chattanooga, community centers are also within the desired radius of a high percentage of the inner-city population. The Knoxville inner-city area appears to have the greatest accessibility problems as Knoxville has the highest percentages of persons not within the desired radii for twelve of the thirteen types of facilities evaluated (see Table 6-1). Accessibility

TABLE 6-1

SUMMARY

	Chattanooga	Knoxville	Memphis	Nashville
<u>Accessibility</u>				
1. Paved play area	24%	60%	31%	31%
2. Informal open space	18	31	20	23
3. Play apparatus	15	31	25	16
4. Sanitary facilities	19	42	15	18
5. Passive areas	39	51	37	31
6. Wading or spray pools	81	91	57	26
7. Swimming pools	70	74	20	12
8. Tennis courts	4	35	24	16
9. Athletic fields	2	19	2	4
10. Spectator facilities	7	32	31	18
11. Picnic areas	49	13	33	18
12. Hiking/biking trails	100	100	81	83
13. Community centers	7	41	27	4
<u>Variety</u>				
Opportunities	426	229	522	619
<u>Quality of Maintenance</u>				
1. Well maintained	46%	19%	59%	52%
2. Adequately maintained	35	62	34	31
3. Inadequately maintained	19	19	7	17
<u>Effective Use of Land</u>				
1. Coordination	Some	Limited	Good	Good
2. Percent of undeveloped land	5%	14%	2%	1-2%
3. Ratio Opportunities: Acreage	1.94:1	1:1.15	1:1.45	1:1.47
<u>Costs</u>				
\$ per capita (inner-city)	\$13.70	\$ 7.75	\$11.57	\$21.66
\$ per capita (whole city)	\$11.92	\$ 8.98	\$11.13	\$ 9.99

to sites and facilities needs to be given more consideration by recreation planners as they develop plans for the future.

II. VARIETY

The Nashville inner-city area has the most recreational opportunities (619), followed by Memphis (522), Chattanooga (426), and Knoxville (229). Nashville also has the most inner-city recreation acreage (915.15), followed by Memphis (756.81), Knoxville (256.9), and Chattanooga (218.95). Knoxville, providing fifty-seven different activities, has the most limited variety, while Nashville with seventy-four and Memphis with seventy-one activities have the most variety. Chattanooga, operating on the smallest amount of acreage provides sixty-one different activities. The lack of variety is a real weakness in Knoxville's program. A truly varied recreation program should include not only sports and games for children, but also sports and games for adults; crafts and hobbies for all ages, such as ceramics, bead work, and wood work; outdoor and nature activities, such as day camping and field trips; social activities, such as banquets and dances; music; dramatics; instructional courses, such as cooking classes and tennis clinics; and special events, such as picnics and handicraft exhibits. At present, Memphis and Nashville are operating comprehensive programs. Chattanooga, considering its limited sites and small acreage, is operating a varied program and trying to improve. Knoxville, however, needs to expand its present programs from mainly active sports activities to programs offering a wider range of opportunities to all of the inner-city population.

III. QUALITY OF MAINTENANCE

As Table 6-1 indicates, Knoxville not only has the lowest percentage of sites in the well maintained category, but, along with Chattanooga, Knoxville also has the highest percentage of sites in the inadequately maintained category. Although the quality of maintenance could stand improving in each study area, the quality of maintenance of Knoxville's inner-city sites is poorer than the other study sites. Memphis, as Table 6-1 shows, has the greatest percentage of parks in the well-maintained category and the lowest percentage in the inadequately category. The attractiveness of Memphis' parks adds to the pleasure and enjoyment of their use.

IV. EFFECTIVE USE OF LAND

The most important tool used in this research for evaluating the effective use of land is the degree of coordination of efforts among the various public agencies. This research indicates that the greatest degree of coordination of efforts is in Memphis. As was pointed out in the chapter on Memphis, the Memphis Park Commission and the Board of Education operate a free lunch program in the summer, the Board of Education allows the Park Commission the use of some school gymnasiums, and whenever possible neighborhood parks are located adjacent to school sites. In fact, 38 percent of all inner-city recreational sites in Memphis are located next to schools. There is also a good deal of cooperation in Nashville, but not quite as extensive as that witnessed

in Memphis. Chattanooga also has some degree of cooperation between the School Board and the Chattanooga Housing Authority. In Knoxville, however, there is little coordination of efforts at all. School sites in Knoxville are generally not available for public recreation use.

Each study area has some inner-city recreational land left undeveloped, but such land is scheduled for future development. Knoxville has the most undeveloped land with 14 percent. As was stated in the text, the ratio of opportunities to acreage may be a little misleading when applied to Memphis and Nashville where both areas have some large urban parks. According to the ratio, however, Chattanooga is the only area where there are more opportunities than acres (see Table 6-1).

All things considered, however, Memphis is doing the most effective job of using its available land, followed by Nashville, Chattanooga, and Knoxville, again, coming last.

V. COSTS

Nashville, spending \$21.66 per capita, spends far more money per capita on inner-city recreation than the other study areas. Chattanooga is next at \$13.70 per capita, followed by Memphis (\$11.57), and then Knoxville (\$7.75). As can be seen in Table 6-1, Nashville has the largest discrepancy between inner-city expenditures per capita and per capita expenditures for the whole city. Knoxville is the only area where more money is spent per capita for the city as a whole than for the inner-city. Maybe it is significant that it is also in Knoxville where inner-city recreation is the weakest. When all things are

considered, Memphis provides more, ~~facility and~~ program wise, on less cost per capita and therefore gets more for its money than do the other areas.

Memphis and Nashville have the overall strongest inner-city recreation programs. Memphis is slightly ahead of Nashville because of the aesthetic beauty of its parks, ~~the use of~~ the river as a recreation resource (to be discussed in the Recommendations to follow), and the greater use of school sites thereby providing more neighborhood facilities. Nashville, on the other hand, is slightly ahead of Memphis because of the easier access to community centers and other community oriented facilities and to wading or spray pools. Nashville also has more inner-city recreation acreage and opportunities. Both areas operate excellent programs, realize their weaknesses, and are striving to improve their programs. However, this research gives Memphis a slight edge over Nashville by virtue of the fact that Memphis accomplishes its services at a lower per capita cost than does Nashville. Chattanooga's program seems to be just getting its feet on the ground. Again, for the facilities it has, Chattanooga is doing a creditable job, and ranks behind Nashville in this research. Knoxville, by virtue of its last place finish in each of the five evaluation factors, ranks fourth in this research. Knoxville needs to show improvement in each of the five areas.

VI. RECOMMENDATIONS

This research has indicated that each study area, to some degree, has problems providing adequate inner-city recreational facilities and programs. The following recommendations are offered as ideas that could help improve the inner-city recreation situation. Although these recommendations are directly applicable to the four study areas, it is hoped that these recommendations could also be applied to other inner-city areas.

Recommendation 1. Every effort should be made to develop additional guidelines other than just population based standards for formulating recreation plans.

Each study area, to some degree or another, uses population based standards (facilities per 1,000 population) for formulating recreation plans. Although such standards can be helpful, population standards should not be the only guideline followed by recreation planners. Standards, such as those published by the National Recreation Association, are arbitrary figures designed as goals to an ideal situation and were intended to serve only as a model. Unfortunately, many areas have adopted these standards without change to serve as the standards for their own communities. Because such standards are national in origin, they make no allowance for differences between communities. Thus, poorer communities may have the same goals, the possibility that area residents may have different goals, and the fact that different areas have different conditions often requiring different priorities. For example, more neighborhood playgrounds may be needed in a high density,

inner-city area than are needed for the same population living in a suburban area with large backyards. To further illustrate the point, the standard of one tennis court for every two thousand people may be totally inadequate in an area of youthful tennis enthusiasts, while the same standard may be totally unnecessary in an area mainly populated by elderly people.

Recreation planners should look more toward community and neighborhood wants and needs in developing recreation plans. In addition to population standards, the recreation planner should also consider demographic data, socio-economic factors, and special urban conditions while developing recreation plans. Ideally, community and neighborhood surveys should be conducted in order to gear plans to the wants and needs of the people they are to serve.

Recommendation 2. Greater use should be made of the rivers that flow on or through each of the study areas.

Although each of the study areas has a major river flowing through the inner-city area, Memphis is the only area that has made use of this recreation resource by providing both active and passive recreation sites along the river. Not only can such riverfront parks provide access to popular water oriented activities, but passive scenic overlooks of the river can provide enjoyable places to watch the interesting activities taking place both on the water and on the docks.

At the present time both Chattanooga and Nashville have plans for developing riverfront parks. The Chattanooga site will provide boat launchings and dock tie-ups, lighted asphalt walkways, sitting benches,

open space for free play, and picnicking and play apparatus areas.¹ The proposed Nashville site will provide pedestrian and bike trails on the dike top, picnic areas, and open space for free play below the dike.² Every effort should be made to develop these facilities as soon as possible.

Knoxville, too, has such a recreation resource in its inner-city area, but at the present time there are no plans to develop any public recreation sites along the river in the inner-city area. However, efforts should be made to formulate plans for sites along the river. Where a resource is available, every effort should be made to use it.

Recommendation 3. Each area should develop additional comprehensive community centers in order to provide more year-round activities for all age groups.

A properly developed and operated community center can provide more types of activities for all age groups on a year-round basis than can any other single facility. As such a community center is the major facility for year-round community recreation use. For this reason community centers are very important in inner-city areas where recreation land is in short supply. A comprehensive community center should contain a gymnasium for athletics of all types, including basketball, volleyball, badminton, shuffleboard, and weight lifting; game rooms for ping-pong,

¹Nickajack-Chattanooga Recreation Study (Knoxville, Tennessee: The Tennessee Valley Authority, November, 1973), p. 34.

²Letter from Charles R. Spears, Director, Board of Parks and Recreation, Nashville, Tennessee, March 26, 1974.

pool, checkers, and other table games; arts and crafts rooms; club meeting rooms, teenage lounge; a senior citizens' room; TV area; dressing rooms; sanitary facilities; a kitchen; storage area; and administrative offices. Programs of community centers should be geared toward all age groups, from the pre-schooler to the senior citizen. Community centers should be developed in conjunction with community parks.

The development and proper operation of a system of comprehensive community centers can go a long way toward meeting the varied recreational needs of all the people residing in inner-city areas.

Recommendation 4. In areas lacking neighborhood facilities and where land is in short supply, vest-pocket parks or mini-parks should be developed to supplement the existing neighborhood facilities.

As has been pointed out in this research, land for inner-city recreational purposes is in short supply. Areas that lack neighborhood facilities can help alleviate this problem by developing vest-pocket parks. Such areas, developed on vacant lots, generally substitutes for backyards in high density areas. Such facilities can be developed wherever land is available. Facilities at vest-pocket parks may include play apparatus, paved play areas, sitting areas, and informal open space.

While vest-pocket parks can fulfill certain recreational needs, their facilities are usually limited and should be considered as supportive rather than as a substitute for neighborhood playgrounds. But in such areas as Nashville, where there is a seven acre limit on the size of parks and where additional neighborhood type facilities are

needed, a properly designed and equipped vest-pocket park can help in meeting the recreational needs of the local residents. As such, vest-pocket parks can be an important aspect in helping to meet the recreational needs of the inner-city area.

Recommendation 5. The state government should provide more financial assistance to local governments for the purpose of acquiring and developing land for recreation purposes.

During the course of the interviews, each person interviewed was asked if they felt the state should assist local governments in developing recreation in urban areas—how, and why (question 23, Appendix A). Almost without exception, the interviewees thought the state should give local governments more financial aid. The consensus of opinion was that the State Department of Conservation does a good job of supplying state parks. However, these parks are not easily assessible to all people. As has already been mentioned, over 50 percent of Tennessee's population now resides in metropolitan areas. The interviewees felt that the state has a responsibility to supply these people with recreational facilities. Financial resources for cities are limited and competition for these resources is split many ways. Consequently, money for recreation often has a low priority. Since the state has more resources, the state should make funds available for acquiring and developing inner-city areas.

This idea has merit, especially since a major problem facing inner-city recreation is a lack of land and a lack of money. If more money was available, it might be possible that the problem of a lack

of land could also be alleviated. Much in the same manner as the Bureau of Outdoor Recreation makes recreation grants available through the Land and Water Conservation Fund Program, there is a need for the state to establish a grant program helping localities acquire and develop recreational sites. The Tennessee Department of Conservation should give this idea consideration.

In the first chapter the researcher painted a rather bleak picture of inner-city recreation. The researcher stated in general terms that the inner-city areas are served by older, somewhat run-down recreational facilities; that most of the recreation dollar was spent outside the inner-city area in the more affluent areas; and that inner-city recreation was generally neglected.

This research has indicated that this, however, is not the case in Tennessee. In three of the four cities examined, more money was spent per capita on inner-city recreation than was spent for the cities as a whole. In three of the four study areas, the researcher found the inner-city recreational facilities and programs equal to if not superior to, those facilities and programs outside the inner-city area in each of the four study areas new recreational facilities were being developed. And in each of the study areas, recreation officials are aware of the special recreational needs of the inner-city resident.

This is not to say that there are not any problems associated with inner-city recreation in Tennessee. To the contrary, this research has indicated there are problems. However, in three of the four study areas, inner-city recreation is fairly strong, and recreation officials are

striving to improve the existing programs. Therefore, this research indicates that on a whole, inner-city recreation in Tennessee is not the serious problem that it is in other areas of the United States.

As Tennessee becomes more and more an urbanized state, state and local planners must deal with the problems of inner-city recreation. It is hoped that this work has given planners an indication of the problems they face and an idea of what needs to be considered in facing these problems.

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APPENDIX

APPENDIX A

INTERVIEW GUIDE

Location: _____ Date: _____
Name: _____ Position: _____
Agency: _____

1. How would you define the term "inner-city"?
2. Do you have geographical population estimates for the inner-city?
3. What role do you see planning playing in providing public recreational facilities?
4. Do you have a listing of the number, location, and size of the existing and proposed public recreational facilities located in the inner-city area?
5. Do you consider these facilities adequate to meet the recreational needs of the inner-city?
6. What, from your standpoint, are the major problems connected with providing recreational facilities in inner-city areas?
7. Are surveys conducted to determine where facilities should be located or are they supplied where land is available?
8. Are demand surveys conducted to determine the recreational needs of the residents of the inner-city?
9. Are there any special programs or facilities designed for the inner-city area?
10. Has there been any special push to supply the inner-city with more recreational facilities?
11. Are the inner-city recreational facilities designed for multiple uses?
12. Are the facilities and programs geared toward year-round use?
13. Do the existing facilities and programs have appeal to all residents, both young and old?

14. Is there any attempt to coordinate the efforts and resources of the various public sectors in providing recreational facilities (e.g., coordination between the school board and the parks department)?
15. How much money is spent for acquiring, developing, operating, and maintaining facilities for the whole system? For facilities in the inner-city?
16. What percentage of recreation's Capital Improvements Program is allocated to the inner-city?
17. What methods are used for financing all phases of the recreation program?
18. How much money is spent per capita on recreation in the inner-city?
19. What percentage of the inner-city recreation land is not developed? Is there any special reason why?
20. In general, are most inner-city facilities easily accessible by public transportation?
21. Are your recreation planning efforts coordinated with the 1969 statewide outdoor recreation plan? In what way?
22. What type of recreation planning standards are in use (e.g., activity-based, population-based, other)?
23. Do you feel the state should assist local governments in developing recreation for urban areas? How? Why?
24. What agencies do you feel have an obligation to increase their role in providing urban recreation facilities?

APPENDIX B

PERSONAL INSPECTION CHECKLIST

I. Background Information

1. Name _____
2. Location _____
3. Size of Site _____ (Acres)
4. Approximate population it serves _____
5. Type of Site
 - (a) Community Center _____
 - (b) Neighborhood Park _____
 - (c) Mini Park _____
 - (d) Tot-lot _____
 - (e) Play Ground _____
 - (f) Other _____

II. Facility Information

1. What facilities and opportunities are available at the site
 - (a) Central Office for checking out equipment _____
 - (b) Supervisory staff _____
 - (c) Covered shelters _____
 - (d) Restrooms _____
 - (e) Swimming pool _____
 - (f) Golf course _____
 - (g) Picnic area _____
 - (h) Gymnasium _____
 - (i) Ball fields
 - (1) Baseball _____
 - (2) Softball _____
 - (3) Football _____
 - (4) Other _____
 - Remarks _____
 - (5) Multipurpose _____
 - (j) Hiking trails _____
 - (k) Bike trails _____
 - (l) Sitting areas _____
 - (m) Playground equipment
 - (1) Swings _____
 - (2) Slides _____
 - (3) See-saws _____
 - (4) Jungle-gyms _____
 - (5) Sandboxes _____
 - (6) Merry-go-rounds _____
 - (7) Imagination area _____
 - (8) Other _____
 - Remarks _____

- (n) Courts
- (1) Basketball _____
 - (2) Shuffleboard _____
 - (3) Volleyball _____
 - (4) Tennis _____
 - (5) Handball/Paddleball _____
 - (6) Other _____
- Remarks _____
- (7) Multipurpose _____
- (o) Arts and crafts _____
- (p) Table games _____
- (q) Dance programs _____
- (r) TV areas _____
- (s) Horseshoes _____
- (t) Community programs _____
- (u) Senior citizen activities _____
- Remarks _____
- (v) Other _____
- Remarks _____
- (w) Remarks (refer to item by letter/number)

III. Maintenance of the Site

1. The following areas need improved maintenance:
 - (a) Cleaning of buildings and grounds _____
 - (b) Upkeep of game courts (marking, etc.) _____
 - (c) Cutting of grass and hedges _____
 - (d) Upkeep of equipment and apparatus _____
 - (e) Painting _____
 - (f) General drainage _____
 - (g) Remarks (refer to items by letter) _____

IV. Accessibility of Site

1. Ready access to public transportation _____
2. Easy walking access _____
 - (a) Provision of sidewalks _____
3. List of man-made or natural features that impede access
 - (a) _____
 - (b) _____
 - (c) _____
4. Remarks (refer to number/letter)

APPENDIX C

NASHVILLE RECREATION SURVEY

1. How many people are in your household?
2. Would you tell me the age and sex of each person?
3. Name three recreational activities that _____
(household member #1)
enjoys doing most away from home: (a) _____ (b) _____ (c) _____.
Repeated for all persons in household.
4. Which of these three is his/her favorite activity?
5. Where does he/she enjoy going most for this activity?
6. Do you think there are adequate opportunities in the Middle Tennessee area for all of these activities?
8. We would like to know how your household members would rate the parks and recreational opportunities in your immediate area. Would you rate them: Excellent, Good, Fair, Poor?
9. Would you tell me why you say that?
10. Has anyone in your household used (name of nearest park) _____
Park at (location or address) _____ since September 1?
19. If yes, would you tell me how your household members would evaluate this park? Would they rate it: Excellent, Good, Fair, or Poor?

How would they rate it according to the following: (a) hours of operation; (b) cleanliness; (c) condition and safety of equipment; (d) helpfulness and attitude of personnel; (e) amount of space; (f) feeling of security; (g) variety of programs and activities; (h) convenience of park to your home.
11. If no, (to Question 10), would you tell me why no one used it since September 1?
12. Let me read a list of possible reasons in case we have overlooked some. (a) Not open convenient hours or days; (b) too far away; (c) it's too crowded; (d) it's not clean; (e) costs too much to go there; (f) activities not interesting (what would be interesting?); (g) like other Metro facilities better (why do you say

that?); (h) too dangerous (if yes, what do you mean by that?); (i) you've been too busy with other things; (j) use private facilities instead; (k) bad weather.

20. Did anyone in your household use (name of nearest community center) _____ Community Center at (location or address) _____ Since September 1?
29. If yes, could you tell me how your household members would evaluate this community center? Would they rate it: Excellent, Good, Fair, or Poor? How would they rate it according to the following: (same as in Question 19).
21. If no (to Question 20) would you tell me why no one used it since September 1?
22. Let me read a list of possible reasons in case we have overlooked some. (Same as in Question 12) with addition of : Didn't know about its programs.
30. Has any one in your household been to any othe Metro facilities since September 1?
31. If yes, which ones were they and who used them?
37. Which Metro recreation facility does (household member #1) _____ enjoy most? (Repeated for all members).
38. Would you tell me why this is his/her favorite facility?
41. Does the household have a family vehicle?
42. What was the last grade, or class, the head of the household completed in school?
43. Do you own your home, or do you pay rent, or do you live with your parents?
44. About how many years have you lived in Davidson County?
45. About how many years have you lived in the immediate area?
46. Would you tell me approximately what is the level of income for all members of your household; that is, before any taxes? Is your total annual income: Below \$5,000; between \$5,000 and \$10,000; between \$10,000 and \$15,000; between \$15,000 and \$25,000; over \$25,000?

47. Is your race: white, black, or another race?

NOTE: A number of questions have been omitted where data have not been analyzed.

VITA

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