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ASSESSMENT OF RECREATION NEEDS AND ISSUES IN TENNESSEE AS PERCEIVED BY RECREATION PROVIDERS

A Thesis

Presented for the

Master of Science in Planning

Degree

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Kendall M. North

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ABSTRACT

This thesis looks at the perceptions of recreation providers regarding needs, issues, and barriers in recreation in Tennessee. In particular, it focuses on if perceptions differ by geographic region, levels of government, public vs. private sector, and various subgroups.

The research instrument used was a Delphi survey which was sent to various public and private recreation providers across the state. The question of funding was the most important factor according to the participants in different geographic areas. The participants had different ideas concerning the use of funding for facility development and natural resource protection.

The participants at different levels of government had their own ideas of recreation issues. The main differences in perceptions concerned natural resource protection, education of government officials, and funding.

The main differences between public and private recreation participants concerned funding also. The respondents had different opinions of whether funding should be provided at the state, regional, or local level.

In the analysis, there were subgroups which were identified. One major subgroup was environmentally based groups. This group was interested in natural resource protection and funding for facility maintenance. Other subgroups which were identified were administrative, operational, harvesters, rural, and urban groups.

The different groups of participants had many areas of common interest. The participants, as a whole, felt that funding should be primarily allocated to natural resource protection and facility maintenance. Also, there was a consensus that such issues as natural environment protection, education of public officials, and public awareness were important.

As a result of the analysis certain conclusions were reached. First of all, there is a need for further research to identify alternatives for increased funding. In addition, a policy which promotes the protection of our natural resources should be established. Finally, the public and the politicians should be educated about the benefits of recreation.

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CHAPTER I

INTRODUCTION

Recreation is a very popular activity in today's society. People engage in recreation activities for enjoyment and to improve health. Recreation also serves as an outlet to alleviate stress and day-to-day problems. Refreshment of the body through recreation is an important function.

In order to understand the concept of recreation, it should be defined. Some people consider recreation to be any form of play, amusement, or relaxation. Recreation in this definition entails any type of activity which involves pleasure to the participant. Another definition of recreation proposes that it is the refreshment of the body or mind. This definition suggests that recreation is an activity which serves as a diversion from the act of work.

In order to engage in recreation, the following conditions must exist:

1. Leisure time -- Recreation must involve periods in which there is unoccupied time in which a person may engage in rest or relaxation.

2. Voluntary -- Recreation is an activity which should result from a person's own choice or consent.

3. The generation of mental or physical benefits -- Recreation should allow for the refreshment of the body and the mind.[1]

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[1]Interview: Dr. Schell, University of Tennessee, School of Agriculture.

There are many types of activities which can qualify as recreation based on the aforementioned definitions. With the projected increase in leisure time and disposable income for the public, the need for adequate recreation facilities is important. Governments generally provide for the public recreation areas and opportunities.

However, some members of the public have suggested that the different levels of government should not be involved in providing recreation facilities. Instead, government should be more involved in providing more important and essential services, such as education, housing, and transportation. Also they believe that recreation services should be provided solely by the private sector. However, recreation is vital because it improves the quality of our lives. Adequate facilities for the most part cannot be provided by the private sector. In addition, if facilities are not provided by the levels of government, many members of the public cannot afford them. Therefore, federal, state, and local governments must accept the responsibility and take the lead in providing recreation facilities.

Importance of Recreation

Recreation is important because it provides a variety of benefits. It helps people to achieve personal goals such as health and fitness. In addition, recreation ". . . becomes a stimulant or catalyst for the achievement of the nation's social goals: health, education,

employment, family cohesion, economic vitality, and environmental quality."[2]

Health

One of the reasons people participate in recreation is to maintain or improve their health. Increased health creates a more productive work force. In addition, recreation helps to relieve stress. Stress has been identified by the medical community as a precursor for other types of illnesses. Stress is also a common ailment that occurs in the work place. Relief from stress is very important in maintaining one's health. Therefore, recreation is important for the achievement of both good mental and physical health.[3]

Many companies have begun to sponsor health improvement programs for their employees. These programs contain opportunities and access to recreation facilities, as well as, wellness programs. The private sector has realized the importance of a healthy work force.

Economic

Recreation can create increased economic activity. The economic benefits from leisure activities has increased from $58 billion a year in 1965 to $300 billion a year in 1984. Recreation is important in job creations and economic prosperity. The existence of recreation

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[2]The President's Commission on Americans Outdoors, American Outdoors -- The Legacy, the Challenge (Island Press: Washington, D.C. 1987), p. 22.

[3]Ibid., p. 23.

facilities can generate tremendous economic benefits. In particular, state or local parks can be very beneficial to certain communities in terms of job creations and revenues generated. Resort areas are another recreation facility which can provide economic benefits to an area. Such facilities as ski resorts or amusement parks provide millions of dollars in terms of revenue for a community.[4]

Tourism is an important industry. Many recreation areas are destinations for tourists. As an example, in 1984, the public was involved in more than one billion recreational trips which were at least 100 miles long within the U.S. It is estimated that these excursions created commercial benefits of $225.1 billion and the establishment of 4.7 million jobs. In addition, according to a 1986 Market Opinion Research survey, three-fourths of the adults in the United States journeyed outside their own towns to parks on excursions which lasted one day. The stimulation of tourism comprises a large part of the economic benefits of recreation.[5]

Recreation facilities are also a consideration in the location decision of industry. Unfortunately, economic development strategies sometimes do not include parks and other recreation areas as methods.[6]

The methods for determining the economic values for recreation facilities needs to be improved. One such method which exists is the

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[4]Missouri Department of Natural Resources, Missouri Statewide Comprehensive Outdoor Recreation Plan 1985-1990, p. 36.

[5]The President's Commission on Americans Outdoors, p. 26.

[6]Texas Parks and Wildlife Commission, Texas Outdoor Recreation Plan 1985, p. 7.

Park Area Recreation Visitors Survey (PARVS). This system tries to explain the economic influences that national, state, and local parks have. The survey accumulates information in regard to visitors of recreation areas. These data can be used to determine the economic impact that recreation facilities have.[7]

Civic Pride and Education

Many communities use recreation to realize community goals. Communities use recreation facilities in order to help revitalize blighted areas. Recreation activities can be established as part of a community's efforts to help make its downtown area become a center for community life. Recreation facilities can provide a setting where residents can interact and socialize. Such areas are important in establishing a sense of community.[8]

Recreation can also be important in maintaining the unity of the family. Children and their activities influence the amount of time their parents are involved in recreational activities. Family relationships can be influenced by recreation opportunities. Recreation allows children opportunities to gain skills, develop socially, and become self-confident.[9]

In addition, recreation, particularly in the outdoors, can be an important educational aid. An understanding of nature is important in

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[7]The President's Commission on Americans Outdoors, p. 31.

[8]Ibid., p. 29.

[9]Ibid., p. 27.

order for people to develop a respect for their environment. Educational programs can serve as an important aid in instituting natural resource protection. People, through education, can develop an understanding of how to appreciate nature.

Environmental Quality

Recreation areas increase the opportunity to preserve the quality of our environment. Standards based on recreation uses were eventually incorporated into the clean water laws. Through these efforts, rivers became cleaner and waterfronts were able to be used as recreational areas.[10]

The existence of wilderness areas helps preserve clean air, water, and vital ecosystems. The preservation of these areas is important in protecting not only nature but opportunities for recreation.[11]

Wilderness areas preserve a plethora of different types of plants and animals. They also have economic worth as recreation assets. Many people enjoy such activities as hunting, fishing, and observing wildlife. In 1980, the public spent over $40 billion to pursue these activities. The public is also interested in wilderness areas for the protection of natural resources. Many wilderness areas serve as refuges for a variety of wildlife. Many people believe that such areas should

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[10]Ibid., p. 26.

[11]Ibid., p. 27.

be protected, not just for their recreation value, but to help preserve species of wildlife.[12]

Recreation Planning

For over twenty years recreation planning in the U.S. has been required by regulations established by Congress. These regulations require states to prepare federally approved outdoor recreation plans in order to receive federal aid. Financial assistance is given through the Land and Water Conservation Fund, established in 1965. This fund consists of monies obtained from entrance fees, federal land sales, and offshore drilling leases.[13]

The recreation plans required by the federal government are entitled State Comprehensive Outdoor Recreation Plans (SCORP). According to the regulations the plans should include an assessment of recreation needs. The SCORP guidelines require that the planning process be comprehensive and continuous. Each state has the opportunity to develop and implement its own planning process. However, the states are required to develop a new plan every five years.[14]

Two key parts of the SCORP plan are the needs assessment and the policy plan. The plan should give an overview of issues, needs, policies and recommendations. The needs assessment and policy plan should be composed of the following items:

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[12]Ibid.

[13]Tennessee Department of Conservation, Tennessee State Outdoor Recreation Planning Report 1984, p. 3.

[14]Ibid.

1. Presentation of issues -- A presentation of state outdoor recreation issues accumulated as a result of public participation programs.

2. Analysis of demand -- A determination of what ways people participate in recreation and a prediction of demand for certain types of recreation activities.

3. Assessment of supply, programs, and opportunities -- An assessment of available supply and programs which yield outdoor recreation opportunities, including an assessment of their capability for increased use in the future.

4. Analysis of future needs -- A description of present and probable future needs for outdoor recreation lands and facilities.

5. Special studies -- Any studies which give helpful facts concerning special issues, demands, or supplies.

6. Presentation of options and alternatives -- A statement of any options that will be important in devising future recreation plans.

7. SCORP recommendations and policies -- A statement of crucial measures that are concerned with detailed recreation issues that are covered in the recreation planning process.

8. Project selection process -- A statement describing the Land and Water Conservation Fund project selection method devised by the state to comply with the SCORP regulations.[15]

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[15]Ibid., pp. 3-4.

Importance of Needs Assessment

Information concerning needs is helpful in determining demand for services, estimating service resources, and determining factors that serve as a barrier to proper service delivery.[16]

Needs assessment is important because it provides information that allows planners to estimate demand factors that exist in a community. This allows for the dissemination of information to assess the need for new services in the future.[17]

The term "need" is usually defined as the difference between what is considered a necessary amount of a certain level of service and what is actually available. In the SCORP process, an attempt is made to analyze future needs. The analysis of future needs for recreation concerns assessing the existing and probable future needs for recreation facilities. This is an important part of the needs assessment process.

In the SCORP planning process, needs assessment can be accomplished by the use of surveys. There are three important advantages to using surveys. First of all, well constructed surveys offer valid and dependable information about the opinions of citizens in regard to service needs. Surveys are also the most direct manner in which to gather data concerning the needs of the public. Finally, surveys are flexible and can be constructed in a number of different formats to obtain information regarding needs.[18]

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[16]C. Clifford Akison, Evaluation of Human Service Programs, (New York: McGraw-Hill, 1978), p. 249.

[17]Ibid., p. 216.

[18]Ibid., p. 238.

Needs assessment provides information to a larger planning process that results in the choice and prioritization of problem areas and populations which should be focused on. Also, the needs assessment process provides for the selection and implementation of detailed community program activities and the evaluation of these activities. The information from this process helps to insure that there will be extra inputs in order to discourage dependence on the establishment of service needs at only the professional level.[19]

In addition to examining needs, assessment surveys are important in discovering areas which serve as obstacles in meeting certain needs. Surveys can also be used to identify existing resources that can be used to help satisfy unfulfilled needs. Also, assessment programs are beneficial in learning more about the political and social value system which supports a particular service area. The values often influence which needs are recognized and which needs get priority in the planning process.[20]

Because the needs assessment process requires the use of considerable resources, its use should be contemplated when there is a good chance for planning new services or for redesigning the present services as a result of identified needs. Where there is a chance for new services, needs assessment efforts at the regional level comprise several advantages. A regionally based assessment of needs represents considerable savings in terms of financial and human output as compared

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[19]Ibid., p. 221.

[20]Ibid., pp. 221-222.

to individual community assessments. A regional assessment can provide information in regard to favorable models that are reasonable to implement on a smaller level, such as at the community level. In addition, information that is pertinent and accessible can be provided to community programs on a regular basis. Finally, regional assessments are also under less political control at the local level and can be more objective.[21]

A successful needs assessment should emphasize the following:

1. Policy relevance -- The assessment should elaborate on matters which are relevant to the public, not the ideas of the professionals performing the survey. The procedure should involve a method of determining what types of policies furnish the best levels of opportunity for the public in terms of facilities and an evaluation of these facilities.

2. Representativeness -- The needs of all categories of people should be examined in order to include those groups which may not benefit as a result of public actions.

3. Performance standards -- Standards should be developed in order to implement levels of adequacy and guidelines for the achievement of objectives. These standards should be able to be understood by the public and be cost-effective.

4. Education and demonstration -- A needs assessment should clarify whether it is trying just to give a description of need or whether it is describing a demand for new needs.

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[21]Ibid., p. 226.

5. Public participation -- Participation by the public should be emphasized. The opinions of citizens in relation to various needs should be gathered. In addition, the differences between the perceptions of citizens and public officials are vital information.[22]

The use of an effective need assessment method is important. This is because of the fact that it offers a process for discovering and measuring discrepancies between what level of service exists and what it should be. It measures the significance of the discrepancy and helps determine which discrepancies should be alleviated. The needs assessment process addresses the gap between the actual and target levels of a program or service such as recreation. It is an important part in the planning process because it aids in the establishment of priorities, the distribution of resources, and the choice between different solutions.[23] Also, in the needs assessment process, the gaps between what determines needs should be described in terms of certain behaviors and not with respect to specific processes.

The purpose of needs assessment in recreation planning should be to supply information that can be provided for public policy, private interests, and programs that can address problems. The information that is generated from a needs assessment is important in describing and predicting the recreation needs of the public in a planning district. They are vital specifically in predicting levels of involvement, user

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[22]Recreation Needs Assessment: A State of the Art Review (University of Tennessee, Knoxville: Graduate School of Planning Research Center, 1982), p. 20.

[23]Ibid., p. 15.

preferences, and contentment for facilities and services that are in existence and operated by different levels of government and the private sector. This information is vital in establishing an analysis of demand in the SCORP process. The analysis of demand is one of the key parts of most SCORP reports.[24]

The needs assessment process should also describe major reasons for the lack of use of present facilities and services. This information is important in assessing the supply of recreation facilities. Facilities which are not used properly can hinder the operation of other facilities which are overutilized and need more funding. An effective way to utilize the capacities of all facilities effectively should be implemented. Efforts such as these will insure that the provision of all facilities will be offered economically and efficiently.

The needs assessment should also describe and predict the recreation needs of certain segments of the population. These segments include the elderly, mentally retarded, physically handicapped, poor, and minorities. Predictions for these segments of the population will aid in the SCORP process in analyzing the future needs of specific populations. Certain considerations can be made for these special segments of the population as a result of addressing their recreation needs for the future. Special facilities and programs can be provided in recreation areas for these special populations in order for them to have access to a wide variety of recreation opportunities.[25]

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[24]Ibid.

[25]Ibid., p. 16.

Concept of Demand

As a part of the SCORP process states are required to undertake an analysis of demand. Each state should estimate how the public engages in recreation and then predict future demand. The method used to determine future demand is not specifically brought out in the SCORP reports. However, it is assumed that predictions will be made which will help satisfy demand for recreation that is not adequately met.

The term demand can be defined as the amount of an item or service that will be consumed at a certain price. A firm that is engaged in profit maximization will attempt to establish an item or service at a level accordingly. However, public agencies do not attempt to maximize profits. Therefore, it is difficult to estimate the price the public is willing to pay, although, one can observe how people engage in leisure and the significance they put on recreation.[26]

As a result, the attempt to apply a strict definition of demand towards a public need is difficult. The demand for a service fluctuates with price while the amount of the product offered is dependent on the demand and the existing level of the product that is present at that price. Estimates of recreation demand have not addressed the problem that consumption cannot take place where there is nothing to consume or where the price is great. Most recreation studies are composed of estimates of participation in recreation, which deal with consumption. However, it is important to know how consumption reflects demand and how it can be influenced by the lack of recreation opportunities. If no

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[26]Missouri Department of Natural Resources, p. 29.

opportunities exist for recreation, there will be no apparent demand for facilities.[27]

Therefore, demand should be defined as consisting of two parts. The first part is composed of consumption. In the area of recreation this would be reflected through participation rates. The second part of demand is not revealed through participation because it is not apparent due to the lack of opportunity. The unmet demand or "latent" demand would be able to be shown through participation rates if facilities were present. Participation is only minimally informative concerning recreation needs if there are no opportunities available. It is important to identify which activities do not occur because of a lack of facilities instead of solely pursuing estimates based on participation rates. Therefore, more attention should be paid to the issue of latent demand.[28]

It is important in determining outdoor recreation demand to recognize what people" desire to do." This is important because it explores what people want to do for recreation rather than what they actually did. The kinds of activities that people engage in are limited to what is available.

There are many different approaches to estimating recreation demand. The most widely used method measures demand by per capita participation rates. This information is usually gathered from surveys and is used to estimate the percentage of the public that is

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[27]The Demand for Recreation in Tennessee, (University of Tennessee, Knoxville: Graduate School of Planning Research Center, 1983), p. 2.

[28]Ibid.

participating in certain recreation activities. Per capita participation rates are found by dividing the public participation amounts by the applicable population figures. Also, the frequency of participation is also considered to be an indicator of demand. This is the number of times a person engages in a certain recreation activity.[29]

Other methods of measuring future demand consist of extrapolation of visitor days, recreation events, and other indicators of participation. However, some SCORPs use much more detailed models to measure demand. Mathematical models such as econometric models, gravity models, multiple regression, and trend distribution are some of the more intricate models employed.[30]

Indicators of Need

According to the SCORP regulations, needs can be defined as unsatisfied demand. An assessment of current and future need for recreation facilities is an important aspect of the plan. This assessment of need involves the study of both the demand and supply. This process involves detailed data collection and the construction of complicated models. However, with the decreased funding in recreation planning, there seems to be less reliance on detailed demand/supply analysis and an increased interest in alternative methods. The prevailing attitude in SCORP planning seems to be not to rely too

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[29]Recreation Needs Assessment: A State of the Art Review, p. 4.

[30]Ibid., pp. 4-5.

heavily on one form or method for establishing need. This has resulted in the use of a variety of methods to establish needs.

The methods which are the most popular in measuring recreation needs are as follows:

1. Informal -- This method involves the recording of questions and ideas as they occur. In this method the most involved citizens and interest groups tend to influence the outcome.

2. Citizen committees -- These committees act as a go-between for the public and the decision makers. For example, these committees can be Park and Recreation Boards in some areas. These boards represent interested people and offer a range of opinions in relation to recreation issues. These boards can relay the attitudes of the public concerning recreation needs. However, these boards can be highly influenced by one special interest group. This will not entail a truly representative sample of issues in general.

3. Public meetings and workshops -- This is one of the most common methods for measuring citizens' needs. Workshops can be inexpensive and are time consuming. They are effective because they allow interaction between the public and decision makers regarding recreation issues. Proper methods should be instituted in relation to establishing workshops so that the ideas of the participants reflect the attitudes of the community. One of the best methods for obtaining input from the public in workshops is through the use of the nominal group process. In this process small groups are formed to formulate responses to specific questions. Responses are ranked according to their respective

importance. Then the group leader inspects each participant's answers and then identifies the most important issues.

4. Needs assessment surveys -- This method is a useful way of obtaining information from a large number of people. It is important that the surveys be prepared by professionals because the wording of questions, order of questions, and sample size can greatly affect the outcome of the project. Also, it is important to establish the fact that you are performing a survey and the reasons for it when the surveys are given to the participants.[31]

There are four types of survey methods which are used. No one particular method is deemed to be better than the other. However, a certain survey method may be considered to be superior in a certain context.

The types of survey methods which exist are:

1. Mailed questionnaire -- This method involves a questionnaire which is mailed to a household. The participants are asked to fill out the questionnaire and return it. A mailed questionnaire is one of the most inexpensive ways of reaching a large number of people. The people who answer the surveys are allowed time to consider their answers and fill out the survey at their convenience. Also, when the surveys are filled out, there is the probability that you will get more input from the whole family rather than just one person, if it is needed. In

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[31]Assessing Local Recreation Needs (Nashville: Tennessee Department of Conservation, 1985), pp. 15-17.

addition, in mailed surveys there is no occurrence of interviewer bias.[32]

However, in mailed questionnaires the percentage of returned surveys is small. Certain groups may not return the surveys. These groups consist of the impoverished, the elderly, and the uneducated. Groups such as these are important and should be among the respondents who complete the survey. In certain instances, you may have to mail out additional surveys to make up for certain groups who do not complete the surveys. Mailed surveys also require an extended time to execute, sometimes as much as 6-12 weeks. In addition, if any questions are perplexing there is no one present to aid the respondent.[33]

2. Individually delivered self-administered questionnaires -- In this method, each survey is personally taken to the individual's household. The person who delivers the survey explains why the survey is being performed and how it should be completed. After the survey is completed, it can be mailed back in an envelope or it can be given to a member of the staff that is administering the questionnaire. In this method, a higher percentage of surveys are completed and returned as compared to the mailed surveys. However, this type of survey method can have similar types of problems as with the mailed surveys. Certain groups may not complete the survey, and it can take a long time period to administer it. In addition, it also has geographic limitations and it requires a great deal of staff time.

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[32]Ibid., p. 20.

[33]Ibid.

3. Personal interviews -- This method of survey is performed individually with each participant. The interviewer reads the survey to each participant and writes down their replies. With this method, the percentage of completed surveys is very high, sometimes as much as 85-90%. The results can be extremely reliable because the interviewer is present to answer any questions which the respondent has in regard to the survey. However, with this method there is a significant amount of expense which can be incurred as a result of training staff members to perform the interview process. Also, the interviewers may accidentally bias the participants by influencing their answers.

4. Telephone interviews -- This method involves interviews with people over the telephone. This method has become increasingly popular because it is less expensive than personal interviews. The percentage of surveys which are completed is higher as compared to mailed surveys. Also, this method is shorter to administer compared to mailed surveys and delivered surveys. Although telephone interviews eliminate those people who do not have a phone or whose number is unlisted.[34]

Different methods have been used to estimate recreation needs. The main problem is how to judge what types of recreation facilities are needed in order to satisfy people's needs in the present and the future. Several factors need to be addressed in assessing these needs.

The first factor that should be addressed concerns what activities people actually enjoy. This factor is usually measured by participation rates. This rate measures how often and how many people engage in a

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[34]Ibid., pp. 21-24.

particular recreation activity. However, information on the causes of why people participate in a certain activity should also be included. Motivational factors such as these are important in assessing recreation need.[35]

Societal changes are another factor to assess in determining need. There are different forces which can influence how a person travels and spends their disposable income which can affect recreation participation. Techniques which include societal changes in predicting future needs are more reflective of what will exist at some later date. This technique is referred to as a "futures approach."[36] This method is used to inspect and comment on trends in the area of recreational use of facilities. This is useful in the discovery of influential societal elements which are affecting these trends. As a result, the recreation needs of a changing society can be fully realized and predicted.[37]

Problems in Needs Assessment

In the needs assessment process there are certain problems which exist that affect the results of the recreation planning process. First of all, some of the methods of predicting demand for recreation are inappropriate. In certain cases, not many of the methods actually predict demand. Some methods only indicate demand that is measured through actions. Participation can only occur where the demand for a

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[35]Indiana Department of Natural Resources, Div. of Outdoor Recreation, Indiana Outdoor Recreation 1984, p. 55.

[36]Ibid.

[37]Ibid.

recreational activity is present in relation to a particular opportunity. If demand is measured in relation only to observed participation, then no demand for a desired activity will be indicated. This demand is termed as "latent" or unmet demand. This type of demand is not recognized in many SCORPs.[38]

Population based standards have been utilized in recreation planning to measure demand where participation surveys are not implemented. One of the serious faults in this process is that there is no reason to believe that the results have any relation to actual demand for recreation. There is little research available which indicates that a particular set of standards is related to the available amount of facilities for satisfying demand for recreation.[39]

Demand measurements have varied among the SCORP reports. In many cases, there is no consideration given to seasonal differences in activity levels, amounts of participation, differences in participation between population groups, and miles traveled to participate. In addition, very few reports have researched the influence on recreation by inhabitants at facilities in other states or the influence of tourist demand.[40]

Federal guidelines require that states compose a list of recreation supply and facilities. This information is compiled by surveying public and private providers of recreation. Most states try to establish

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[38]Recreation Needs Assessment: A State of the Art Review, p. 5.

[39]Ibid.

[40]Ibid., pp. 5-6.

capacities which adequately satisfy recreation activities for certain facilities. However, the compilation of a comprehensive inventory of facilities is a difficult undertaking. There are a great number of providers and the present supply of facilities are changing rapidly. Therefore, there are considerable discrepancies in recorded inventories and the actual amount of facilities. It is difficult to maintain an updated inventory of facilities.[41]

Another problem in supply studies deals with the transformation of each facility in the supply inventory into carrying capacities. This problem is based on unreliable space standard guidelines. No uniform standards are available for measuring the ability of a facility to accommodate recreation activities. Some states have developed standards that are applied solely for SCORP needs assessment. The criteria for these standards include such things as the length of the tourist season, periodic turnover rates, and instant capacities. However, some states have not been inventive and have used standards from other states with identical resources. The standards applied in these processes are speculative and pose problems in the area of recreation need.[42]

Many SCORP needs assessments have problems in addition to the areas of demand and capacity. In determining need for facilities, most states estimate this area on a regional basis. However, regional needs can be significantly different than local needs. If a region is large in size,

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[41]Tennessee Statewide Recreation Study: A Final Report, (University of Tennessee, Knoxville: Graduate School of Planning Research Center, 1983), p. 8.

[42]Recreation Needs Assessment: A State of the Art Review, p. 7.

there can be a distinct difference in terms of need for recreation in various parts. As a result, a region may have a suitable amount of resources but some of the communities within it may be lacking in terms of resources.

There are several methods which have been suggested in order to make the SCORP needs assessments a more useful tool in the recreation planning process. First of all, in the analysis of demand, more attention should be given to the concept of latent demand. In some cases, latent demand is a better indicator of recreation need than actual participation. Latent demand can be better recognized through the use of detailed questions on recreation surveys. Questions can be formulated to identify and rank activities that people would become involved in if opportunities were available. Also the questions can ask the respondents to rank certain activities they would probably participate in if improved or better facilities were present. For the results of the survey an Unmet Demand Index can be constructed that reflects the highest rankings of unmet or latent demand. Activities which have a high unmet demand are the ones that would be aided the most by the presence of better recreation facilities.[43]

The problem of maintaining an updated inventory of recreation resources can be resolved through the use of computer programs which can be accessed quickly in order to keep the supply in balance. The use of computers has reduced the amount of staff members needed to help keep the inventory updated.

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[43]Tennessee Statewide Recreation Study: A Final Report, pp. 17-19.

If the aforementioned steps are followed, the needs assessment process can be a more accurate tool in the recreation planning process. This is vital in analyzing future need for recreation facilities.

As a part of the SCORP process, it is important for states to conduct a survey of providers of recreation in order to discover their opinions. This is important in determining the perceptions of recreation providers regarding needs, issues, and barriers in recreation in Tennessee. Furthermore, an examination of survey results may determine if the perceptions of needs, issues, and barriers differ according to regions of the state and by various levels of government. Also, information can be analyzed to determine if needs, issues, and barriers differ between public and private recreation providers, as well as, subcategories of providers who view recreation differently. It is the intention of this thesis to analyze these matters.

CHAPTER II

LITERATURE REVIEW

Needs, issues, and barriers to recreation are important considerations for providers. This chapter presents a literature review of the needs, issues, and barriers in the recreation field. The information in the literature review will be compared to the results of the Tennessee Recreation Needs Study in order to see if there is any agreement between the literature and the providers in the state concerning needs, issues, and barriers to recreation.

Recreation Needs

Population

The changing composition of the population creates different needs for recreation. Currently the baby boom generation is in the family formation stage. Families are smaller compared to the families of past generations. In addition, there is an increase in the number of single parent families and families where both parents work. Therefore, parents are concerned with activities which involve the whole family as a result of the limited amount of time they spend together. As a result, there is a need for recreation activities which are interesting to adults as well as to children. Recreation facilities should reflect

this trend by allowing activities which will allow participation by both children and adults.[1]

A greater percentage of the public is moving into the middle aged segment of the population. This segment of the population has diverse recreation needs. Recreation needs for this age group are different from other age groups. Recreation professionals should become better informed of the needs for the middle aged population segment. New programs and services must be implemented for this particular group.[2]

In today's society, elderly people are living longer and have an active lifestyle. This age group enjoys such activities as walking, fishing and camping. In the future more senior citizens will visit state and local parks. The older segment of the population is increasing, and they are more physically active than any previous senior citizens. A large portion of this age group is retired, and they are interested in outdoor activities during the middle of the week and during off-seasons, such as fall and spring. During the off-season, they enjoy the milder weather and the serenity of the outdoors while the younger people are in school. The presence of senior citizens enjoying the outdoors will require the existence of recreation programs and facilities during the usual off-peak seasonal periods.[3]

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[1]Ellen O'Sullivan, "Baby Boomers," Parks & Recreation, February 1988, p. 40.

[2]Gaylene Carpenter, "Serving Those in Middle Age," Park & Recreation, June 1984, p. 61.

[3]Indiana Department of Natural Resources, Division of Outdoor Recreation, Indiana Outdoor Recreation 1984, p. 65.

With the majority of the population living in urban areas, it is important that recreation areas be located close to major population centers. The demand for recreation facilities is largest in highly populated urban areas. There is a definite need for more open space and recreation facilities adjacent to population centers. Since the major urban areas are expected to grow in the future, the demand for more recreation facilities is expected to increase.[4]

Facilities

As people's interest in recreation increases, there is a need for more recreation activities and facilities. In some states, the availability of facilities does not meet the demand. For example, in some states it was found that at least as many new facilities are needed as are presently available for activities such as basketball, bicycling, and football. Attempts must be made to create the proper facilities in order for the available supply to meet the demand.[5]

In the area of specific activities, there is an increase in the demand for motorized recreation activities. These activities consist of motorcycling, motorboating and snowmobiling. In addition the use of off-road vehicles such as jeeps is increasing as an activity. An increase in the area of motorized sports results in the need for better planning of facilities, so that this activity can coexist without harmful effects on other activities. The carrying capacity and

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[4]Ibid.

[5]Texas Parks and Wildlife Commission, Texas Outdoor Recreation Plan 1985, p. 32.

scheduled use of facilities may have to be altered in order to increase the capacity of existing facilities. Also special facilities may have to be developed for motorized activities.[6]

The demand for non-motorized sports is also increasing. These activities consists of sailing, hiking, camping, and canoeing. A large proportion of the young and adult population enjoy these pursuits. These activities provide an opportunity for the public to enjoy nature and have privacy. The increase in interest in these types of activities suggests that there is a need for more hiking trails, campgrounds, and better accessibility to rivers and lakes.[7]

In addition to facility needs, there are land needs which exist. Recreation space criteria was established to have standards for local, regional, and state recreation areas. In many cases, recreation areas do not meet the minimum guidelines. In some cases, carrying capacity of existing facilities is too small. In some cases the recommended minimum amount of land is not appropriate and should be exceeded if necessary. The suggested amount of land should be spread over counties and cities to give the public an adequate amount of resources. State parks should be located in areas which have a regional or state-wide impact. They should have major facilities and important features which create an interest in them. State parks should also encompass areas large enough

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[6]Indiana Department of Natural Resources, pp. 65-66.

[7]Ibid., p. 65.

to accommodate significant groups of visitors and allow for the protection of natural resources.[8]

The Tennessee SCORP report of 1984 stressed that state and local governments should continue to acquire recreation land. This should be done in order to provide future areas for recreational purposes and to alleviate overcrowding of facilities.

Funding

There is a definite need for increased funding for recreation. At the federal level, the amount of funding has steadily decreased. Over the past several years the Land and Water Conservation Fund grants to the states have been getting smaller. As a result, the existing amount of federal funding is not sufficient to meet the increasing demand for recreation facilities.[9]

In addition, many states have decreased the amount of funding for recreation. Therefore, it is important that other methods of funding be discovered. Information regarding alternative methods of funding need to be collected and sent to the providers across the state. Different methods of financing have been used across the country. These programs need to be understood by local and state recreation providers.[10]

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[8]Alabama Department of Conservation and Natural Resources, Alabama SCORP, p. 133.

[9]"Conflicting Signals of LWCF," Parks & Recreation, February 1988, p. 8.

[10]Tennessee Department of Conservation, Tennessee Recreation Action Program 1985, p. 9.

Currently user charges exist as a source of funding for certain types of recreation activities, such as camping or boating. However, questions have been raised about how much the user charges should be. One alternative would be to set user charges at a level that is comparable to the rates which exist in the private sector. Through the implementation of user fees, the members of the public who enjoy using recreation facilities can continue to support them. This will allow a city or state the option of not increasing taxes to support a recreation facility.[11]

Some have advocated the creation of a State Natural Resources Trust Fund as a method of increasing funding. Revenues would come from the sale of public land or the mining of nonrenewable resources. These revenues could consist of, for example, the sale of state owned property and the leasing fees from mineral extraction on public land. All of these revenues would be placed into a trust fund. The proceeds from the trust would be available for the acquisition of land or development of facilities for recreation. The income from the trust could be specified for local governments.[12]

Another method of financing is the use of recreation impact fees. Recreation is now experiencing funding problems. With the increasing costs of recreation, the recreation impact fee was developed to assess the developer for the capital outlays necessary to support their development. Such expenses are composed of purchase of the land,

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[11]Tressa Hawkins, "Parks for the People by the People," Parks & Recreation, May 1988, p. 43.

[12]Tennessee Recreation Action Program, p. 44.

preparing the site, and building of the facilities. Some municipalities require cash payments in lieu of land dedicated from the developers. In many cases, cities use impact fee proceeds for local and district parks.[13]

Another form of funding is in-lieu-of-tax payments to local governments from state governments. The states could pay the local government for the use of land that has been devoted to recreational use. The amount of payment is based on the assessed value of the land.[14]

The Handicapped

One of the major needs is the lack of facilities designed for the handicapped. In many instances, the available facilities are not properly equipped to provide for the needs of the handicapped. Recreation facilities generally have been developed for people that are able to participate in rigorous physical activity. This attitude is erroneous and should be avoided. Public agencies should institute sound, affirmative action programs in order to provide for the needs of the physically and mentally handicapped, as well as the elderly.[15]

The handicapped population has a definite need for education and instruction about recreation facilities and activities. In the areas of

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[13]Paul B. Downing, "Impact Fees," Parks & Recreation, January 1984, p. 68.

[14]Tennessee Department of Conservation, Tennessee SCORP Report 1984, pp. 44-45.

[15]North Dakota Parks and Recreation Department, North Dakota SCORP Report, p. 82.

services, transportation must also be made available for this population segment in order for them to enjoy recreation areas. Existing facilities must be modified for the handicapped, and the construction of new facilities designed to fit their needs. This will entail the use of special recreation programs to serve the handicapped.[16]

Education

There are special needs in recreation. In some situations, parks and other recreation areas are misused and overcrowded. There is a need to educate people to use recreation facilities properly. This is important because the population is increasing and the open space suitable for recreation has decreased. In addition, people have more leisure time available and can afford more recreation activities.[17]

There are two areas of importance for the user of a recreation facility in achieving gratification from the use of facilities. First of all, the user should have an understanding of the important attributes of the facility. Secondly, they should recognize the effect their actions have on the recreation environment.[18]

An underlying reason for recreation education is to create an understanding and awareness of the environment. A person who has knowledge of the environment is able to restrict their activities in

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[16]Alabama Department of Conservation and Natural Resources, p. 118.

[17]The President's Commission on Americans Outdoors, Americans Outdoor - The Legacy, The Challenge (Island Press: Washington, D.C., 1987), p. 84.

[18]Clayne R. Jensen, Issues in Outdoor Recreation (Burgess: New York, 1972), p. 223.

order to help maintain the quality of the environment. There are two major approaches which can be used in educating the public. The first approach is through the formal education system. This approach is important because it educates the greatest number of people. All grade levels can be involved in such an education process. Through the use of organized programs, children can learn how to appreciate natural resources. With the urging of park and recreation professionals, these types of programs can be instituted in schools. School boards may pay attention to such requests for an organized program by recreation providers. The creation of such programs is important in the recreation field.[19]

The second approach which is needed to educate people is through recreation programs. This can be accomplished through the use of instructors in recreation areas. It is important for the instructors to impress upon recreation users that the outdoors should not only be used for enjoyment but also preserved. The public should be made aware of the importance of conservation.[20]

Private Sector

In many cases public recreation agencies cannot provide all the activities in which the public is interested in. In many cases, the state and local recreation agencies do not have the finances or the staff to provide some activities. Therefore, there is a need for the

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[19]Ibid., p. 224.

[20]Ibid., pp. 224-225.

private sector to fill these gaps. Private sector providers of recreation should exist where there is a definite demand and there is the ability of the public to pay for these services. They can also provide activities in parks where they do not disturb the other activities and they add to the recreation experience of the public. These private sector activities include events such as concerts, boat rentals, and nature programs.[21]

Unneeded competition between the public and private sectors should be avoided. The public sector should furnish the basic recreation opportunities. It should not place any unnecessary competitive pressures upon private recreation providers. Many private recreation providers feel that they are in competition with the public sector. This attitude needs to be reevaluated. Where private sector efforts provide suitable, cost effective facilities, their participation should be encouraged. This will permit more prudent use of public funds for a large variety of recreation facilities and programs.[22]

According to the Tennessee Recreation Needs Study, the major need identified by the providers was funding. It appears that with an adequate amount of funding most needs in the recreation field could be improved upon such as natural resource protection and more facilities.

The needs which were discussed in other sources seem to concur with the needs described in the Tennessee Recreation Needs Study. The area

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[21]Rhode Island Department of Administration, Division of Planning, Rhode Island SCORP Report, 1986-1991, p. 3.69.

[22]Missouri Department of Conservation, Missouri SCORP Report, p. 7.70.

of funding was a very important area which was discussed quite extensively. This was described as one of the major needs. However, the other literature sources considered other needs, such as education and population needs, to be important also.

Recreation Issues

The Recreation Providers' Needs Survey identified several major issues in recreation. The number one issue identified was the need to protect and improve the natural resources of the state that provide recreational opportunities. The second most important issue was the need to better educate government officials at all levels about the importance and benefits of providing recreational services for the general public. Also identified as important issues were increased public awareness about the presence of recreational facilities as well as the need to improve access to the existing recreational areas.

Natural Resource Protection

The protection of natural resource areas is an important issue. There is a need to preserve and enhance the quality of recreation through protection and improvement of natural resources. State agencies should develop programs to protect our supply of natural resources.[23]

Recreational areas should not disappear through mismanagement. Therefore, new and improved methods of resource protection should be found. The public is interested in improving the relationship between

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[23]Tennessee Recreation Action Program 1985, p. 6.

public agencies which are responsible for protecting natural areas and agencies which provide recreation opportunities.[24]

The loss of natural resources with recreation potential is an issue in recreation. Development can ruin land and water resources that have possible recreation uses. The areas with the greatest potential threat are those that are experiencing rapid growth. Existing natural resources can decline in quality causing a decrease in public recreation enjoyment. In addition, overcrowding and the overuse of recreational areas can lead to the decline of natural resources. When the public's use of recreation facilities is larger than the carrying capacity, deterioration of recreation areas can occur. In many cases user capacity specifications do not exist, therefore, park managers are unsure when the capacity level has been exceeded. In order to alleviate these problems, state agencies should improve their natural resource management activities.[25]

Overcrowding in recreation areas can lead to a deterioration in the natural resource base. In order to guard against overcrowding, larger carrying capacities should be developed. In some cases, carrying capacity levels are too small for existing facilities. Carrying capacity levels should be based on the ecological and social impacts of recreation use. The use of proper carrying capacity levels can help

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[24]Missouri Department of Natural Resources, Missouri SCORP Report 1985, p. 43.

[25]Texas Parks and Wildlife Commission, p. 28.

maintain the quality of the natural environment as well as enhance the experience of the user.[26]

Good maintenance practices aid in the protection of natural resources. Such practices as controlling erosion, pollutants, and trash help protect recreation areas. It is important to have well-trained maintenance crews to care for recreation sites. In addition, enlisting the aid of volunteer groups, such as the Boy Scouts, to help with maintenance problems can be an added bonus. Proper maintenance not only enhances the appearance of a recreation site but it also improves the quality of recreation.[27]

As part of the effort to preserve natural areas, there is a need for better law enforcement methods for recreation areas. In many instances some members of the public abuse recreation facilities. Improved law enforcement procedures can reduce vandalism, trespassing and littering. Overall, recreation areas can become safer for the public.[28]

The concept of land preservation is important in recreation. Therefore, there is a need for the formation of a public-private partnership in preserving land. The states need to encourage the formation of local land trusts and help support cooperation among them. These land trusts are helpful in preserving wetlands and other natural

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[26]Byron Bruce Shelby, Carrying Capacity in Recreation Settings (Oregon State University: 1986), p. 3.

[27]Roger Warren, "Lake Maintenance Brings Quality Recreation," Parks & Recreation, April 1988, p. 40.

[28]Texas Parks and Wildlife Commission, p. 43.

areas. It is helpful if all the areas in a state are in the range of at least one land trust. There should be a central registry of the holdings of all the land trusts, as well as, the existence of a corporate sponsor program for the trusts.[29]

Benefits

Recreation provides important physical, economic, and environmental benefits. Recreation contributes significantly to people's physical and mental health. This is one of the main reasons people are involved in recreation. Recreation helps prevent not only physical ailments but also mental ailments, such as depression and anxiety.[30]

Recreation can also be beneficial because it helps create jobs and economic prosperity. The public spends millions of dollars on recreation and leisure each year. This can provide economic benefits to a community in terms of creating jobs and promoting tourism. Assigning economic value for recreation resources is important in determining the importance of recreation.[31]

Finally, recreation is important in encouraging the attempts to maintain the quality of the environment. It is important to conserve the environment if the state is to provide recreation areas in the future for the public. The successful acquisition and development of

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[29]Rhode Island Department of Administration, Division of Planning, p. 3.73.

[30]The Presidents Commission on Americans Outdoors, pp. 22-23.

[31]John R. Stroll, "Recreational Beating and Its Economic Impact in Texas," Leisure Sciences, 10, No. 1, 1988, p. 26.

outdoor areas for recreation depends on the standards that are applied to maintain the quality of our environment. New areas for recreation are also vital due to the growth in the population.[32]

High amounts of population growth make it difficult to meet recreation demand. Presently some recreation areas have more users than they were originally designed for. The Texas SCORP report suggests that recreation planning techniques need to be improved to meet the growing demand for recreation facilities. Flexible recreation facilities need to be developed to serve growing demand.

Information and Awareness

The lack of information concerning the value of recreation and the opportunities available is an area of concern. People are not aware of the role of recreation in enhancing the quality of life. There is also inadequate information concerning the availability of recreation facilities. Even if information exists, people are unaware of where to go to obtain it.[33]

The Texas Outdoor Recreation Plan of 1985 identifies several major issues concerning the importance of information. This report expresses the idea that there is a lack of knowledge about outdoor recreation benefits. The social and economic benefits of parks and recreation are not understood by citizens and politicians in the state. The idea that parks and recreation are not important affects funding levels.

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[32]The Presidents Commission on Americans Outdoors, p. 26.

[33]Tennessee SCORP 1984, p. 42.

Therefore, there should be an emphasis on informing the public and the politicians concerning the benefits of recreation.

The issue of public awareness in the improvement of parks and recreation services is important. Politicians realize that through the actions of the public there is a need for preserving appropriations for park and recreation departments. Recreation user groups can enhance the quality of recreation facilities by instilling into the general public the idea that parks are important areas of concern. These ideas are carried over into the private sector and this affects municipal park and recreation agencies in a positive manner.[34]

The success of any municipal park and recreation agency depends on the expertise of its citizen board members. These people are important resources in providing recreation facilities. They should be able to perform their duties in an efficient manner. Therefore, a development program for citizen recreation board members should be encouraged. Development programs can enhance knowledge and information. Board members can become more aware of how park and recreation services are responsible for improving the quality of life for the public. In addition, development programs can help in improving the decision-making process concerning the delivery of services.[35]

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[34]Ronald H. Dodd, "Public Awareness Enhances Park and Recreation Services," Parks & Recreation, April 1987, p. 32.

[35]Jack W. Stoops and Christopher R. Edgington, "Needed: Effective Park and Recreation Boards and Commissions," Parks & Recreation, April 1985, pp. 51-52.

Planning

The issue of planning for recreation has been identified as an important area. The July 1985 issue of Parks & Recreation comments that there "is a serious lack of coordination and meaningful planning for urban recreation." This has resulted in a lack of open spaces, and the leisure needs of city inhabitants are not being met. The article emphasizes that there should be more of an effort to identify the major trends in urban recreation. In addition, urban recreation facilities should expand their programs to include all age groups and there should be better management of programs.

It is important that there be a coordination of effort in the recreation planning process. For example, the Tennessee SCORP 1984 report states that the Division of Park and Recreation's System Plan needs to be finished and related to the State Recreation Planning Report and other departmental plans. This issue would aid in the development and the implementation of a sustained planning process in the recreation area. Other issues identified in this state report indicate that there should be better coordination among recreation interests and a need for more citizen participation in the recreation planning process.

The enhancement of the relationship between recreation planning and program delivery is a significant issue. The lack of coordination between different levels of government in the recreation area is also a concern. In addition, the lack of coordination between the public and private sectors in the delivery of recreation is important. The public

should be a part of the recreation planning process as well as the different levels of state government.[36]

In the recreation planning process it is important to establish written program plans for each activity available. In this way specific goals and objectives in the recreation planning process can be identified. This will lead to a better recreation management process. The availability of written program plans allows a method to determine how a specific activity will aid a recreation user.[37]

In addition, there should be long-range planning involved in the recreation process. In most municipalities there simply do not exist comprehensive long-range plans which aid the management process in recreation. Long-range planning should incorporate the systematic research methods used by planners along with the intuitive insight and creative ideas that they have. The ability to project the future will aid in the recreation planning field. The needs of the users of facilities will be identified as well as the important trends.[38]

Activities

The 1984 Indiana SCORP report suggests that bicycle trails are an important topic. Bicycle trails are seen as a way to offer urban areas with recreational opportunities. They offer a convenient and

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[36]Tennessee Recreation Action Program 1985-1986, p. 6.

[37]E. R. Anastasia, "Beyond Marketing: The Importance of a Written Program Plan," Parks & Recreation, July 1984, p. 32.

[38]J. P. Tindell, "Futuring," Parks & Recreation, May 1986, pp. 32-35.

inexpensive method of recreation. Bike routes which connect residential areas with significant recreation facilities are very popular. Also, bicycle trails are important in rural areas. Bikeways can function better on rural roads which have lower volumes of traffic. The development of a system of bicycle trails require cooperation among several different state and local government agencies.

The use of off-road vehicles poses a problem in some areas. The problems which occur are the presence of noise, interruptions to other recreation users, and damage to the environment. In most cases, forest lands which are composed of thin soils and steep terrain receive the most damage from off-road vehicle use. Efforts have been made to restrict off-road vehicle use in order to help solve the problem. In some states, laws have been introduced which require a registration fee for off-road vehicles. These fees can be used for the development of special areas which can be used by off-road vehicles.[39]

From an analysis of the existing literature concerning issues in recreation, it appears that natural resource protection, better recreation planning, and increased public awareness are the major issues. In order to satisfy the growing amount of recreation users, the conservation of natural resource areas should be of a high priority. If this is not accomplished there could be unmet recreation needs. Better recreation planning programs must be instituted in order to meet future recreation needs. A more efficient planning process will increase the effectiveness of the management process. The awareness of the public is

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[39]Indiana Department of Natural Resources, p. 12.

important also. The public should be more informed about the importance of recreation and the opportunities available.

There are similarities in the major issues identified by the Delphi process in the Tennessee Recreation Needs Study and the other literature sources. All stressed that protection of natural resources and public awareness concerning recreation facilities are important. In addition, all identified the education of government officials as a major concern.

Barriers to Recreation

The Recreation Providers' Delphi Survey found a broad range of barriers in recreation. The major barriers which were identified were attitudes of the public and politicians, politics in general, lack of citizen education, and liability. Also identified as barriers were the accessibility to resources, poor intergovernmental coordination, environmental quality, and lack of appropriately trained recreation officials.

Accessibility

The Missouri SCORP report, 1980-1985, published by the Missouri Department of Natural Resources, points out that there are accessibility barriers to natural resources. The majority of public recreation facilities are located in rural areas. However, most of the population live in urban areas. Some urban inhabitants do not have any means of transportation to these rural areas. With over 70% of the nation living in metropolitan areas, this poses serious problems.

In addition, the lack of convenience and proximity to recreation opportunities is also a barrier. The public usually only considers facilities which are nearer to them as a matter of convenience. Therefore, they generally do not consider other facilities as part of their recreation activities. Proximity of populated areas to facilities is important to the public. Better proximity of facilities in relation to the public reduces travel time and increase convenience for the public.[40]

Physical

There are physical barriers which exist. Recreation is often restricted to people who are able to participate in rigorous physical exercise. This poses a problem for people who are physically and mentally disadvantaged. Public agencies should institute sound affirmative action programs to meet the recreation needs of the physically and mentally disadvantaged, as well as, our senior citizens.[41]

The increasing median age of the population will pose a problem in the delivery of services. As the baby boom generation becomes older, recreation patterns will be affected. Youth-oriented recreation activities are expected to decrease. Recreation facilities and services that do not take this into consideration will present problems to the segment of the population that is growing older. Therefore, recreation

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[40]Richard Schreyer, "Attribute Preferences for Wildland Recreation Settings," Journal of Leisure Research, 18, No. 4, 1986, p. 233.

[41]Missouri Department of Conservation, p. 13.

facilities may have to alter their programs in order to provide less rigorous types of recreation.[42]

By 1990, it is estimated that 12.8% of Tennessee's population will be in the over-65 age group. This will influence the demand for services by putting a larger emphasis on less strenuous types of activities. These barriers which exist as a result of senior citizens in recreation can be overcome by providing support facilities that are less physically demanding, more accessible, and more agreeable with the lifestyle of elderly people.

Attitudes

According to the 1985 Texas SCORP report, recreation is given a low priority in certain state and local government agencies, and cuts in services and programs can occur. This can cause problems in that the demand for certain types of recreation are on the increase. State and local agencies should place a greater emphasis on the importance of recreation facilities. State agencies which are directly or indirectly involved in recreation need to provide more recreation opportunities through the purchase and development of park sites. Priority should be given to park sites that are easily accessible in relation to major metropolitan areas. In addition, there should be cooperation between the different levels of government which are involved in recreation.

The local levels of government involved in the recreation process are composed of counties and municipalities. Counties should purchase

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[42]Ibid., p. 14.

and develop parks which benefit the public in an area that is greater than a single municipality but not as great as a state park. In addition, city and county cooperative agreements should be instituted mainly in cases where region-wide park departments would be more efficient. Agreements between other institutions, such as schools, should be established in order to increase the amount of recreation facilities open to the public.[43]

There are also institutional barriers which exist. These barriers are a result of the non-availability of existing public facilities as recreational outlets. This problem exists as a result of facilities such as local public school buildings and grounds for recreation which cannot be used for recreation by the public. Efforts should be made to allow these facilities to be open to the public. Local school boards should be informed of this situation in order to alleviate this problem area.

Lack of Information

There is an information barrier which exists in the state in the recreation area. The public does not have enough information about current recreation opportunities. In addition, people are unaware where to go to get such information. There is a large amount of information concerning recreation opportunities that is published each year. Therefore, there is an information delivery problem. The information does not get to the people who should have it. One way to alleviate

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[43]Texas Parks and Wildlife Commission, p. 33.

this problem is to make the information more accessible to the public. This could be done by publishing information on recreation areas in regional newspapers and using public service announcements on radio and television.[44]

Advertising and promotion can play a major part in informing the public about recreation opportunities. States should promote recreation through brochures, travel guides, and newsletters. Representatives from state tourism divisions should be present at boat, sport, and travel shows and provide speakers for civic and school groups. State tourism divisions should have a close relationship with recreation providers and joint activities should be undertaken to inform the public of the recreation opportunities available to them.[45]

Supply Deficits

The deficit in the amount of developed lands for recreational purposes is a problem which exists. Areas with large urban populations often do not have enough developed land to satisfy the needs for recreation, according to the Texas SCORP report. Developed land may be supplied from existing recreation land or land purchased for development. Suitable developed land for recreation should be provided for all types of activities such as camping, picnicking, and boating.

Problem areas which exist in obtaining the proper amount of developed land for recreation needs consist of feasibility,

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[44]Tennessee SCORP Report 1984, p. 42.

[45]Missouri Department of Conservation, p. 19.

availability, and access. The feasibility of developing recreation areas is related to the physical characteristics of the area, construction financing, and public opinion. In some cases, there is no potential land available for development. In addition, developed land needs to be accessible to the public to benefit from it.

On the other hand, the lack of open space is a problem also. Open spaces are classified as areas where there is little or no development. These areas are important because some people want to recreate in a natural environment. Open spaces are also important areas for the support of wildlife. Therefore, it is also important to protect recreation areas from development.

The lack of adequate recreation spaces can cause overcrowding at existing facilities. This is a major problem in the delivery of recreation. In many cases, carrying capacities are not established. Such overcrowding detracts from the enjoyment of the user of the facility. The threat of overcrowding poses a serious threat to recreation participation.[46]

Costs

The costs incurred in recreation can hinder participation. In order to offset budget cuts, many recreation facilities have instituted user fees. These user fees increase the overall monetary costs for recreation participation. In some cases, individuals cannot afford to pay user fees. In addition, some members of the public have a negative

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[46]Edgar L. Jackson, "Activity-Specific Barriers to Recreation Participation," Leisure Sciences, 6, No. 1, 1983, p. 54.

image in regard to user fees. Although they can afford such fees, they refuse to pay these fees as a matter of principle. User fees, in addition to travel costs, can reduce participation in recreation.[47]

Overall funding for recreation has decreased in the past years in some states. As a result, park and recreation agencies are finding it difficult to maintain all of their services. The operation and maintenance of facilities, recreation programming, and development of new facilities have all suffered from a decline in funding. Park agencies have encountered problems in competing with other agencies for the limited amount of funds which are available. When budget cuts do occur, the recreation agencies are some of the first to feel them. These funding problems and the ensuing disruption of services pose a barrier to the provision of recreation opportunities. Many of the recreation facilities which were once available to the public are no longer in operation throughout the country.[48]

Safety and Liability

Many recreation facilities are underused because of the threat of crime. The public is concerned about safety in its leisure time. Places such as parks have developed a reputation as areas for high crime rates. This serves to discourage the public from visiting certain parks.

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[47]Stephen D. Reiling, "The Influence of Information on Users' Attitudes Toward Campground User Fees," Journal of Leisure Research, 20, No. 3, 1988, p. 209.

[48]Indiana Department of Natural Resources, 1984, pp. 45-46.

Park managers have tried to stop criminal activities through design changes and control of access to certain areas. This entails the use of landscaping to improve visibility. Such changes help to improve the feeling of security.[49]

The issue of liability claims against providers of recreation has become a problem. The threat of liability against the providers of recreation can result in the loss of recreation opportunities for the public. Some facilities, such as swimming areas, have already been forced to close due to liability problems. This affects state and locally owned recreation areas as well as private landowners who provide areas for recreation. Many private landowners have closed these areas due to the issue of liability.

In order to put to rest the fear of liability, states should pass legislation which will eliminate the responsibility that landowners have in regard to the use of their property by certain individuals. This will allow private landowners to be less hesitant about letting the public use their land. As a result, more recreation opportunities will be available for the public.[50]

From the examination of the literature sources, it appears that there are several problems which exist. Such problems as age group restrictions, lack of information, accessibility, and lack of commitment

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[49]L. M. Anderson and Herbert W. Schroeder, "Perception of Personal Safety in Urban Recreation Sites," Journal of Leisure Research, 16, No. 2, 1984, p. 179.

[50]Missouri Department of Natural Resources, p. 83.

limit recreation opportunities. With proper planning, these problems can be eliminated.

There is a consensus between the major problems and barriers identified in the Delphi process and the literature sources. The Delphi process identified the attitudes of the public and politicians, politics in general, lack of citizen education, and liability to be major barriers. The results of the literature review seem to agree with these major barriers. However, the literature review seems to view age group restrictions as a major issue, whereas the Delphi survey did not.

CHAPTER III

ANALYSIS OF SURVEY

In the recreation planning process, it is important to gather information not only from the public who use recreation facilities, but also the providers of facilities. Providers of recreation may be aware of different issues or be able to translate technical and economic concerns. Also, providers of recreation may have an understanding of the barriers to participation. Barriers are obstacles which prevent the public from fully using existing recreation facilities and programs.

The identification of the needs, issues, and barriers in recreation are important factors for study. Information from providers can also be used in the planning process for the Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Research Methodology

In 1988, a survey of providers of recreation was undertaken by the Graduate School of Planning for the Tennessee Department of Conservation. The survey was conducted as part of the SCORP process. The survey frame was 565 participants. Their names were provided by the Department of Conservation. Approximately 20% of the participants were state employees, 20% federal employees, 20% local government employees,

20% interest group representatives, and 20% a random sample of Tennessee Recreation Association members.[1]

For the purposes of this thesis, the survey results were analyzed in order to determine differences in perceptions of recreation providers regarding the needs, issues, and barriers in recreation in Tennessee. Specifically, an analysis was conducted to determine if these perceptions differed by geographic regions in the state and different levels of government. Also an analysis was made to discover if the perceptions differed between public and private recreation providers. Finally, an analysis was made to determine if there were subcategories of providers which existed who have different perceptions.

The survey had a 35% response rate. In the different geographic sections of the state, 55% of the respondents were from the eastern part, 38% from the middle, and 7% from the west. The private sector and interest group participants composed 24% of the responses and the public participants 76%. Specifically, the responses for the public providers were composed of 22% at the federal level, 27% at the state level, and 27% at the local level.

Using the results of the executive summary of the Delphi survey (Appendix A), statistical tests were performed to see which responses had a significant variance. One test was the calculation of F scores which determined the level of variance for each item. Another test, which was more important, was the calculation of the level of

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[1]University of Tennessee, Graduate School of Planning, Tennessee Recreation Needs Study: Delphi Process Summary, September 1988, pp. 1-2.

significance for each item. Questions which had a level of significance of five percent or less were chosen to be examined further. In addition, a bivariate analysis was performed for each question found to be significant in order to determine the frequency and percent response for each group. The bivariate analysis tables were used to examine statistically significant questions on a more detailed level. The results of the statistical tests are shown in Appendix B. Question numbers which were chosen to be examined further are marked with an asterisk. The survey from which the questions were taken is included in Appendix C.

The survey which was sent to the participants was a Delphi questionnaire. The Delphi is a process that is used for structuring the opinions of a group of people as a means to enhance decision-making. The Delphi technique is defined as "a research method for the systematic solicitation and collation of judgments through a set of carefully designed sequential questionnaires."[2] In the Delphi process a questionnaire is given to people who are considered to be experts on a subject. The end results of the questionnaire should be a convergence or consensus.

The Delphi process was developed by the Rand Corporation in the late 1940's. In the beginning, the process was used mainly as a survey instrument for technological forecasting. However, the uses for the process have been increased including such areas as problem

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[2]Ibid., p. 3.

identification, solution alternatives, and understanding differences between various interest groups.[3]

One of the advantages of the Delphi process is that it is very versatile. It can be modified in a number of ways with respect to structure and implementation methods such as: 1) undisclosed respondent groups; 2) structured or open ended questions; and 3) what decision guides are used to structure the opinions of the respondent group.[4]

In the Delphi process, there are identifiable rounds which exist. The first round is usually exploratory. Each participant gives information they consider relevant to the issue that is being researched. The second round attempts to begin to develop a consensus of how the respondents view the issue. If disagreement exists, the subjects of controversy can be examined in the next round to come to an understanding of why differences exist. The other phase consists of repetitive questionnaires or a review of information that has been generated by the respondents.[5]

In order to aid analysis, responses are organized by using some method of scaling. The two types of scales that are the most popular are the Likert-type rating scale and the simple ranking scale.

The Delphi method has some definite advantages in relation to other processes where judgments are collected. One advantage is that the

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[3]Ibid.

[4]Ibid., pp. 3-4.

[5]Ibid., pp. 4-5.

identity of the participants is not disclosed. This anonymity has several assets:

1. Excluding commanding personalities, which can influence group operations. This guarantees that individual answers will be taken into consideration.

2. Eliminating direct arguments between individuals in the process.

3. Stimulating independent, expert ideas.[6]

In the survey of the recreation providers, a Delphi method was used to determine if a consensus exists in relation to the issues and needs in recreation in Tennessee. The first round of the Delphi was composed of two basic questions: What are the needs, and what are the barriers in recreation? The responses from the first round were given to the respondents in the second round in the form of a structured questionnaire. Data from the second round was given to the respondents in the third round. Round one had a 31% return rate, round two a 56% rate, and round three a 35% rate.[7]

The Delphi process was used to help understand three factors:

1. Perceptions of the recreation providers regarding recreation needs.

2. To uncover barriers to the provision of recreation facilities and participation by citizens.

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[6]Ibid., pp. 4-5.

[7]Ibid., pp. 6-7, 14.

3. To provide a base for understanding the needs and barriers in the Tennessee Recreation Survey.[8]

Survey Results

In the Delphi survey, the recreation providers expressed their opinion regarding the needs, issues, and barriers in recreation. The results of this survey follow along with a Delphi process summary in terms of importance:

I. Needs
   A. Funding for natural resource protection
   B. Funding for facility maintenance and renovation
   C. Funding for facility development

II. Issues
   A. Protect and improve the natural environment
   B. Educate government officials
   C. Increase public awareness

III. Barriers
   A. Public officials and politicians
   B. Politics
   C. Citizen knowledge

Recreation Needs

The first part of the questionnaire in the Delphi survey addressed recreation needs. In the first round of the Delphi, funding and finance were identified as the major need. The respondents felt that if an adequate level of funding was available practically every need could be resolved. Therefore in the second round of the Delphi, questions were

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[8]Ibid., p. 5.

centered around specific areas concerning funding. The respondents were asked to rank certain areas of funding in terms of importance on a scale from 1 to 10, with 1 being the least importance and 10 as the highest importance. The results showed that the category of natural resource protection and management was ranked as the most important funding priority. This category received a mean score of 6.72. The categories which were considered next in terms of importance were facility maintenance and facility renovation. The last category of major importance was facility development.

Budget cutbacks have had a significant effect on recreation. The resulting decreases in services and facilities are one of the major reasons recreation needs cannot be met. The providers were very concerned about this problem.

Recreation Issues

Regarding recreation issues, there were definite preferences expressed by the participants in terms of importance. The most important issue was the protection and improvement of the natural environment. Respondents do not want to see natural resources disappear because of overuse or mismanagement.

The second most important issue was the education of government officials. For the most part, the participants felt government officials are not aware of the value of recreation in improving the quality of life. If providers do not inform officials about the value of recreation, this problem will continue to exist.

The respondents felt that the issue of increasing public awareness about the availability of facilities across the state was also important. Respondents feel the public is unaware of specific recreation opportunities and do not know where to go to receive the proper information.

Recreation Barriers

There were also barriers to recreation which were ranked in terms of importance by the participants. The barrier which was considered the most important was the attitudes of public officials and politicians. In many cases, public officials do not consider recreation to be an important area of concern. Therefore, many public officials are hesitant to provide proper facilities and programs to meet recreation needs.

Another barrier which was significant was politics in general. They felt the political process does not allocate facilities on an equitable basis.

Citizen knowledge was also a significant barrier. Participants felt citizens are not informed of the value of recreation. In addition, they felt people are not aware of all the opportunities that are available to them.

Analysis of Survey

Geographic Regions

For the purpose of this thesis, the perception of different recreation needs, issues, and barriers by geographic region was analyzed. The areas consisted of the east, middle, and western parts of the state. Some of the questions on the survey were composed of a Likert-type rating scale. In addition, respondents were asked to rank certain items in terms of importance on a scale of 1 to 10, where 1 was the least important and 10 was the most important. Each table shows the percent response according to the level of importance. The levels are classified as low, middle, and high.

Needs

According to the providers of recreation in the state, there was a difference in the perception of the need for funding for natural resource protection and management. The majority of the participants in West Tennessee believed that the area of natural resource protection was not a significant priority. The participants in the east thought it was of moderate importance. However, the majority of the participants, 75%, in the middle part of the state believed it was highly important. The percent responses are shown in Table 1. The differences in these perceptions may be explained by the differences in the use of recreation facilities. Facilities in Middle Tennessee may be used more heavily by the public. Such areas could be subject to more misuse.

Table 1. Perceptions of Participants Regarding the Need for Funding for Natural Resource Protection and Management by Region

Importance	Participants by Region		
	East	Middle	West
Low	19%	20%	60%
Middle	44%	5%	20%
High	37%	75%	20%
	100%	100%	100%

Source: Delphi Study.

Another need in which there was significant variance was regarding the area of funding for facility development. Eighty percent of the respondents in the western part of the state believed that this topic was of considerable importance. Although only a minority of participants in the east and middle believed that it was of major importance (Table 2). This difference of opinion may be due to the fact that the participants in the west feel that there is not an adequate supply of facilities to satisfy the growing demand for recreation.

Table 2. Perceptions of Participants Regarding the Need for Funding for Facility Development by Region

Importance	Participants by Region		
	East	Middle	West
Low	33%	30%	0
Middle	37%	35%	20%
High	30%	35%	80%
	100%	100%	100%

Source: Delphi Study.

In response to specific facilities, a majority of the participants in East and West Tennessee rated the need for more parks at the county level as being more important. The participants in the middle region of the state rated the need for more parks at the county level as not being as significant (Table 3). Possible explanations for these contrasting

Table 3. Perceptions of Participants Regarding the Need for More County Parks by Region

Importance	Participants by Region		
	East	Middle	West
Low	19%	20%	0
Middle	23%	50%	20%
High	57%	30%	80%
	100%	100%	100%

Source: Delphi Study.

opinions could be the lack of need for county parks in the eastern and western part of the state. Many people who engage in recreation activities are located in primarily rural areas and have only limited access to city or state parks. County parks could fill this gap in recreation facilities.

Funding problems were an important need expressed by the providers of recreation in the state. However, the providers had varying attitudes in relation to how state funds should be spent for organized recreation programs. A significant number of the participants in the east, 53%, thought that the state should fund programs at the regional level. However, only 14% of the participants in the middle of the state thought that state funds should be used for this purpose. The western respondents were split evenly on this topic (Table 4). In the east many federal recreation facilities exist. In many cases, federal funding for recreation facilities is being reduced. This segment of the respondents may feel that the state should help to cover the decreasing amount of federal funding.

Table 4. Perceptions of Participants Regarding the Need for State Funding of Programs at Regional Level by Region

	Participants by Region		
Funding	East	Middle	West
Yes	53%	14%	50%
No	47%	86%	50%
	100%	100%	100%

Source: Delphi Study.

The majority of the respondents in the east and the west felt that the state should fund programs at the local level. Yet, only 33% of the respondents in the middle of the state agreed with this premise (Table 5). The eastern and western participants seem to feel that programs at the local level are not sufficient. The participants in the middle of the state felt that the state government should fund programs mainly at the state level. It is important to realize that local recreation needs can be different from state or regional needs. Some feel it is important for the state to fund programs at the local level.

Barriers to Recreation

There was also a difference in the perception of participants regarding politics as a barrier. The eastern and middle participants tended to rank this as a more significant barrier than western participants (Table 6). The eastern and middle groups believe, perhaps, that the political arena is very important in terms of obtaining funding for recreation. With the decreasing amount of funding that is being allotted to recreation, this is an important concern.

Level of Government

Needs

The opinions of participants from different levels of government (federal, state and local) were analyzed to see if there were

Table 5. Perceptions of Participants Regarding the Need for State Funding of Programs at Local Level by Region

	Participants by Region		
Funding	East	Middle	West
Yes	56%	33%	100%
No	44%	67%	0
	100%	100%	100%

Source: Delphi Study.

Table 6. Perceptions of Participants Regarding Politics as a Barrier by Region

	Participants by Region		
Impor-tance	East	Middle	West
Low	12%	5%	40%
Middle	50%	58%	60%
High	38%	37%	0
	100%	100%	100%

Source: Delphi Study.

significant differences in terms of needs, issues, and barriers. To begin with, 86% of the participants at the state level rated funding for natural resource protection and management as a high priority. This is significant when compared to the federal and local participants where only 46% and 36%, respectively, rated it in the high importance category (Table 7).

Table 7. Perceptions of Participants Regarding the Need for Funding for Natural Resource Protection and Management by Level of Government

Importance	Participants by Level		
	Federal	State	Local
Low	27%	7%	28%
Middle	27%	7%	36%
High	46%	86%	36%
	100%	100%	100%

Source: Delphi Study.

State parks are some of the most heavily used parks in Tennessee. With increased use, there is a potential danger of overuse. The state participants may consider the need of increased efforts towards natural resource protection important because natural resources can be destroyed through mismanagement.

Over 70% of the state and local government respondents thought that the state should not provide funding programs at the regional level. However, 62% of the federal level participants thought funding programs should be available at the regional level (Table 8). Perhaps state and local participants are concerned with obtaining funding for their own programs, not for programs at the regional level.

Table 8. Perceptions of Participants Regarding the Need for State Funding for Programs at the Regional Level by Level of Government

	Participants by Level		
Funding	Federal	State	Local
Yes	62%	30%	25%
No	38%	70%	75%
	100%	100%	100%

Source: Delphi Study.

This same explanation can be applied to the responses to the question of whether or not the state should fund programs at the local level. The majority of the respondents at the state level believe funding programs should be not be provided at the local level. However, a majority of the federal and local participants believe funding should be provided at the state level (Table 9).

Table 9. Perceptions of Participants Regarding the Need for State Funding for Programs at Local Level by Level of Government

Importance	Participants by Level		
	Federal	State	Local
Yes	56%	40%	67%
No	44%	60%	33%
	100%	100%	100%

Source: Delphi Study.

Contrasting opinions also exist regarding the need for specific facilities. State and local participants believed that picnic areas are important facilities which should be provided. However, federal participants believe these facilities are of only nominal importance (Table 10). These differences in responses suggest that state and local providers view picnic areas as important facilities.

Issues

There were some different perceptions regarding recreation issues. A majority of the local and state respondents believed that the issue of public official awareness was very important. However, the federal participants believed this issue was only of moderate importance. As mentioned previously, state and local participants are aware of the importance of public official awareness in determining levels of funding (Table 11).

Public vs. Private

Needs

Perception of recreation needs also differs between public and private respondents. Most of the public respondents felt that the state should fund local recreation programs. However, 80% of the private participants were opposed to this idea. Private participants may consider public recreation facilities to be competition (Table 12).

Table 10. Perceptions of Participants Regarding the Need for Picnic Tables by Level of Government

Importance	Participants by Level		
	Federal	State	Local
Low	18%	0	14%
Medium	45%	14%	13%
High	36%	86%	73%
	100%	100%	100%

Source: Delphi Study.

Table 11. Perceptions of Participants Regarding the Issue of Public Official Awareness by Level of Government

Importance	Participants by Level		
	Federal	State	Local
Low	36%	8%	15%
Medium	19%	23%	14%
High	45%	69%	71%
	100%	100%	100%

Source: Delphi Study.

Table 12. Perceptions of Participants Regarding the Need for State Funding for Programs at the Local Level

	Participants	
Funding	Public	Private
Yes	54%	20%
No	46%	80%
	100%	100%

Source: Delphi Study.

Issues

The majority of the public participants ranked the need for public official awareness as being a very important concern. However, only 20% of the private recreation participants ranked this as being very important (Table 13). The different viewpoints are understandable. Public recreation participants view public official awareness as important in gaining funding support. In contrast, private participants are not dependent upon public funding. As a result, government officials' attitudes are not a prime concern.

Table 13. Perceptions of Participants Regarding the Issue of Public Official Awareness

Importance	Participants	
	Public	Private
Low	19%	40%
Middle	19%	40%
High	62%	20%
	100%	100%

Source: Delphi Survey.

Subgroups

In addition to providers categorized by geographic and governmental level, there are other subgroups of providers. Some of these subgroups

were examined to see if they had different perceptions of recreation needs and issues.

Environmental vs. Nonenvironmental

One subgroup which can be identified in the survey is the environmentally based participants. These participants are either private or special interest groups which are involved in recreation and have certain environmental concerns they wish to promote.

Compared to nonenvironmental participants, this subgroup has different perceptions. First of all, 58% of the nonenvironmental participants considered the issue of public official awareness as an important concern. Only 25% of the environmental participants considered this to be a highly important (Table 14). Environmental groups may consider that public officials are aware of environmental issues. Although, the nonenvironmental participants may consider that public officials are not adequately informed about recreation issues.

Table 14. Perceptions of Participants Regarding the Issue of Public Official Awareness by Subgroup

Importance	Participants by Subgroup	
	Environmental	Nonenvironmental
Low	50%	20%
Medium	25%	22%
High	25%	58%
	100%	100%

Source: Delphi Study.

The environmental respondents considered the issue of natural resource protection as a significant issue. All of the members of the environmental subgroup rated this very highly. However, only 44% of the nonenvironmental respondents rated this as an important issue. Environmental respondents consider the protection of natural resources to be of primary importance in helping to maintain the quality of the environment (Table 15).

Table 15. Perceptions of Participants Regarding the Issue of Natural Resource Protection by Subgroup

Importance	Participants by Subgroup	
	Environmental	Nonenvironmental
Low	0	23%
Medium	0	33%
High	100%	44%
	100%	100%

Source: Delphi Study.

Harvesters vs. Nonharvesters

The harvester subgroup consists of providers that operate or maintain fish and wildlife preserves. This subgroup differed in their opinions compared to nonharvester respondents in the areas of facilities and obstacles to recreation. In the area of facilities, the harvesters

that responded considered additional county parks not to be as important as nonharvesters (Table 16).

In addition, the nonharvesters who responded considered lack of citizen education to be a greater barrier to recreation than did the harvesters who responded. Perhaps, harvesters believe that the general public is familiar with the recreation opportunities available and do not need additional information (Table 17).

Administrators vs. Implementers

The administrator subgroup was identified as consisting of recreation officials who are not involved at the operational level of recreation services. Operational personnel were considered to be the implementers.

The administrative participants considered politics to be a greater barrier to the delivery of recreation than did the implementers. Fifty percent of the administrative members rated politics as a very important barrier. However, only 14% of the implementers who responded rated this as highly important (Table 18). The administrative respondents realize how important the political process is in recreation.

Male vs. Female

The male respondents considered funding for facility maintenance to be more significant than the female respondents. With the decrease in funding, there should be more of an emphasis on maintaining present facilities because the resources for new facilities are not available (Table 19).

Table 16. Perceptions of Participants Regarding the Need for County Parks by Subgroup

Importance	Participants by Subgroup	
	Harvesters	Nonharvesters
Low	25%	8%
Medium	42%	35%
High	33%	57%
	100%	100%

Source: Delphi Study.

Table 17. Perceptions of Participants Regarding the Issue of Lack of Citizen Education by Subgroup

Importance	Participants by Subgroup	
	Harvesters	Nonharvesters
Low	50%	4%
Medium	25%	70%
High	25%	26%
	100%	100%

Source: Delphi Study.

Table 18. Perceptions of Participants Regarding Politics as a Barrier by Subgroup

Importance	Participants by Subgroup	
	Implementation	Plan/Administration
Low	15%	0
Medium	71%	50%
High	14%	50%
	100%	100%

Source: Delphi Study.

Table 19. Perceptions of Participants Regarding the Need for Funding for Facility Maintenance by Gender Subgroups

Importance	Participants by Subgroup	
	Female	Male
Low	40%	16%
Medium	40%	37%
High	20%	47%
	100%	100%

Source: Delphi Study.

Rural vs. Urban

A majority of the participants in rural areas considered funding for facility maintenance to be a higher priority than did respondents in urban areas. It is possible that many of the facilities in rural areas have suffered from neglect and are deteriorated. Rural participants considered facility maintenance to be important (Table 20).

Table 20. Perceptions of Participants Regarding the Need for Funding for Facility Maintenance by Subgroup

Importance	Participants by Subgroup	
	Rural	Urban
Low	0	31%
Middle	33%	38%
High	67%	31%
	100%	100%

Source: Delphi Study.

There seems to be several major areas of concern between all levels of participants regarding needs, issues, and barriers to recreation according to the analysis. First of all, most of the participants felt that there was a need for more funding for natural resource protection and facilities. Also, the issues identified as being important were natural environment protection, education of public officials, and

public awareness. In addition, the participants felt that the political process was the major barrier in recreation.

CHAPTER IV

CONCLUSION

In summary, the providers of recreation surveyed expressed some differences in perceptions concerning recreation issues. However, the differences were not great and it appears the Delphi Process did develop a consensus.

West Tennessee participants considered funding for facility development and natural resource protection to be the most important priorities. Participants from East Tennessee believed that attitudes of the public and politicians were very important considerations in providing recreation opportunities.

Participants from different levels of government had some different perceptions of recreation needs. The main differences concerned the degree of importance given to natural resource protection, recognition of the importance of educating government officials, and need for increased funding. State level participants considered natural resource protection and management to be of primary importance, whereas, federal and local participants did not feel as strongly.

The need for more funding was a significant concern, particularly for state funded programs. There is a concern that recreation programs have been cut to the bone and any further cuts will have disastrous effects on services. Most of the private providers who participated thought the state should not fund programs at the local level.

Environmentally based participants felt that natural resource protection and funding for facility maintenance were the most important needs.

In examining the perceptions of different groups of providers, the topic of funding was the main concern. Participants felt that funding should be primarily allocated to natural resource protection and facility maintenance and development. There is a need for research on alternative ways to increase funding for recreation. The Delphi survey indicates that the participants feel that a gasoline tax, more efficient management of resources, and a recreation trust fund are good funding alternatives.

The question of privatization also arose. The private sector could take a supportive role in the provision of recreation services. If so, how this will affect recreation opportunities for the disadvantaged is a question which should be addressed in future research.

A state policy which insures the protection of our natural resources should be a top priority. Natural resources cannot be allowed to be abused and misused. A program of environmental education should also be undertaken by the state. This program should be instituted in Tennessee schools, at recreation sites and parks and be distributed to supportive interest groups.

Recreation professionals must become more politically active. They need to engage in a comprehensive lobbying effort at all levels of government to make elected and appointed officials aware of problems and recreation needs. Providers should become involved in the political process and help voters focus attention on recreation issues. A

heightened interest in recreation will result in a larger allocation of resources to help solve recreation problems.

There are some differences of perceptions among providers regarding recreation needs, issues, and barriers to participation. However, there is not a great deal of difference. For the most part, the Delphi Process developed a consensus. The top priorities are: obtain more funds, protect the natural resources of the state and become more politically active. How to accomplish the top priorities is the question which now needs to be addressed.

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APPENDIXES

APPENDIX A

FUNDING PRIORITIES

1.) National Resource Protection

2.)a.) Facility Maintenance
b.) Facility Renovation

3.) Facility Development

ACTIVITIES FOR STATE PARK FUNDS

1.) Facility Maintenance

2.) Facility Renovations

3.) Resource Protection

HOW TO PLUG THE DOLLAR GAP

1.) Gasoline Tax

2.) Efficient and Effective Management

3.) Perputal Trust

TARGET GROUPS

1.) Elderly

2.) Handicapped

3.) Inner City

ISSUES

1.) Protect and Improve the National Environment

2.) Educate Government Officials

3.) Increase Public Awareness

PRIORITY AREAS FOR PROTECTION

1.) Rivers and Streams

2.)a.) Wetlands
b.) Wilderness Areas

3.) Significant Natural Areas

PRIORITY RECREATION ACTIVITIES

1.)a.) Open Spaces
b.) Picnic Areas

2.)a.) Fishing
b.) Hiking

3.)a.) Nature Trails
b.) Swimming

BARRIERS

1.) Public Officials and Politicians

2.) Politics

3.) Citizen Knowledge

WHERE EFFORT NEEDS TO BE DIRECTED

1.) Information Dissemination about opportunity

2.) Better Management and Staffing

3.) Cost of Liability Insurance

4.) Political Support

WHERE ARE THE PARKS NEEDED MOST

1.) Cities

2.) Neighborhoods

CONCLUSIONS

1.) New Funding Needed

A.) Political Support

B.) Citizen Support

2.) Advocacy

A.) Professional Organization Lobby

B.) Agencies - Constituent Building

3.) Education

A.) Politicians

B.) Citizens

4.) Focus

A.) Fix Up What We Have

B.) Assist Local Governments and Neighborhoods

C.) Environmental Education

D.) Natural Resource Protection Priority

E.) Set Up a Trust/Perpetual Growing Source of Funding

F.) Special Concern for Rivers/Streams and Wetlands

G.) Stimulate - Open Space and Picnic Areas; Fishing/Swimming and Wilderness and Nature Trails

H.) Build Political Support

I.) Build Citizen Support

APPENDIX B

Question #	F-Score	Level of Significance
Geographic Regions:		
*AI1	2.34	.051
AI2	.41	.663
AI3	1.29	.283
*AI4	3.68	.032
AI6	.47	.627
BI5	1.16	.322
BI6	1.64	.205
BI8	.35	.704
BII2	1.13	.333
BII4	.02	.983
BII5	.37	.692
BIII1	.75	.478
BIII2	.45	.643
BIII4	.11	.893
BIV1	.30	.739
BIV2	.09	.910
BIV3	1.29	.284
BIV6	.76	.472
BV13	.12	.885
BV17	.78	.462
BVI2	2.12	.131
BVI3	.09	.915
*BVI4	2.64	.041
CI6	.57	.571
CI8	.94	.397
*CII2	2.69	.052
CII3	1.41	.254
*CIV2	2.31	.044
*CIV3	2.43	.039
Level of Government and Private Sector:		
AI1	1.46	.237
AI2	1.83	.155
AI3	1.98	.129
*AI4	3.60	.02
AI6	1.19	.324
BI5	1.40	.255
BI6	.33	.802
BI8	.23	.874
BII2	4.84	.550
BII4	1.39	.257
BII5	1.25	.303
BIII1	.11	.956
*BIII2	2.83	.049

Question #	F-Score	Level of Significance
BIII4	.20	.895
BIV1	.99	.405
BIV2	.88	.459
BIV3	1.44	.244
BIV4	2.62	.062
*BV13	3.04	.038
BV17	2.10	.112
BVI2	1.81	.158
BVI3	1.15	.339
BVI4	.82	.489
CI6	.78	.511
CI8	3.09	.360
CII2	.32	.811
CII3	2.67	.061
*CIV2	2.81	.043
*CIV3	2.27	.038
Subgroups:		
AI1	1.53	.224
AI2	0.00	.998
*AI3	4.08	.049
AI4	1.45	.237
AI6	.49	.4881
BI5	1.27	.268
BI6	1.40	.250
BI8	0.00	1.00
BII2	.19	.667
BII4	.15	.698
BII5	1.98	.169
BIII1	2.16	.152
*BIII2	4.87	.032
*BIII4	4.07	.049
BIV1	1.21	.278
BIV2	.33	.57
BIV6	.74	.397
BV13	3.15	.0851
BV17	2.91	.097
BVI2	1.17	.286
*BVI3	4.19	.049
*BVI4	4.73	.041
CI6	.46	.503
CII8	.33	.568
*CII2	4.51	.041
CII3	.75	.394
CIV2	.81	.421
CIV3	.67	.382

APPENDIX C

Part A

Money, funding, and finance are the major problems, needs and/or barriers to the delivery of recreation services in Tennessee. Respondants felt that with an adequate level of funding just about every problem or need could be solved or more effectively addressed. Austere budget environments are the major reason why agencies are not able to respond to all recreation needs. Therefore the first part of the questionnaire is addressed to learning more about the funding, money, and financial issue. Other parts of the questionnaire address other problems, issues and barriers.

1. State funding could be used for a variety of purposes. Rank the following list of needs from 1 to 10 with 10 being the first priority and 1 being the least priority.

		Mean Score	Total Score
a) _____	Facility Development	5.91	544
b) _____	Land Acquisition	6.01	553
c) _____	Facility Maintenance	6.08	560
d) _____	Natural Resource Protection and Management	6.72	619
e) _____	Recreation Programs	4.75	437
f) _____	Facility Renovations	6.05	557
g) _____	Supplement Operating Budgets	4.97	458
h) _____	Improving Management	5.03	458
i) _____	Education	4.86	448
j) _____	Other (please specify) ____ _____.	3.04	125

AI-J. Other (please specify)

Tax Incentives
Improving Budget Process
Comprehensive Leisure Services Plan
Staff the areas
Planning
Marketing
Transport poor to the resource
Seed funding for new P. and R. departments
Litter Control
Man Power
Improving Staff Salaries, Benefits
Advertising
New Projects - Fix old Projects first
Promotion
Unknowns

II. State funding should be used primarily for (select one of each - place an x by the most preferred);

a) **Facility development at**

_____	1) State Parks	58.9%	Mean Score 1.97
_____	2) Regional Parks	5.6%	
_____	3) Local Parks	22.2%	
_____	4) Not Appropriate	5.6%	
_____	5) Other _____ specify	7.8%	Total Score 178

a) 5) Other - Minimal facility development at State Parks, TORAS, all, State and Local Parks, private enterprise, city parks if matched by city and private.

b) **Land Acquisition for**

_____	1) State Parks	46.2%	Mean Score 2.34
_____	2) Regional Parks	8.8%	
_____	3) Local Parks	24.2%	
_____	4) Not Appropriate	6.6%	
_____	5) Other _____ specify	14.3%	Total Score 213

b) 5) Other - Depend on need, reparian protection, fragile areas, habitat in need of managment, natural/ecologically, significant lands, all when can, access to white water rivers, State and Local Parks, private ownership to generate taxes, wildlife preserves.

c) **Facility Maintenance of**

_____	1) State Parks	72.5%	Mean Score 1.63
_____	2) Regional Parks	6.6%	
_____	3) Local Parks	12.1%	
_____	4) Not Appropriate	2.2%	
_____	5) Other _____ specify	6.6%	Total Score 149

c) 5) Other - All, TORAS, facilities at wild and scenic whitewater rivers, state and local, lease or sell to private enterprise.

d) **Natural Resource, Protection & Management**

_____	1) State Parks	68.9%	Mean Score 1.81
_____	2) Regional Parks	7.8%	
_____	3) Local Parks	8.9%	
_____	4) Not Appropriate	2.2%	
_____	5) Other _____ specify	12.2%	Total Score 163

d) 5) Other - Natural/wildlife/forest areas, public lands in general, all water resources, TORAS, purchase of ecologically significant lands, state forests, wildlife management areas, all, litter around lakes, wild and scenic whitewater rivers, state and local.

e) **Recreation Programs in**

_____	1) State Parks	54.4%	Mean Score 1.81
_____	2) Regional Parks	4.4%	
_____	3) Local Parks	26.7%	
_____	4) Not Appropriate	11.1%	
_____	5) Other _____	3.3%	Total Score 184

e) 5) Other - All, not a valid use of funds

f) **Facility Renovation in**

_____	1) State Parks	66.3%	Mean Score 1.85
_____	2) Regional Parks	2.2%	
_____	3) Local Parks	19.1%	
_____	4) Not Appropriate	4.5%	
_____	5) Other _____ specify	7.9%	Total Score 165

f) 5) Other - All, not a valid use of funds, state and local, all levels.

g) **Supplement Operating Budgets**

_____	1) State Agencies	55.7%	Mean Score 1.97
_____	2) Regional Agencies	5.7%	
_____	3) Local Agencies	26.1%	
_____	4) Not Appropriate	10.2%	
_____	5) Other _____ specify	2.3%	Total Score 174

g) 5) Other - To local level for special projects or grants, all, charge cost effective user fees.

h) Improve Management by

_____	1) Providing Management Training	43.2%	Mean Score 2.03
_____	2) Increasing Staff	22.7%	
_____	3) Instituting Better Procedures & Policies	26.1%	
_____	4) Not Appropriate	3.4%	
_____	5) Other _____ specify	4.5%	Total Score 179

h) 5) Other - All, selling to private enterprise, becoming more efficient, hire qualified professionals and not political buddies.

AIII. Money, funding, finance are the major problems, need and/or barriers to the deliver of recreation services in Tennessee. What are the alternative things the state can do to help plug this dollar gap? Rate each statement 1 to 10 where 10 is first priority.

___ Offer state money to city/county on a matching basis for development.
___ Change priorities.
___ Hire only qualified personnel - reduce overhead.
___ Efficient & effective management that utilizes current funding efficiently and effectively.
___ Get out of the private enterprise aspects.
___ Lease facilities for development & operation to private sector.
___ Special recreation tax levies.
___ Increase land transfer tax and earmark for recreation acquisition & development.
___ Establish and fund perpetual trust fund to finance recreation resource activities on both the state and local level.
___ Lease out less profitable parks to private operations.
___ Promote more public and legislative support for programs.
___ Consider special tax for recreation and/or consider privatization in some parks.
___ Use gasoline tax for recreation.
___ A volunteer program.
___ State Income tax.
___ User fees, liquor sales and use in parks.
___ Revolving loan to communities and counties for local parks.
___ State grant funding programs geared to meet this proven need.
___ Taxes, user fees, close under-utilized facilities.
___ Stop competing unfairly with private providers.
___ Trust fund, priority in purchase of surplus equipment.
___ Work unemployed in State Park - a return of C.C.C.
___ Summer youth program in parks - work, maintenance, clean up.
___ Work prisoners in parks.
___ Local agencies receiving state support.
___ Encourage private sector to develop.
___ Take care of what we have and stop adding on.
___ Increase communication areas.
___ Increase the tourism promotion budget should be money generated shared by attractions.

___ The legislature should find recreation as necessary as education and funding.
___ Cooperative staffing efforts with schools, etc.
___ Better management/allocations of available monies.
___ Contracts with private industry.
___ Tighter controls to minimize abuse of public land.
___ Work closer with non-profit organization-YMCA, Scouts, Boys Club.
___ Staff training program.
___ Higher fees for public use.
___ Tax generating legislation.
___ Out of state promotion.
___ Federal Money.
___ Assist with facility design.
___ Streamline programs to concentrate dollars - fewer more vital programs.

Part B

1. For this question, please respond by circling (after each group) the view in the column that most nearly represents your opinion.

   The State should focus more resources and technical assistance towards providing programs and leisure services for the following special target populations.

	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree
Preschool Children	SD	D	NO	A	SA
	17%	31.8%	20.5%	23.9%	6.8%
	Index Score -25		Mean Score -.28		
	SD	D	NO	A	SA
Elementary School (grades 1-5)	SD	D	NO	A	SA
	9%	20.2%	16.8%	34.8%	19.1%
	Index Score 31		Mean Score .34		
	SD	D	NO	A	SA
Middle School (grades 6-9)	SD	D	NO	A	SA
	6.7%	13.3%	14.4%	46.7%	18.9%
	Index Score 52		Mean Score .57		
	SD	D	NO	A	SA
High School (grades 10-12)	SD	D	NO	A	SA
	5.6%	11.2%	14.6%	46.1%	22.5%
	Index Score 61		Mean Score .68		
	SD	D	NO	A	SA

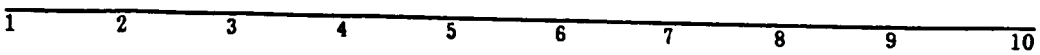
Elderly	SD 6.7%	D 3.3%	NO 13.3%	A 51.1%	SA 25.6%
	Index Score 77		Mean Score .85		
	SD	D	NO	A	SA
Handicapped	SD 4.5%	D 7.9%	NO 12.4%	A 53.9%	SA 21.3%
	Index Score 71		Mean Score .79		
	SD	D	NO	A	SA
Rural (All age groups)	SD 6.8%	D 8%	NO 27.3%	A 42%	SA 15.9%
	Index Score 46		Mean Score .52		
	SD	D	NO	A	SA
Inner City (All age groups)	SD 6.8%	D 6.8%	NO 17%	A 47.77%	SA 21.6%
	Index Score 62		Mean Score .70		
	SD	D	NO	A	SA
Low Income Families	SD 6.8%	D 15.9%	NO 20.5%	A 39.8%	SA 17%
	Index Score 39		Mean Score .44		
	SD	D	NO	A	SA

BII. The following statements have been identified as key issues that need to be addressed by the State in its efforts to provide for the recreational needs of Tennesseeans. Using a scale of 1 to 10, please circle the number that represents the relative importance of each statement (the higher the number, the greater the importance) in terms of it affecting the state's efforts to provide for and improve leisure services and recreational opportunities in Tennessee. 10 - most important . . . 1 - least important

A. Need to better educate the general population about the importance and benefits of recreation.

1	2	3	4	5	6	7	8	9	10
3.3%	3.3%	6.5%	2.2%	12%	8.7%	10.9%	9.8%	5.4%	38%

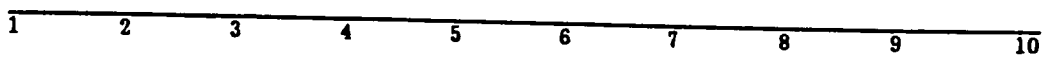
Index Score 675 Mean Score 7.33



B. Need to better educate government officials at all levels about the importance and benefits of providing recreational/leisure services for the general public.

1	2	3	4	5	6	7	8	9	10
3.3%	1.1%	2.2%	1.1%	7.6%	5.4%	5.4%	18.5%	12%	43.5%

Index Score 750 Mean Score 8.15



C. Better communication and coordination between recreation officials at all levels of government.

1	2	3	4	5	6	7	8	9	10
1.1%	0	4.4%	1.1%	7.7%	9.9%	13.2%	23.1%	9.9%	29.7%

Index Score 709 Mean Score 7.79



D. Increase public awareness about the abailability of recreational facilities and opportunities across the state.

1	2	3	4	5	6	7	8	9	10
2.2%	1.1%	2.2%	1.1%	6.5%	17.4%	15.2%	22.8%	9.8%	21.7%

Index Score 687 Mean Score 7.46



E. Need to protect and improve the natural resources of the State that provide recreational opportunities.

1	2	3	4	5	6	7	8	9	10
1.1%	0	1.1%	1.1%	0	1.1%	5.4%	15.2%	16.3%	58.7%

Index Score 836 Mean Score 9.08



F. Need to improve accessibility to existing recreational facilities; especially on our rivers and lakes.

1	2	3	4	5	6	7	8	9	10
4.3%	0	2.2%	6.5%	4.3%	14.1%	13%	19.6%	12%	23.9%

Index Score 679 Mean Score 7.38



BIII. Please rank the following statements in order of priority -- 7, highest priority and 1, least priority.

		Mean Score	Total Score
_____	a) Citizen Awareness	4.42	403
_____	b) Public Official Awareness	4.68	426
_____	c) Intergovernmental Coordination	3.50	319
_____	d) Natural Resource Protection	5.06	461
_____	e) Accessibility of Facilities	3.47	316
_____	f) Professional Training	3.80	346
_____	g) Promotion and Marketing of Opportunities	3.14	283

BIV. Protection and Management of Natural Resources are major needs in Tennessee according to the respondents. Please rank the importance of the following in terms of the priority they should receive. Rank the items from 1 to 7 where 7 is the highest priority and 1 is the lowest priority.

		Mean Score	Total Score
_____	a) Rivers and Streams	5.50	490
_____	b) Wetlands	4.16	375
_____	c) Wilderness Areas	4.25	379
_____	d) Woodlands	3.53	311
_____	e) Scenic Areas	3.68	332
_____	f) Significant Natural Features	4.15	366
_____	g) Historic Places	3.50	315

V. The respondents said that the state's major recreation need is to develop natural resources in order to provide additional recreation opportunities, especially related to water base activities:

Please indicate your response by circling the number which reflects your assessment of importance. Your assessment of importance for each item, should be scaled to 10 as most important and 1 as least important.

Hunting

1	2	3	4	5	6	7	8	9	10
11.1%	3.3%	6.7%	7.8%	8.9%	16.7%	12.2%	15.6%	6.7%	11.1%

Mean Score 5.94 Total Score 535

Fishing

1	2	3	4	5	6	7	8	9	10
5.6%	1.1%	1.1%	5.6%	5.6%	11.1%	8.9%	13.3%	16.7%	31.1%

Mean Score 7.57 Total Score 682

Boating

1	2	3	4	5	6	7	8	9	10
5.6%	4.4%	2.2%	3.3%	11.1%	8.9%	15.6%	14.4%	15.6%	18.9%

Mean Score 6.96 Total Score 627

Hiking Trails

1	2	3	4	5	6	7	8	9	10
0.0%	0.0%	1.1%	4.4%	5.5%	12.1%	15.4%	24.2%	22.0%	15.4%

Mean Score 7.73 Total Score 704

Camping

1	2	3	4	5	6	7	8	9	10
2.2%	0.0%	3.3%	4.4%	11.0%	11.0%	17.6%	17.6	18.7%	14.3%

Mean Score 7.25 Total Score 660

Bike Trails

1	2	3	4	5	6	7	8	9	10
1.1%	5.6%	5.6%	11.2%	22.5	12.4%	10.1%	10.1%	7.9%	13.5%

Mean Score 617 Total Score 550

1	2	3	4	5	6	7	8	9	10

Swimming

1	2	3	4	5	6	7	8	9	10
1.1%	1.1%	6.7%	4.4%	11.1%	12.2%	21.2%	15.6%	15.6%	11.1%

Mean Score 6.93 Total Score 624

1	2	3	4	5	6	7	8	9	10

Nature Trails

1	2	3	4	5	6	7	8	9	10
0.0%	1.1%	1.1%	7.8%	11.1%	14.4%	13.3%	2.0%	14.4%	16.7%

Mean Score 7.28 Total Score 656

1	2	3	4	5	6	7	8	9	10

Jogging Trails

1	2	3	4	5	6	7	8	9	10
5.6%	7.9%	12.4%	14.6%	10.1%	14.6%	11.2%	7.9%	9.0%	6.7%

Mean Score 5.44 Total Score 458

1	2	3	4	5	6	7	8	9	10

Ball Fields

1	2	3	4	5	6	7	8	9	10
13.3%	11.1%	12.2%	8.9%	17.8%	11.1%	4.4%	8.9%	5.6%	6.7%

Mean Score 4.82 Total Score 434

1	2	3	4	5	6	7	8	9	10

Golf

1	2	3	4	5	6	7	8	9	10
21.3%	12.4%	11.2%	7.9%	19.1%	5.6%	6.7%	6.7%	6.7%	2.2%

Mean Score 4.24 Total Score 378

1	2	3	4	5	6	7	8	9	10

Horse Trails

1	2	3	4	5	6	7	8	9	10
9.1%	13.6%	15.9%	11.4%	17.0%	13.6%	5.7%	8.0%	3.4%	2.3%

Mean Score 4.53 Total Score 399

Picnic Areas

1	2	3	4	5	6	7	8	9	10
3.0%	0.0%	3.3%	2.2%	8.8%	8.8%	15.4%	23.1%	20.9%	14.3%

Mean Score 7.41 Total Score 675

Physical Fitness Trails

1	2	3	4	5	6	7	8	9	10
6.6%	5.5%	8.8%	12.1%	20.9%	11.0%	9.9%	14.3%	3.3%	7.7%

Mean Score 5.52 Total Score 503

Tennis

1	2	3	4	5	6	7	8	9	10
17.8%	10.0%	16.7%	10.0%	14.4%	10.0%	10.0%	6.7%	2.2%	2.2%

Mean Score 4.25 Total Score 383

Playgrounds

1	2	3	4	5	6	7	8	9	10
8.8%	3.3%	9.9%	4.4%	11.0%	11.0%	12.1%	12.1%	14.3%	13.2%

Mean Score 6.25 Total Score 564

Open Space

1	2	3	4	5	6	7	8	9	10
4.4%	0.0%	1.1%	2.2%	7.8%	6.7%	8.9%	21.1%	7.8%	4.0%

Mean Score 7.96 Total Score 717

BVI. Your responses suggest that the following are barriers to recreation. Please rank them from 1-8 where eight is the most significant and one is the least significant.

			Mean Score	Total Score
a)	_____	Lack of appropriate recreation trained professionals	2.97	262
b)	_____	Attitudes of the public and politicians	5.21	454
c)	_____	Lack of citizen education	4.0	348
d)	_____	Politics	4.51	393
e)	_____	Liability	3.90	340
f)	_____	Environmental Quality	3.32	289
g)	_____	Accessability to Resources	3.77	328
h)	_____	Poor Intergovernmental Coordination	3.11	274

Part C

C1. Beside each of the statements listed below please indicate whether you strongly agree (SA), agree (A), don't know (DK), disagree (D), or strongly disagree (SD). Circle the appropriate response.

a) The lack of long range planning is a greater barrier than leadership.

SA	A	DK	D	SD
16.5%	35.2%	8.8%	30.8%	8.8%

Mean Score .197 Index Score 18

SA	A	DK	D	SD

b) Leadership is needed more than the coordination of services.

SA	A	DK	D	SD
15.4%	41.8%	8.8%	25.3%	8.8%

Mean Score .296 Index Score 27

SA	A	DK	D	SD

c) The lack of coordination of intergovernmental services is a greater barrier than the lack of professional training.

SA	A	DK	D	SD
12.2%	44.4%	13.3%	21.1%	8.9%

Mean Score .30 Index Score 27

SA	A	DK	D	SD

d) Professional training is needed more than increased staffing.

SA	A	DK	D	SD
10%	38.9%	15.6%	25.6%	10%

Mean Score .133 Index Score 12

SA	A	DK	D	SD

e) Increased staffing is a greater need than better management & organization.

SA	A	DK	D	SD
8.9%	11.1%	14.4%	48.9%	16.7%

Mean Score -0.533 Index Score -48

SA A DK D SD

f) Better management and staffing is a greater need than professional certification.

SA	A	DK	D	SD
21.1%	54.4%	10%	12.2%	2.2%

Mean Score .80 Index Score 72

SA A DK D SD

g) The general publics attitude towards recreation is a major barrier.

SA	A	DK	D	SD
8.9%	37.8%	7.8%	35.6%	10%

Mean Score 0 Index Score 0

SA A DK D SD

h) There is a lack of commitment from politicians to support recreation.

SA	A	DK	D	SD
22.2%	52.2%	8.9%	13.3%	3.3%

Mean Score .766 Index Score 69

SA A DK D SD

i) The general public lacks an understanding of the value of recreation to their health and well being.

SA	A	DK	D	SD
11%	58.2%	5.5%	24.2%	1.1%

Mean Score .538 Index Score 49

SA A DK D SD

CII. The respondents said that more parks are needed to provide recreation opportunities. Please indicate at what level parks are most needed by rating the following on a scale of 1-10 where 10 is the most needed and 1 is the least needed.

State	8.8%	8.8%	4.4%	14.3%	12.1%	8.8%	8.8%	5.5%	7.7%	19.8%
Responses	1	2	3	4	5	6	7	8	9	10

Mean Score 5.82 Index Score 530

1		3	4	5	6	7	8	9	10

County	3.3%	2.2%	3.3%	2.2%	13.2%	8.8%	11.0%	18.7%	13.2%	23.1%
Responses	1	2	3	4	5	6	7	8	9	10

Mean Score 7.20 Index Score 656

1	2	3	4	5	6	7	8	9	10

City	4.3%	2.2%	6.5%	3.3%	6.5%	4.3%	6.5%	18.5%	18.5%	28.3%6
Responses	1	2	3	4	5	6	7	8	9	10

Mean Score 7.42 Index Score 683

1	2	3	4	5	6	7	8	(9)	10

Neighborhood	7.6%	7.6%	6.5%	6.5%	6.5%	3.3%	3.3%	12.0%	10.9%	34.8%
Responses	1	2	3	4	5	6	7	8	9	10

Mean Score 6.84 Index Score 630

1	2	3	4	5	6	7	8	9	(10)

CIII. Do you think the private sector should have an expanded role in the delivery of some recreation services? Please circle.

82.2% (Yes) 17.8% No

Second response not required.

j) Politicians are unaware of the need for recreation to maintain the quality of life.

SA	A	DK	D	SD
9.9%	59.3%	7.7%	19.8%	3.3%

Mean Score .527 Index Score 48

SA (A) DK D SD

k) There is a need for disseminating information about recreation opportunities to all sectors of the public.

SA	A	DK	D	SD
22%	70.3%	2.2%	4.4%	1.1%

Mean Score 1.076 Index Score 98

SA (A) DK D SD

l) There is a general lack of political advocacy for recreation at the state level.

SA	A	DK	D	SD
19.8%	49.5%	16.5%	11%	3.3%

Mean Score .714 Index Score 65

SA (A) DK D SD

m) Point and non point sources are polluting our streams, rivers and lakes and therefore destroying a quality outdoor recreation resource.

SA	A	DK	D	SD
46.7%	35.9%	12%	4.3%	1.1%

Mean Score 1.22 Index Score 113

(SA) A DK D SD

n) The cost and unavailability of liability insurance is limiting or prohibiting recreation service.

SA	A	DK	D	SD
33%	46.2%	12.1%	7.7%	1.1%

Mean Score 1.02 Index Score 93

(SA) A DK D SD

CIII. If so, how should they participate? If no, why not?
Rate 0-10 where 10 is most preferred or total agreement and
0 is least preferred or no agreement.

___ Same matching amount as state and city provide

___ State their thoughts, reasons, and objectives to providing quality recreation in their geographic areas.

___ Provide services to those who lack motivation to seek it out.

___ The private sector is taking away programs/services from local departments and operates on a "profit" philosophy.

___ Private sector should participate in every way possible to ease the burden

___ Corporate sponsored parks.

___ All park services should be on a self sustaining basis - run by people for a profit so taxpayers don't have to pay for services they don't use.

___ Private sector excludes those unable to pay.

___ Financial

___ Open all the areas they own along the Tenn. River, etc., especially to schools and youth organization.

___ Private sector could participate in organization, scheduling and sponsorship of youth activities.

___ Operate, maintain, and generally manage recreation facilities and programs.

___ Be allowed to provide full range of rec. opportunities and services where gov't $ are not available.

___ Contract

___ Corporate financial support is needed first

___ Stop socialistic trend and allow private enterprise to fill needs.

___ Developers should alocate land and $ to assist local gov't to provide leisure services. Corporate support of local leisure services and capital improvements Private ownership of recreation facilities were a public void exists.

___ More commercial enterprises should be allowed to operate within public parks.

___ Public sector should not be prohibited from offering services which make money.

___ Funding, development and management with provisions to protect public access.

___ On a modified competition non political basis to provide food and lodging and possibly operate camp grounds. Probably subsidized by the gov't funding parking, utilities, etc.

CIII. Rate each 1-10

___ Major recreation development built with private funds and operated and directed by agency on a long-term base.

___ The provision of recreational service (specifically parks) is a governmental function. Current attempts to privatize this function appears to be an attempt to get something for nothing. If the citizens want the facilities they should be willing to pay the cost.

___ Provide concessions in high-use areas. By providing clean-up services to the state (the state contracts with them to keep trash picked up in a certain region)

___ Volunteers to assist with programs

___ Costs or fees would limit use of facilities

___ Fees where appropriate. Public input as to what is needed and wanted

___ Special funding to assist in the development of rec. facilities.

___ Staff, resource, financial support

___ Provision of leisure education and funding

___ Private donations, volunteer services

___ Profit activities and facilities with high capital investment

___ Promote by funding projects, co-sponsorships, land donation, promotion of programs, facilities and expressing importance to community/political leaders

___ All state owned camping facilities, marinas and resorts should be contracted to private sector operators and be required to operate a revenue providing activity for the benefit of the state.

___ Be responsible to specific programs, relieved of liability, avoid duplication

___ Provide services the public sector cannot provide

___ Contract concessions, 100% responsible for total operation including maintenance, construction of facilities and user programs.

___ As vendor in parks or as rec. provider (i.e., swimming pools, golf, etc.)

___ They should independently provide recreational opportunities without gov't help.

___ Support without duplication of existing services.

___ Private sector involved in planning and financial stages

___ Governmental sectors should acquire and protect lands while development of peripheral services should be by the private sector.

___ Better coordination if done through one source/agency (the state!)

CIII. Rate each 1-10

___ Encourage expansion of non-profit-YMCA, Scouts, Boys Clubs

___ Encourage private land owners to open their lands.

___ Water parks, summer camps, sports clubs, marinas

___ Rental of equipment - canoes, boats, bikes

___ Cooperative agreements in the development of services and facilities

___ Profit motive should not be the weighing factor in addressing quality of life

___ Requesting location, volunteering labor, contributing funds

___ Fund raising bands

___ Contribute funds for recreational equipment and facilities and use of their land

___ At times private sector can provide services cheaper and require less tax support

___ Private sector costs are higher thus putting services out of reach to some people

___ Public/private partnerships for better costs effective programs

___ Sponsor neighborhood programs

___ Tax $ cannot do all

CIV. Many respondents indicated a need for organized recreation programs. Should the state fund programs? Please Circle.

1a)	State Level	Yes 65.2%	No 34.8%
2b)	Regional Level	Yes 37.8%	No 62.2%
3c)	Local Level	Yes 57.2%	No 48.8%

Second response not required.

CV. What programs should the state fund? Please List.

This is the list provided in round 2. Please indicate if you agree or disagree with each item, By circling the appropriate statement.

a) State	Agree	Disagree
bike	A	DA
tennis	A	DA
golf	A	DA
fishing	A	DA
guided hiking	A	DA
nature talks	A	DA
environmental education	A	DA
outdoor skills	A	DA
market existing parks	A	DA
Sr. olympics	A	DA
parks	A	DA
swim meets	A	DA
track and field	A	DA
special olympics	A	DA
park clean-up	A	DA
reduce pollution	A	DA
control mining	A	DA
enforce reclamation	A	DA
tree planting	A	DA
Sr. citizens trips	A	DA
save our parks	A	DA
save our lakes	A	DA
maintenance of parks	A	DA
insurance of staff	A	DA
interpretive	A	DA
archeology	A	DA
ecology	A	DA
geology	A	DA
outdoor skills	A	DA
cultural history	A	DA
natural history	A	DA
swim lessons	A	DA
gun safety	A	DA

	Agree	Disagree
natural area protection	A	DA
handicapped	A	DA
transportation systems	A	DA
contract programs	A	DA
purchase land	A	DA
professional training	A	DA
facilities	A	DA
youth programs	A	DA
grants for development	A	DA
special events	A	DA
musical	A	DA
group camping	A	DA

b) Regional

address acid rain problem	A	DA
strict pollution enforcement	A	DA
plays about regional events	A	DA
environmental education	A	DA
seniors	A	DA
handicapped	A	DA
sports	A	DA
planning	A	DA
cost sharing development	A	DA
professional training	A	DA
facilities	A	DA
Sr. Programs	A	DA
youth programs	A	DA
special events grants	A	DA
technical assistance	A	DA
regional park authorities	A	DA
parks	A	DA
nature centers	A	DA

c) Local

softball leagues	A	DA
soccer	A	DA
tennis matches	A	DA
campgrounds	A	DA
day use areas	A	DA
environmental education	A	DA
outdoor skills	A	DA
land acquisition	A	DA
equipment	A	DA
technical assistance	A	DA
fishing clinics	A	DA
hunter, sports-men-ship training	A	DA
history	A	DA
athletic/sports	A	DA
arts/crafts	A	DA

	Agree	Disagree
games	A	DA
entertainment	A	DA
playgrounds	A	DA
civic centers	A	DA
swimming	A	DA
planning	A	DA
cost sharing development	A	DA
facilities	A	DA
grant programs	A	DA
internships	A	DA
professional training	A	DA
Sr. programs	A	DA
youth programs	A	DA
parks	A	DA
special events grants	A	DA
fitness	A	DA
neighborhood opportunities	A	DA
staff/supervision	A	DA
renovation	A	DA
new departments	A	DA
inner city rec. programs	A	

Part D

I. If there are problems, issues, needs and barriers which you feel have not been adequately addressed by the questionnaire please describe what they are and why they are important. Rate 1-10 where 10 is most important and 1 is least important.

___ Bureaueracy, coordination, promotion

___ Educate the general public on environmental use

___ Lack of environmental education in the schools

___ Most recreational programs are inappropriate

___ The state should protect resources, provide facilities and educate.

___ The state needs to purchase. manage, and make more land available to the public

___ Programs that will provide revenue rather than total dependence on tax money.

___ Each locality should fund its own rec. system free of state help.

___ States should fund free of federal help.

___ Too much money is lost funding bureaucracy in the distribution of funding.

___ Development of facilities should be a function of the private sector.

___ Access to more public lands

___ An active central agency to coordinate all recreation pursuits of all agencies, federal, state, regional, county, city.

___ The biggest single problem is the private enterprise sector of recreation is the unfair competition of government on all levels.

___ Recreation providers have insufficient funds to stop the deterioration of facilities

___ Changes in administration causes an instability in jobs and in attaining established goals and objectives of programs.

___ Parks should not try to be all things to all people.

VITA

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