

TRENDS

Volume 28, Number 2, 1991

Park and Recreation Practitioners Prepare for the Year

2000

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Introduction: Park and Recreation Practitioners Prepare for the Year 2000

by Guenther Vogt and Jennifer Jones

In discussing trends in park and recreation management with practitioners across the country, two things became evident quickly. First, the increase in park land acquisition and the expansion of recreational opportunities are growing at a slower proportional rate than the population and its demand for leisure activities. Second, public park and recreation infrastructures are deteriorating more rapidly than federal, state and municipal entities can produce the funding and maintenance to keep them viable. Without a change in attitudes, this combination is deadly and will lead to a rapid diminution in the quality of recreational experiences available to the public in the year 2000.

The wilderness of the New World is melting away. Consider that the nation's population jumped from 40 million to 92 million between 1870 and 1910 (Rick Nash, "American Space"); and that the nation's population is expected to be 300 million at the turn of the millennium. Prior to 1910 there were some 220 million acres preserved as national forests, grasslands, parks, preserves, monuments, seashores and wildlife preserves. In order to keep pace with the rate of population increase, the nation will need to have 710 million acres in its inventory by the year 2000. That's roughly 30 percent of the size of the fifty states of the United States, probably an unattainable goal.

Using the changes of the past century to forecast the future of parks and recreation at

the turn of the second millennium can lead to some very pessimistic conclusions. Although this country has more land reserved for public use now than it did 90 years ago, the rate at which we can acquire new land for recreation in the next twenty years will be tremendously lower than what the nation was able to acquire between 1870 and 1910. Not only are there fewer useful recreational parcels available for purchase, but the cost of land with high ecological, scenic or wilderness value has increased beyond the public's ability or desire to pay for its acquisition.

The capital cost to develop access and facilities on new land has increased disproportionately with the rest of the economy. Increasing operational cost and the public demand to keep usage fees to a minimum further burden the ability of the public sector to provide a high quality recreational experience. The cost of educating and policing users to keep the public environment clean, safe and ecologically healthy has also escalated. This is primarily due to changes in the recreation technology. The outdoor recreationist has become more active and experience demanding. The traditional backpacker, camper, fisherman, hiker and horseback rider has become the downhill skier, snowmobiler, dirt biker, water skier and wind surfer. This change in recreation technology extends into urban areas where sandlot baseball has developed into organized little leagues playing under night lighting with umpires, press

boxes and electronic scoreboards. Jogging, bicycling, skateboarding and rollerblading arenas are replacing the amphitheaters, promenades meandering pedestrian trails and sitting areas with benches and checkerboard tables.

The advertising media further promote this rapid expansion of recreation technology. Television, video, radio and magazines additionally have the ability to promote recreation opportunities available locally or at far away and previously underused remote places. The sports enthusiast learns where the nation's top golf courses are located. The national parks, monuments and forests, the regional fishing spots, ski resorts, campgrounds and other previously unknown wilderness areas are portrayed as the outdoor getaways for Americans.

Expanded airports, jet travel, a high speed interconnected highway system with convenient food and motel service and more comfortable automobiles with larger fuel ranges all contributed to making these remote areas more accessible to the American recreationist. It's not unusual to find an average family of four taking shorter vacations: on a houseboat in Lake Powell, parasailing in Maui or photographing the caribou in Alaska's wilderness, all within a year's time.

We have asked for the perspectives of ten practitioners representing federal, state and local recreation and park groups across the country. Dr. Ellen O'Sullivan provides us with suggestions for targeting the leisure market and urges us to

The outdoor recreationist has become more active and experience demanding.



Del Mar Jaquish, Forest Service



Steve Abramowitz, M-NCPPC



Jay Humphreys, Forest Service



Milt Griffith, Forest Service

recognize subcategories of traditional age, education, gender and income. Realizing that people's motivation to recreate is based on their values, attitudes and lifestyles, she suggests that marketing plans be developed based on the "particle markets."

In "Managing the Whirlwind" Michael Annison discusses the emerging trends of our social, economic and political systems in the United States. These changes need to be considered when managing our parks and recreation resources and when programs are developed to meet the increasing needs of future citizens.

This trend is further expanded upon by Kenneth Hornback with the National Park Service's Socio-Economic Studies Division. He states that recreators are desiring services closer to the home, and that they are only willing to participate for shorter periods of time. Therefore, urban areas must respond by offering opportunities for day bike trips, walking tours, etc., and makes suggestions on how states and national parks must respond to these trends.

LuAnne Mickelson suggests in "Older Adults - The Current and Future Challenge" that people in their forties must be surveyed now to determine the need for recreational services and programming in 10 to 20 years. The article by Dr. Robert Contiguglia on "Trends in Youth Soccer" illustrates the way a balance can be achieved between demand and resources, and that the sport of soccer will grow in popularity without the

In order to keep pace with the rate of population increase, the nation will need to have 710 million acres in its inventory by the year 2000. That's roughly 30 percent of the size of the fifty states of the United States, probably an unattainable goal.

demand for manicured bluegrass fields and expensive resources.

A Southwestern Perspective by James Coffman speaks to the need for increased environmental awareness, and that water conservation in park planning is not just an issue in desert cities like Phoenix. Dwindling budgets and escalating costs will require increased sensitivity to resource conservation issues for planner and user alike.

Leslie Kerr with the U.S. Fish and Wildlife Service in Alaska describes the delicate balance between recreation, civilization and the Alaska wilderness.

The concern for prudent use of financial resources is further echoed in Marianne Cramer's article about imagining New York City without Central Park. She shares her creative solutions of joint public and private funding for projects through the development of the Central Park Conservancy. Funding and resource conservation is also a concern of Richard Westfall in Illinois. In his article "Emerging Trends at the State Level" he offers insight into creative parkland acquisition, park management and the funding of these dwindling resources.

Finally, Timothy Engels and Linda Dusenbury present a model that can be adapted to any topic area to provide joint public and private programs. Their ideas illustrate the leadership role that government can take in the effective development of coalitions for the future.

The answer to the question "what will the year 2000 bring?" depends upon what the park and recreation practitioner does within the next ten years. The articles in this publication give an overview of some of the issues that must be considered, and offer some solutions and suggestions. There is common agreement among the authors: "that leisure activities will be prominent in the future and that the resources are dwindling."

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Who's In? Future Target Markets for Parks and Recreation

by Ellen O'Sullivan, Ph.D.

Public park and recreation professionals have long been in the business of providing parks, programs and services for everyone. While this mission will remain with us into the year 2000, the focus will alter. Societal changes such as shifting demographics along with value and attitude variations mitigate against providing programs and services for **everyone**. There is no everyone. Rather, public park and recreation professionals will provide services for **groups of somebodies**. These groups of somebodies constitute the future target markets for parks and recreation.

Who are these future target markets? As our society continues to grow diverse, this disparity creates a plethora of sub-groups or groups of somebodies whose recreational needs and interests vary. Potential target market groups for parks and recreation include: baby boomers, older Americans, minorities, children, young adults and fragmented families as well as activity profile groups and psychographic particle markets.

Baby Boomers

One such target group is the **baby boomers**. Baby boomers, born between 1946 and 1964, constitute nearly one-third of the population and possess nearly one-half of this nation's discretionary income. Their sheer numbers make them important but, in addition, they are the first generation reared with little leagues

and playgrounds as their birth-right.

As this group moves into midlife, they will begin to re-think priorities related to expending their discretionary time and money. Some of the key issues for this maturing group include quality of life and the environment as they search for self, physical well being and sense of community (Ostroff, 1991).

Although they are potentially a profitable target market for parks and recreation, they may be difficult to target since their diversity defies easy categorization. Are they worth the extra effort? Absolutely! They are an outstanding market for today and by the year 2030, there will be 77 million of them retired with discretionary time and income to make them a worthwhile pursuit (Gerber et al., 1989).

The Age Wave

Coming soon to park and recreation agencies everywhere is the **age of the aged**. This growing silver market (ages 50 and over) account for nearly 64 million Americans representing 75% of the nation's wealthiest (Dychtwald and Fowler, 1989).

Their impact is already being felt. Television shows, magazines and movies now feature older adults while restaurants, hotels, airlines and resorts are beginning to develop special programs and packages for them. Once again, a word of caution regarding target marketing. As this potentially profitable group trades jogging for walking and work for hobbies,

it is suggested that getting greyer results in even greater diversity (Wolfe, 1990). Retired people can't be lumped into one category and referred to as senior citizens. We need to sub-segment them into groups ranging from the mature adult to the elderly with further delineations based upon health, income and lifestyle.

Minorities

Minority groups will continue to increase into the year 2000. The Census Bureau indicates that the black population numbers at 30 million and the Hispanic population at 20 million. Much of the nation's growth is occurring in the Hispanic population with Asian-Americans creating a strong presence. Strengthening their importance is the Census Bureau's projection that when the baby boomlet begins to decline in 1992, the number of minority children will continue to increase.

America is no longer a melting pot, but rather a mosaic. Assimilation into the American culture isn't necessarily the norm. Minority groups are strong target markets for parks and recreation. Discretionary time allows these individuals to seek outlets for involvement with family and friends through cultural and recreational activities.

Children

Children have traditionally been a primary target market group of public park and recreation delivery systems. Their

value as a target market will continue to grow in spite of the decline in their numbers. While the baby boomlet is nearly over and people are having fewer children, the growth of single-parent and dual-career households coupled with interested grandparents will influence parks and recreation.

Dual-career couples with one or two children will spare no expense in providing their offspring with the best of recreation experiences. Working

parents searching for quality, supervised experiences for their children during nonschool time periods will create a market for children's programs.

Today and in the future, children have clout. A survey conducted by the Roper Organization of working parents found that the vast majority of children make the decisions regarding family leisure activities as well as selection of vacation destinations. In addition to influence, they also have their

own money to spend. Today's children ages 4 to 12 control almost \$9 billion (McNeal, 1990).

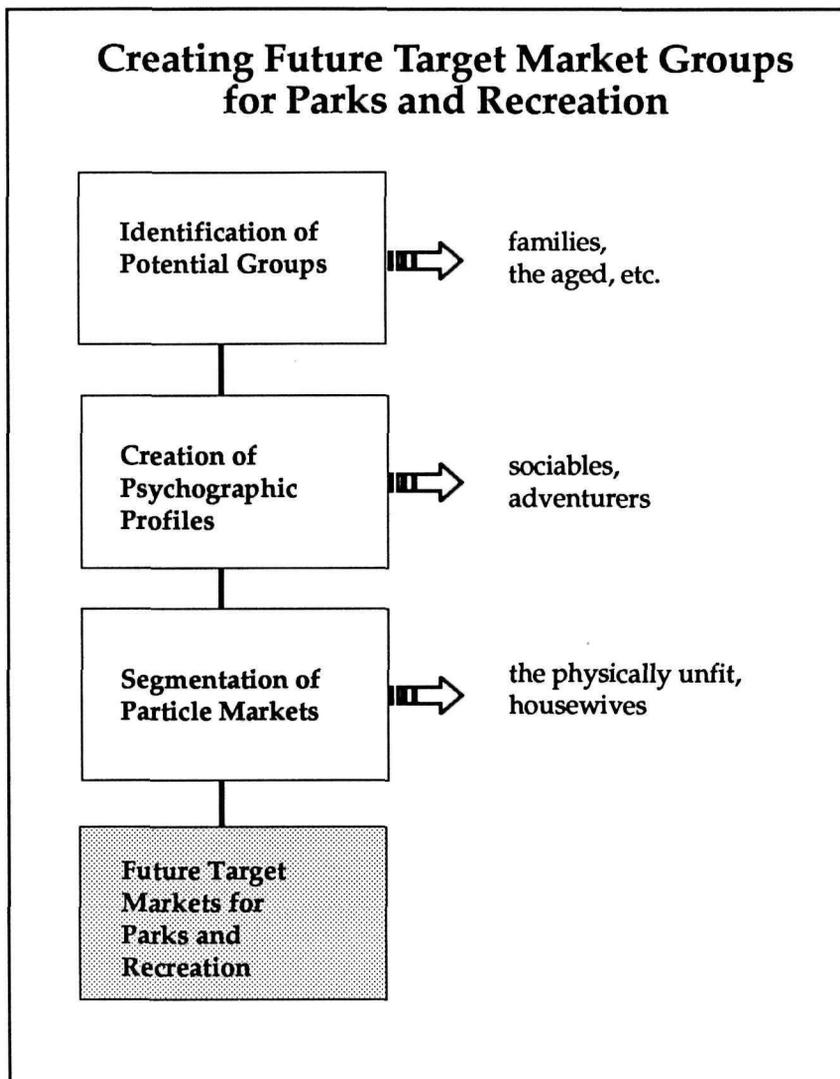
Teenagers are another good target market. Despite a decline in their numbers, they are growing in importance. According to the National Education Association, America's 28 million teenagers spend \$100 billion annually and an additional \$150 billion making family purchases.

Children are certainly a target worth pursuing. We have been successful with them in the past. Younger children become target markets with programs and promotional materials directed towards parents and grandparents. Teenagers are a bit more challenging as a target market since their interests change rapidly and are influenced by peer groups.

Young Adults

Young adults are a new target market for the future. We have a new group referred to as **20 something** who are experiencing an extended adolescence. They are stretching out the period of time to go to college, establish careers, marry and move out of the house. According to the Census Bureau, 54% of Americans aged 18 to 24 lived at home with their parents in 1988. This trend is predicted to continue.

This is a viable target market group for parks and recreation. Part of the motivation to remain at home is influenced by the ability to maintain high levels of discretionary income and to continue a carefree lifestyle.



Fragmented Families

There are a number of park systems and recreation departments that came into existence because they provided wholesome outlets for family recreation. Such families no longer exist in today's world. They have been replaced with a diversity of family patterns such as singles, childless couples, single parents, single mothers by choice, unmarried couples with or without children, dual-career families, stay-at-home mothers, housefathers, reconstituted families, gay and lesbian couples with or without children, grandparents raising children and babies having babies.

While we can no longer target the Nelsons or the Cleavers as family groups, these societal changes impacting upon the family can create even additional target markets for parks and recreation. Family status or the nature of one's household significantly impacts upon the amount of use of discretionary time and income. By sub-segmenting this vast target market of families, park and recreation departments can effectively create programs and services designed to meet their specific needs and interests.



Yuen-Gi Yee, Forest Service

Programs for children will increase.

Activity Target Markets

The future for parks, recreation and leisure also includes a number of activity areas of great potential for our future. Such activities as fitness and outdoor recreation are all viable directions for the year 2000. To make the most of these growth opportunities, target markets based upon behavior and lifestyle need to be identified.

There are a plethora of exercise and fitness activities avail-

able. The number and variety of these options indicate activity preferences vary extensively. Not all people interested in fitness are looking for the same thing and they need to be sub-segmented as target markets.

A recent Louis Harris poll found six basic types of target market groups for such activities. These target markets are healthy and wealthy; safe and satisfied; sedentary but striving; young and restless; fat and frustrated; and confused but indif-



Suzee Abramowitz, M-NCPPC



Suzee Abramowitz, M-NCPPC

ferent (Sterling, 1989). Even a cursory review of these groups reveals that we need to modify programs and services on the basis of specific activity profiles. An additional area of growth for parks and recreation is outdoor recreation. Long a drawing card for many of us, it is projected to be a growth area in the future. What constitutes outdoor recreation activity varies based upon whom you ask.

Participation in outdoor recreation like participation in all other forms of recreation means different things to various target market groups. Market Opinion Research Corporation identified five motivational types of Americans seeking outdoor recreation. These five types are as follows: excitement-seeking competitiveness; getaway activities; fitness-driven; health conscious sociables; and unstressed unmotivateds (Bryant, 1987).

Whether the activity is fitness or outdoor recreation, there are an abundance of viable target markets for parks and recreation. One of the keys to our future is the sub-segmentation of these people on the basis of activity preference profiles.

Psychographic Particles - The Future of "future" Target Markets

Traditionally in the park and recreation industry, as well as in other industries, potential target market groups have been identified on the basis of demographics. We have family outings, senior citizens' centers and teen programs. The future lies

in three areas: **identification of target markets with potential; the development of psychographic profiles related to these groups; and the segmentation of these groups into ever smaller fragments called particle markets.**

The identification of traditional target markets, based upon the standard demographics, needs to be expanded to incorporate psychographics. Psychographics relates to values, attitudes and lifestyles (VALS). This VALS approach to target marketing — initially developed by the Stanford Research Institute (SRI) — holds the key to effective target marketing in the future (Atlas, 1984).

Participation in leisure activities is a behavior and as such is predicated upon an individual's values, attitudes and lifestyles. Some people ski for the social aspects of the sport while others seek the challenge of it. Some people enroll their children in recreation for childcare while others view such participation as stepping stones to the Olympics. Psychographics is the key.

The activity profiles for fitness and outdoor recreation are essentially psychographic profiles. While based upon demographics such as age, education, gender and income, they go beyond this basic data and determine how values, attitudes and lifestyles influence such participation choices.

The final phase of the target marketing process for the '90s and beyond includes the creation of even smaller market fragments called particle mar-

kets. Riche (1990) contends that due to overwhelming demographic and societal shifts, target market fragments no longer exist and the future lies with the creation of particle markets where each group will demand services designed specifically for their needs. Examples of some particle markets for the '90s are parents, fathers, the fit, the unfit, downscale, upscale, workers, entrepreneurs, women in charge and housewives (Russel, 1990). The future of the park and recreation business as well as all businesses, particularly those in the service sector, is directly related to the ability to target market. Those target market groups with future potential for public parks and recreation need to be identified. Whether they be children, mature adults or members of minority groups, they become viable markets by the inclusion of psychographic and activity preference profiles.

They become realistic, responding target markets when they are further sub-segmented into particle markets. The creation of particle markets to better serve our publics by modifying existing programs, parks or services or creating new ones is the cutting, competitive edge for the future.

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Managing the Whirlwind: Opportunities for Park and Recreation Services

by Michael H. Annison

As the decade of the '90s begins, there have been dramatic changes in the world's political-economic systems as well as organizations within the United States. Over the last 18-to-24 months, Mikhail Gorbachev has moved to restructure the political and economic systems of the Soviet Union; Lech Walesa was elected President of Poland; the Berlin Wall—which many of us are old enough to remember being built—came down and a united Germany was forged. In South Africa Nelson Mandela was released from prison, while in the Philippines, President Corazon Aquino survived several coup attempts. War in the Persian Gulf has been painful and difficult for people and governments around the globe.

The changes in the United States have been equally startling. The General Motors Corporation is now the nation's fourth largest bank, the Ford Motor Car Company is the nation's second largest savings and loan and the John Deere Corporation has moved from building tractors and farm tools to providing lawn care and home products through its mail-order catalog. Over the coming decade the rate of change will accelerate.

Patterns of Change

For those of us who grew up in a more stable world, these changes have been unsettling. We are beginning to understand that there are three patterns of change which underlie daily events. The first is the pattern

with which we are most familiar—evolutionary change. This pattern of change is still part of our experience: some things do change slowly over time. A second pattern of change can be described as "step changes." There are periods of stability followed by a period of turmoil followed by periods of stability in a repeating pattern.

Financial markets are a good example of this pattern. The 1950s were fairly stable, there was consolidation in the late 1970s and turmoil throughout the 1980s; new products and services were introduced at an accelerated rate and mergers were common.

The third pattern of change can be thought of as "disruptions": we change the structure

of entire industries or introduce technologies which alter markets significantly and dramatically in a short period of time. The introduction of new products in health care, electronic cash registers in the retail sector and digital watches are examples of this type of change.

The challenge for managers in every part of society, including parks and recreation, will be to gain a richer and fuller understanding of the patterns of change which will help us forecast future developments. We will begin to redesign the services we provide to respond to future rather than past needs. One challenge for park and recreation managers—and indeed for all of us—lies in how effectively we can manage the process of change itself.

Challenges of Change

There are two realities in managing change. The first reality is the need to turn our attention from the past to the future. Common management statements such as "we don't do it like that around here," "we never did it that way before," and "you don't understand" are examples of statements based on perceptions of the present and the past rather than the future. One of the challenges of change will be to undertake the work necessary to redesign the programs we offer and our relationships with other organizations to accomplish what we need to do. Park and recreation managers will increasingly see their jobs as designing new programs to meet new needs rather than main-

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USDA Forest Service

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J. Bauermeister, Forest Service



Dore Reider, Forest Service

taining the past. Meeting the needs of an aging population, the growth of single parent homes and the changing needs of urban and rural children will be a continuing issue over the coming decade.

The second, and possibly more difficult, reality is to accept the idea that we are altering all of the social, economic and political systems in the United States. We are redesigning financial services, retail services, the real estate market, communications systems and manufacturing. Park and recreation services will be part of, rather than exempt from, these changes. The challenge lies in accepting the fact that what was successful in the past may not work in the future. We will need to change or face the possibility of seeing present programs and services wither as alternatives are developed to meet the needs of youth and adults in our major cities, suburban communities and rural towns. Within the overall pattern of change, we can identify specific issues which will affect what we will do and how we do it in the '90s.

Emerging Trends

Equity

Equity will be a growing concern in the coming decade. Whether in financial services, the provision of health care or the quality of our schools, we will see growing demands for access to services and improvement in the quality of services provided. These concerns will affect the park and recreation industry. They provide both the

The challenge lies in accepting the fact that what was successful in the past may not work in the future.

opportunity and the challenge to rethink the services provided, how they are provided and where they are made available to meet a growing set of needs across the country. Park and recreation managers will need to improve and expand programs to serve more people with a wider range of needs.

The Information Society

We are beginning to accept the idea that the "information society" affects each of us regardless of what we do or where we work. The challenge in the information society is to substitute brain waves for fingerprints. We need to use intel-

ligence—creativity, experience, wisdom, insight and understanding—to identify services we can provide and ways we can arrange ourselves to improve the effectiveness of what we do. The information society means that park and recreation staffs at all levels will be required to rethink what they do and how they do it to become more effective. The number of training programs for managers and program staffs will need to increase. In turn, successful programs will increase the amount spent on training each year.

Quality

Quality can be defined as the ability to meet customer expectations and "do the appropriate thing correctly the first time." In a manufacturing organization, achieving this goal means that expenditures can be reduced by approximately 20%; in service organizations, such as banks or park and recreation programs, 40% of total cost of services can be saved. The paradox lies in the fact that if the focus is on cutting costs, there will be problems, but if the focus is on improving services provided to customers and "doing it right the first time," costs will go down. The need to reduce paperwork, hold fewer meetings, eliminate unnecessary activities, and focus personal and financial resources on developing more effective programs provides a significant opportunity for park and recreation services at the local, state and national levels. Freeing up the energy which is used to



Del Mar Jaquish, Forest Service

carry out activities which are either unnecessary or inappropriately handled will provide the resources, time and finances necessary to develop and improve programs which meet the needs of people served.

This will require that staff at all levels of the system receive training in how to manage quality. This training will involve an understanding of how organizations change and the ability to use tools such as "run-charts" and "histograms." Quality is not magic or a black box—it takes work and understanding to learn how to manage. Managing quality will enable the expansion of the range of services provided, the improvement of the quality of those services and reduction of costs. The reality of growing financial pressure means that quality will be one of the essential hallmarks of successful programs over the coming decade.

Collaboration

The park and recreation field has a rich tradition of col-

laboration going back over 50 years. The work which brought together the American Institute of Park Executives, the National Recreation Group and the American Recreation Society is an example of how the park and recreation field has collaborated.

Collaboration will be increasingly important in the future. The redundancy and overlapping of programs offered by school systems, cities, and park and recreation boards is expensive and, in many cases, results in wasted resources. Collaboration requires that successful park and recreation executives will have to work effectively with city governments, school systems, state agencies, federal agencies and private companies to design and operate programs which effectively meet the needs of the people they serve.

The elimination of redundant facilities such as swimming pools built by city and school systems or overlapping staffs in which similar programs are offered at facilities near each other are examples of opportu-

nities in which duplicative services can be eliminated. We can reach far more people by working across agencies and coordinating programs rather than competing.

Future Challenges

Over the coming decade, the growing emphasis on leisure and an understanding of how work and lei-

sure are related will produce a higher interest in programs offered by park and recreation agencies. The emphasis on wellness and the need to maintain our physical and emotional well being will further contribute to this growing interest and support for these programs. This will increase a number of opportunities for park and recreation managers.

The challenge for park and recreation executives will be to manage these opportunities successfully. The rate of change will accelerate and the turmoil will increase. Those executives who are able to develop a clear vision of the future will find that they can reach more people, provide stronger services and still enjoy their jobs. It represents one of the single most exciting and challenging set of opportunities any of us could have. The hope is that we will be able to respond to the challenge.

Michael H. Annison is the president of the Westend Group in Denver, Colorado.

Socio-Economic Outlook: Outdoor Recreation 2000

by Kenneth E. Hornback

During the next decade researchers and resource managers are going to advance their understanding of outdoor recreation by leaps and bounds. Among other things, outdoor recreation will be seen more and more in the overall context of non-work time and activity and not as much as one among many pastimes. The competition between outdoor recreation and other forms of leisure will be more clearly understood and as a result, the benefits of outdoor recreation will be better recognized and appreciated. The consequences for outdoor resource managers are a more diverse population of users, a broader season of use and a wider array of activities.

Outdoor recreation is only one way people spend their non-work time. The relationship between outdoor recreation and other non-work activities is important to understand especially if it is changing as it has been and may be expected to change in the next decade. Our understanding of outdoor recre-

ation has been limited by the research perspectives and terms in use. Researchers with a main interest in travel and tourism will usually include elements of commercial outdoor recreation data (e.g., downhill skiing, river rafting, escorted trail rides, etc.) but they are less interested in noncommercial data (cross country skiing, hiking, picnicking, softball, etc.). Researchers with a main interest in parks and recreation will emphasize the noncommercial aspects (jogging, biking, etc.) over commercial leisure activities (e.g., resorts and cruises). The result tends to be a one dimensional view of people and leisure (e.g., bikers are young, urban, professional, upwardly mobile, etc.) Even though aging is the prime social trend of the next two decades, we have little understanding of how the leisure sequence unfolds as people age. Do bikers turn into guests at dude ranches or go on "eco-cruises"? Do young fans of spectator sports turn into cliff hangers in their middle ages? Most important, how will the

age of future leisure participants shape the activities they will favor? These are some of the areas research will examine in the years ahead.

Aging aside, existing research has not given us much understanding of how leisure participation shifts between outdoor recreation and other pursuits, e.g., painting the house. The U.S. Travel Data Center gives us some idea of the role of outdoor recreation compared to other non-work activity in reports of the quarterly National Travel Survey (NTS). The NTS (Table 1) asks about all travel of 100 miles away from home (one way) not involving work. The purposes of such travel are currently divided between outdoor recreation, visiting friends and relatives, and entertainment. The NTS clearly shows the seasons for each activity. Outdoor recreation peaks in the summer while visiting friends and relatives peaks in the winter and entertainment is strong year-round. These data reflect multiple responses and remind us

Table 1. Seasonal and annual changes in travel purposes.

Trip Purpose (% of trips* for pleasure)	Year and Season											
	1988					1989					1990	
	Spr	Sum	Aut	Win	Spr	Sum	Aut	Win	Spr	Sum		
Outdoor Recreation	13	18	12	9	11	14	12	10	11	15		
Friends/Relatives	31	30	34	41	35	31	35	34	36	37		
Entertainment**	24	26	22	19	23	24	25	19	20	24		

*100 miles (one way) away from home not involving work.

**Including sightseeing.

Research data focuses on both the commercial and noncommercial elements of outdoor recreation.



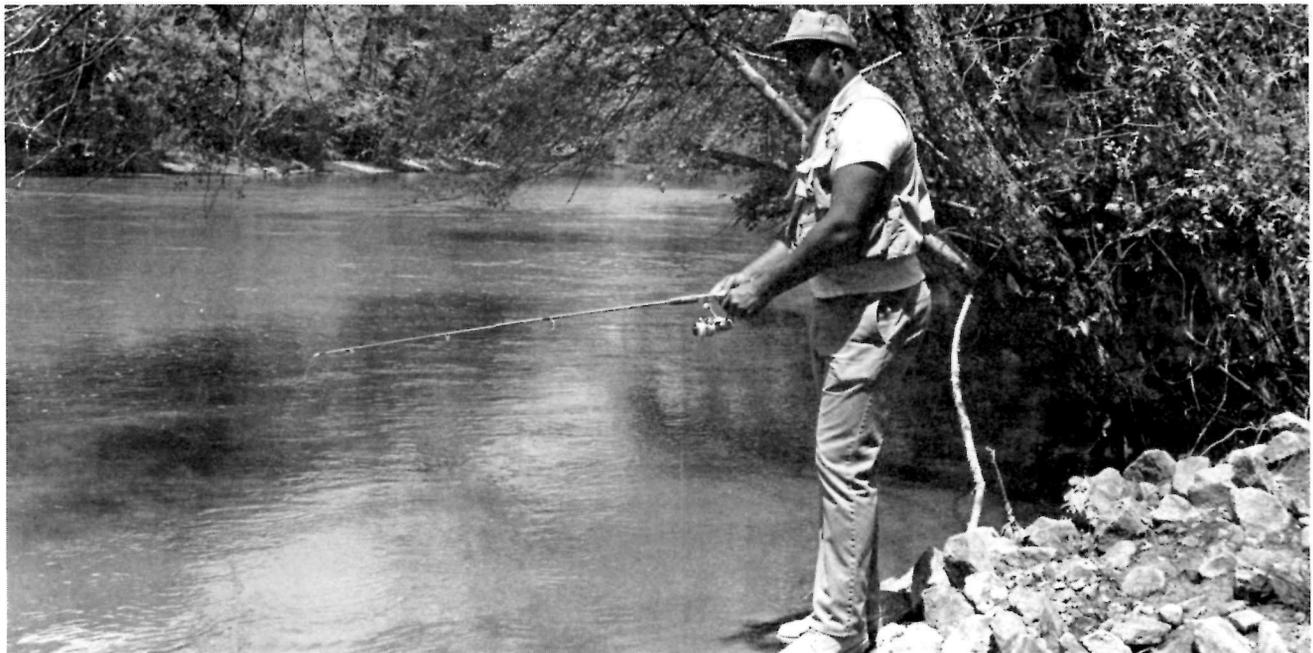
Yuen-Gi Yee, Forest Service



Barry Nehr, Forest Service



Six Flags Great Adventure



Barry Nehr, Forest Service

that non-work time is spent both in outdoor recreation, entertainment, and visiting friends and relatives at different times of the year.

The NTS response categories limit the interpretations of the data. The entertainment category, for example, includes sightseeing which would also be a part of travel to and from any of the other categories. The ambiguity of entertainment (including sightseeing) makes it difficult to evaluate. Multiple activity participation and serial participation (from season to season or year to year) further complicates our ability to recognize patterns. The categories

used in a study by the Newspaper Advertising Bureau (Table 2) indicate how the picture of non-work time use could be improved.

In addition to visiting friends and relatives the Newspaper Advertising Bureau includes outdoor recreation, touring, cruise and city trips, and trips to resorts and theme parks. Among personal pleasure travellers studied by the Newspaper Advertising Bureau, Near Home and Outdoor Recreation are the most likely kinds of trips to be repeated (60% and 59% respectively) in the near future. These response categories are broader than used by the NTS

but are not universally applicable or mutually exclusive, two of the qualities of good codes.

Until a better non-work activity classification system is created we will have to limp along with the indicators available. By the year 2000 the research community can be expected to resolve problems with ambiguous, incomplete and inconsistent measurements of non-work activity (Harris, Tynon, McLaughlin, 1990).

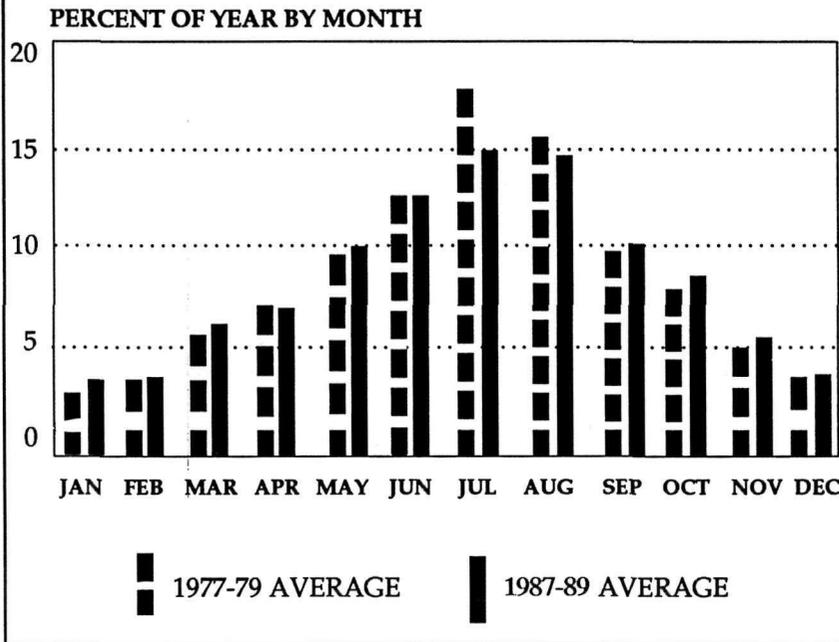
In the meantime, we have to rely on a variety of outdoor recreation activity sources and piece together the parts of the puzzle that we have. Other indicators include the National

Table 2. Kind of Trip PPTs Definitely Would Take in Next Two Years.

	Total	Near Home	Touring	City Trip	Outdoor	Resort	Cruise	Theme Park
Base(all PPTs*)	(6182)	(1743)	(1041)	(1051)	(769)	(1020)	(115)	(478)
Visit F/R	57%	58%	54%	59%	58%	54%	58%	56%
Near Home	46	60	36	42	44	40	41	44
Touring	19	18	31	13	17	16	23	16
City Trip	20	16	17	32	16	20	23	20
Outdoor	24	24	15	15	59	17	24	18
Resort	17	14	10	12	12	42	19	13
Cruise	5	7	5	4	1	6	29	4
Theme Park	13	13	9	12	10	12	23	26
Same Trip	44%	60%	31%	32%	59%	42%	29%	26%

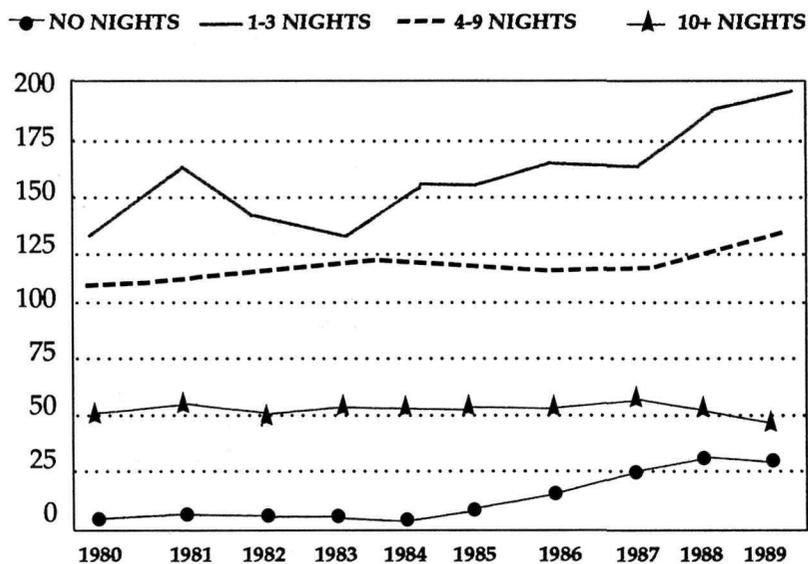
PPT = Primary Pleasure Travellers aged 16 or more and going 100 miles and one overnight away from home in the last year. All bases unweighted. F/R = friends or relatives. Totals add to more than 100% because of multiple responses. Source: Newspaper Advertising Bureau, October, 1987.

**Table 3. National Park Service Seasonality Changes.
Recreation Visits**



Park Service (NPS) attendance figures which provide a narrower look at outdoor recreation trends than the general population survey already mentioned. NPS data (Table 3) indicate that the season of high use (June-August) is becoming less peaked. While the peak season remains heavily used, more and more visitation is occurring in the "shoulder" seasons (March-May, September-October) as well. The NTS indicates that shorter, multiple trips are gaining while the single, long trip is fading away (Table 4). The NTS indicates that weekend trips (1-3 night trips) are the only kind that have been steadily growing since 1983. These trends are suggestive of the changing role of travel in our lifestyles. Changes in travel characteristics have been underway for decades (Figure 1). The single cross country excursion has been replaced by numerous mini vacations.

**Table 4. Vacation Travel by Duration of Trip.
1980-1989**



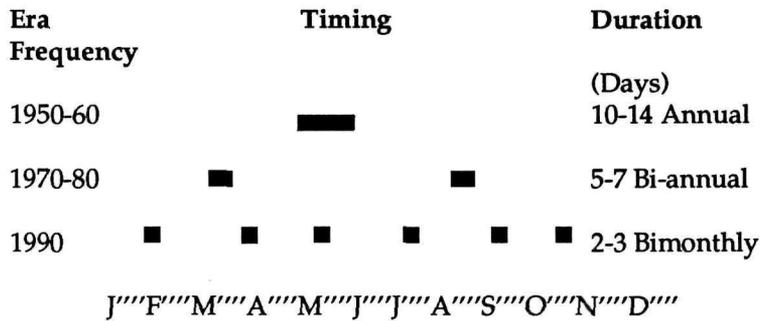
Source: U. S. Travel Data Center's National Travel Survey

In 1989, the weekend vacation accounted for 30% of all trips and about half of all vacation trips. A variety of factors have been associated with changes in vacation travel such as the rise in dual income families, aging of the population, deferred child bearing, difficulty in matching vacation times as well as vacation objectives, and daily stress associated with commuting to work (Ferguson and Carlson, 1990).

Figure 1 shows the gradual shift from single to biannual and even weekend vacation travel. The NTS indicates that weekend trips increased 28% from 1984 to 1989.

The traditional single, long

Figure 1. Vacation Style Changes, 1950-1990.



(time and distance) trip enabled people to serve one main purpose every year or so, (e.g., using the NTS codes), visit friends and relatives, or outdoor recreation, or entertainment. The new multiple, short trips enable people to serve more than one main objective a year within a smaller range of travel. These new mini vacations can be more intensive because the trip objectives are not commingled. In the long run, mini vacations may also be more satisfying because they do not involve the stress of the once-a-year get-happy-and-relax-or-else vacation.

Weekend travel is favored more by young travelers than leisure travelers in general according to the NTS (Table 5).

Those are the basic logistics from a traveler's point of view. What does the change mean to the resource manager? Impacts of these trends are likely to alleviate some problems with resources (Cole, 1986) while aggravating problems of resource managers.

1. All outdoor recreation resources will have higher attendance but the largest areas will grow the least. More trips of shorter range mean more attendance by local people. These trips, however, will tend to be spread more throughout the calendar year. A more local population is likely to know more about local resources and be more selective about their trip, e.g., avoiding crowded periods, seeking out less popular areas. To the extent that a given site features program services (interpretive presentations, static displays), these

Table 5. Age by Percent of Total Leisure Trips, 1987.
Age Range

		(18-24)	(25-34)	(35-44)	(45-54)	(55-64)	(65+)	Volume (millions)
All Leisure Trips	17%	26	19	13	12	12	12	436.0
Weekend Trips	19	30	19	12	10	9	9	213.6
All Households	6	23	21	15	14	21	21	89.5

Source: 1987 National Travel Survey, U.S. Travel Data Center.

services will be challenged to diversify for more familiar users arriving during different seasons. The rotation of program content will become as important to the role of the park in the local community as emptying the trash barrels.

2. The most immediate impact of changing travel patterns is the prospect for more demand during the "off" seasons. It will be harder to follow if the annual park services/maintenance cycle has involved a period of preparation for intense use, a period of intense use, and a period of lower use while rehabilitation, restoration and paperwork are completed. To the extent that a park relies on seasonal employees, the problem will be especially aggravating. On the other hand, as the drift toward more even monthly attendance levels takes place, resource managers will be in a better position to show why higher full time levels of staffing and operations need to be funded.

3. Future visitor trips will be rushed. ("Don't have enough free time" is the greatest barrier for outdoor recreation participation.) They will be short trips with premeditated objectives. The weekend range of travellers is presently limited to 200-300 miles and/or trips of 3-to-4 1/2 hours in duration. Changes in technology, however, such as the overnight sleeper bus, suggest the weekend travel range of 200-300 miles will grow to include cheap, overnight access to destinations as far away as 600 miles in the near future (Hornback, 1991).

The potential "trade area" or base of customer interest in

All factors considered, outdoor recreation managers have an opportunity to match their resources with appropriate user populations as never before.

parks is much greater than now being served. If any concentration of outdoor recreation demand has occurred in the years of increasing travel cost and decreasing travel time, in the long run that demand will be dispersed over the calendar year as well as a broader inventory of resources (with widespread ramifications especially for recreation economics, see the spacial model of Alward, 1986).

All factors considered, outdoor recreation managers have an opportunity to match their resources with appropriate user populations as never before. (Appropriate meaning people who come for what the resource is managed to provide.) Potential outdoor recreationists are experimenting with new leisure travel schedules and the searching for destinations within easier reach of short trips. They are receptive to ideas about new activities as well as new seasons for being outdoors. The gatekeepers of information for

recreationists are either resource managers or the occasional journalist who may find something printable about new destinations.

Another term for matching resources with appropriate user populations is marketing. With the proliferation of mini vacations there are opportunities for newly defined forms of travel such as eco, heritage, cultural and ancestral tourism.

If marketing can define trips it certainly can serve to define places, activities and times. Marketing outdoor recreation, however, is not something that can be successfully accomplished by a single resource manager. Successful marketing is by definition the result of the collective and cooperative efforts of a group such as all resource managers serving a population within a defined region. Solitary efforts are seldom successful because of unwitting and unnecessary competition within the community of recreation providers. Group efforts are more likely to be successful considering the product to be boosted. Outdoor recreation consists of diverse activities that can occur (more or less) over many seasons in sites that provide a variety of settings. Successful marketing often means combining activities with seasons and settings to create opportunities so diverse that participation rates will reach their maximum potential.

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Older Adults - The Current and Future Challenge

by LuAnne M. Mickelson

Grandma and grandpa aren't just sitting in their rocking chairs looking forward to the bingo game anymore. They're skiing, swimming, hiking, learning, creating, traveling and taking part in competitive athletics. They are also among the fastest growing age group in America. Park and recreation professionals, as well as programs and facilities are in a unique position to address the issue of quality leisure time for older adults.

The numbers of senior citizens or older adults (select your own preferred terminology) are booming due to advanced medical technology as well as lifestyle changes. The traditional senior center and programs of the 1960s just don't cut it anymore.

The age at which people become senior citizens varies. The American Association of Retired People (AARP) says it's 50, senior citizen centers say it's 50, 55 or 60, Social Security says it's 62, Medicare says it's 65. Whatever the minimum age criteria, the upper limits are ever expanding so that programming for older adults in the future could easily represent an age range of 40 to 50 years.

With this in mind, what is the future for programs, facilities, staffing and securing resources for the older adult?

Programs

Older adults are expecting and demanding quality programs and activities. The first wave of the baby boomers (all seventy-six million of them) are

rapidly approaching their fifties. They are movers and shakers with well developed leisure time habits who have no intention of changing this pattern after a certain age. Survey what people in their '40s want now and you will have a fairly comprehensive list of activities that must define senior citizen activities in the next 10 to 20 years. The fact is that it is just about everything.

While this may be an exciting challenge, it is also frightening. What about people who will be in their '80s and '90s and will expect and deserve more traditional programs geared to a more frail population? The answer lies in a commitment to 1) assess your constituency, 2) provide a range and variety of programs and 3) provide "levelling" (beginning, intermediate and advanced) in the more physically demanding program areas.

In the past, too many assumptions have been made when considering programs and activities for older adults. All older adults are not poor, frail, set in their ways and sedentary. If the intention is to provide programs and services for a cross section of people, a very careful look must be taken at who they are, what their needs and wants are and be prepared to make decisions accordingly.

Providing a range and variety of programs and activities sounds simple enough. Maybe it is but all the best plans will fail unless top quality adult programs are the result. Without the quality forget the marketing and, therefore, forget

good response to programs because you won't have a product. The future of programming for older adults cannot continue to perpetuate the age old conflicts between service and recreation. There should be no conflict. With increased longevity we know an array of problems will face the service providers. We also know that adult recreation can add a dimension of quality to people's lives that is equal in importance to anything else. If objective assessment of the population, community resources, organizational goals and a willingness to "share the spotlight" with other organizations is accomplished, the older adult will reap the benefits.

Throughout the country the trend is to divide programs for older adults into a number of distinct categories. While the terminology may vary, the content is similar and each category is important if the intent is to offer a full range of activities and programs. Care should be taken to avoid duplication if the programs or services are being well addressed by another agency, organization or group.

Program Divisions

Education: This is one of the fastest growing program areas for older adults. Continued learning and self-improvement are priorities with older adults and all indications are that this trend will continue to grow for the foreseeable future.

The area of education encompasses short seminars in topics such as health education, financial planning, community resources and programs, one



time "how to do's" and many others. Classes may include such things as geography, history, current events, math, literature, computer use and geology just to name a few.

Education is an area that bridges the gap between the "young" senior and the older, more frail senior. It never becomes outdated or "fadish" and it does not require large investments in equipment or supplies. Instructor resources are found in schools, community colleges, universities, hobby groups and in the senior organization itself.

Arts: Historically, if there has been one common program area in senior citizen centers it has been arts and crafts. It is the rare senior program that does not have ceramics and painting. This continues to be a popular area but do not assume that because people are over a certain age they automatically like to participate in arts and crafts programs. If arts and crafts continue to occupy the largest portion of the schedule, the program is out of touch and out of date.

The key to a successful and appropriate arts program is that it is a quality program designed for people who truly are interested and want to explore and expand their talents. Quality adult classes and instructors are a must. A comprehensive arts program should also include drama and music. A word about music. Instrumental groups are in and will continue to grow in popularity. Kitchen bands are out - they create an inappropriate image of and turn-off to the majority of adults.

Outdoor experiences are now in demand and that demand will continue to grow.

Fitness/Wellness:

The future of this program is unlimited. It will continue to grow and be in high demand. This program area must address itself to the needs and abilities of a large range of ages. Many older adults run 50 miles a week regularly and participate in the most rigorous fitness programs. In the future, this group will grow by leaps and bounds and programming must position itself to address the needs of these individuals. But what about the average person and the older, more frail people?

Designing classes to meet different physical abilities and the levelling of classes are the keys. Aerobic and non-aerobic classes, flexibility classes, muscle toning classes, beginning classes for those who have done a lot of sitting around for a long time and lastly, aquatic programs. Aqua-exercise programs are the most popular of the fitness programs with the

greatest number of people. It is also most often recommended by physicians. Regardless of a person's physical ability, one can benefit from this program.

Outdoor Recreation:

Are snow skiing, water skiing, hiking, rafting, fishing, cycling and hot air ballooning on your senior program menu? If not, they should be. Outdoor experiences are now in demand and that demand will continue to grow. Regardless of nature's offerings in your area, outdoor opportunities abound.

As in other more physically demanding areas, it is necessary to look carefully at the needs and abilities of your people. Again, the key is levelling.

Travel: Again this program area is found in most older adult programs. The trend appears to be less involvement with overnight travel and an increased number of day trips. The two reasons for a trend away from sponsorship of overnight travel are 1) it is very time intensive from a staffing standpoint and 2) there are more and more travel opportunities for older adults through the private sector and older people are more comfortable in taking advantage of these.

Athletics: The need for some type of competitive outlet does not disappear with age. Competitive team sports (softball, volleyball), individual sports (tennis, track, golf) are just a few of the very successful athletic programs throughout the country. With the advent of the National Senior Olympics and local and state-wide Senior

Olympics and the huge response to these events, it is evident that the older population want and need these programs.

Services: The services that can and should be provided are dependent on three primary factors: 1) The services offered by other agencies and organizations; 2) has a needs assessment been done? and 3) can the appropriate level of financial and staffing resources be devoted to offering quality services? The list of possible services is endless. Some that will continue to grow in necessity are: 1) transportation; 2) adult day care; 3) peer counseling groups; 4) employment counseling and placement; 5) health screenings; 6) information and referral services; and 7) housing assistance.

Social Functions: The opportunity to socialize and develop friendships based on common interests is inherent in all program areas. In addition, specific social opportunities such as dances, seasonal parties, dinners and drop-in areas should be included in a comprehensive program.

Facilities and Staffing

Access to good facilities varies from place to place. However, the absence of a good facility such as a new senior center or recreation center should not deter the quest for quality program.

If you are fortunate to be in a position to consider a new or renovated senior center keep the following in mind: 1) appropriate classroom space; 2) state-of-the-art fitness facilities; 3) large spaces such as auditoriums and

gymnasiums; and 4) dining room (or restaurant) facilities and generally space that will lend itself to appropriate revenue production.

The trend is for senior center programs to utilize additional recreational facilities in the community. Many recreation centers are empty during the day and should be used for senior programs.

The trend seems to be away from shared facilities unless that was included in the original planning prior to construction. Too often a senior wing or room has been included in a recreation center proposal only to make a bond issue more appealing to the public. This is not only dishonest but will very quickly come back to haunt those who do it in the form of disgruntled users, complaints and watered-down facilities with little use for anything.

It seems obvious that if all program areas are to be addressed, the need for a well trained, professional staff paid at the same rate as anyone else in the recreation or human service profession is necessary. Unfortunately, past practice in many areas has been to have very well trained and professional staff doing older adult programming but paying them less than their counterparts in areas such as sports, aquatics, etc. If the numbers indicate an ever increasing older population proportionate to other age groups and the demands to provide quality programs to that group continue to increase, care must be taken so that the best possible people will be attracted to this profession.

Fees and Charges

Past practice and in some cases current policy has frequently dictated that programs and services for older adults be offered at little or no cost to the participant. Part of this may be due to rather outdated and archaic federal regulations which restrict application of fees and charges. Whatever the reason, it is critical that the issue of fees and charges be addressed. All older people are not poor and can well afford to pay for leisure activities and services and should do so. In many senior centers where a system of fees and charges has been implemented, there has been no decrease in participation but rather a marked increase. There is a definite relationship between increased program quality and revenue generation from those programs.

Only you can assess the ability of people to pay. But be honest about it. Is the issue of charges being avoided for political reasons? There will always be some services and participants that will need to be subsidized. It is for that very reason that a long look at this issue be taken. The future of programming for older persons lies in the ability to generate revenue from some programs and people to subsidize other programs and people.

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Trends in Youth Soccer

by S. Robert Contiguglia, M.D.

Soccer is the most popular sport in the world and is quickly becoming the major

sport among America's youth. The growth of the sport's participants has been geometric since the early 1970s and it is expected to continue, especially with the advent of the World Cup in 1994.

One only needs to visit any community park on any weekend and one will see this American phenomenon—hundreds of children chasing a ball with cheering parents on the sidelines. Youth soccer is America's major family activity involving both parents and children. It is estimated that over 10 million children are playing youth soccer and that 70% of their parents are involved as coaches, referees or team administrators. No other sport can make this claim.

Historically, soccer was an ethnic male

sport. Now almost 40% of America's youth players are female and the United States boasts the best women's team in

the world. This team is favored to win the first Women's World Championship to be held in China this summer. In addition,



soccer is one of the major scholarship sports for female college athletes.

The reasons for soccer's growth are many. There are no special physical attributes to play the game. The best player in the world is 5 feet 6 inches tall and not exceptionally fast. Anyone can play. There are fewer injuries than traditional American sports and it is inexpensive. The average cost to play soccer year round is about one hundred dollars. No special equipment is needed and above all else, it's fun. One can also play well into middle age.

Soccer can be played on any flat surface and with varied numbers of players. The adult game is played with eleven players but the youth game is played with fewer players (3-11), a smaller ball and smaller fields and goals. The game is modified to meet the need of the young player. It is also unnecessary to provide manicured bluegrass fields—it can be played on almost any surface of any size. In Europe and South America kids play on the beach, the streets and on cinder and dirt fields. America's parks provide some of the best soccer fields for youth in the world.

Up until now youth soccer has been a white middle class suburban phenomenon. That is changing. There is a national movement to bring the game into the inner city and into urban areas. Soccer is successfully being used to fight gang problems in Baltimore and Denver and established leagues are developing programs for underprivileged children. In addition, organized soccer is work-

The growth of the sport's participants has been geometric since the early 1970s and it is expected to continue, especially with the advent of the World Cup in 1994.

ing to get the Hispanic population involved who are not well organized at the youth level.

Besides the physical and health benefits of soccer, there are the cultural benefits. Soccer is the only true international language. More countries play the game than are members of the United Nations (165). Also, the American player has hundreds of opportunities to meet and play against children from all over the world. The United States hosts several hundred international soccer tournaments annually and thousands of American children get to travel and experience other cultures.

In 1994 the United States will host the greatest sporting event in the world, the World Cup. This quadrennial soccer tournament will decide the

world champion nation. It will be held in twelve U.S. cities, from coast to coast and there will be teams from 24 countries including the United States.

The total television audience will be about 20 billion and the economic impact will be great. Most of all, the World Cup will catapult soccer even further ahead. Not only do we project increased participation in this sport but we expect the event to stabilize the development of a national professional league. With the establishment of professional soccer in the United States, the sport will take its place among the other major American sports.

Corporate America has already taken notice. Ads now show families driving to soccer games. The popular television program "Thirty Something" recently devoted an entire episode to the family's involvement in youth soccer. Children in media ads no longer hold footballs or baseballs—they hold soccer balls.

Soccer will be the sport of the next century. The sport will continue to grow with tremendous youth participation and with increased adult participation as millions of kids grow up. The demands on park and recreation staff and facilities will continue. The social and cultural impacts continue to grow as the U.S. becomes a world soccer power.

S. Robert Contiguglia, M.D., is the Chairman of the United States Youth Soccer Association Youth Division of the United States Soccer Federation.

Trends in Urban Park Planning - A Southwestern Perspective

by James D. Coffman

"Phoenix...it's still a desert...conserve our water." Plastered across bus stops throughout the Phoenix area, this phrase speaks immensely about this city's past and present response to its natural resources and overall image. Shedding this old image, which evoked a false sense of resource infinity and separated the city from its Sonoran Desert surroundings, is but one of the ways which Phoenix is responding to national trends in urban park planning. Phoenix's meteoric growth and past actions, born out of a simple "oasis in the desert" concept, have resulted in inherent long term problems that are now being addressed. Like other cities in the nation, demand for more ecological and environmentally sensitive planning, increased community activism, tax revolts, increasing demands for public services and reduction of government power are affecting the design, planning and management of the Phoenix park system.

National Resources and Environmental Awareness

Nationally, there is a greater appreciation of natural resources which have positive implications for park planning. This softer approach to site planning includes a greater sensitivity to on-site natural systems such as drainage, solar orientation, climate and wildlife habitats. Regional character is expressed through selection of local building materials and the

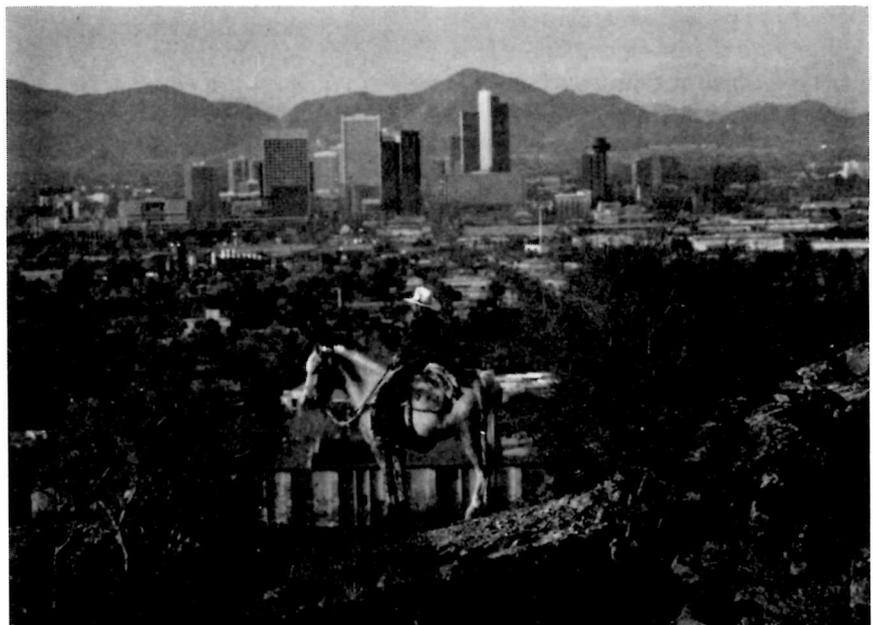
use of native plants. The resulting site specific and regional plans integrate natural and cultural characteristics into an overall system of land uses and development patterns. Responding to this trend is the greatest challenge of Arizona's metropolitan areas.

As the residents of Phoenix are reminded by outdoor advertisements that they still live in a desert, they are concurrently surrounded by the results of an image which promotes the city as an oasis. Historically, water flowed plentifully, diverted from two local rivers into an elaborate canal irrigation system. In the first half of the century, summer water rates were lowered to encourage residents to water more to make the city more attractive to visitors and potential employers. This definition of attractive was im-

ported with midwestern and eastern immigrants who gladly watered to keep the plants and the image alive.

City parks were the oases within the oasis and often had the most impressive displays of flowers and exotic plants. Paddle boats, lagoons and abundant fishing were expected amenities in the city's largest in-town park. The desert was relegated to the outskirts of town on the surrounding mountains. Separating the city and the desert were agricultural lands often converted from desert a century earlier. Development expansion took place on this agricultural land and for decades the destruction of the desert was not an issue.

In the early 1970s development began to encroach into the city's surrounding mountains and the desert views became



Park planning in Phoenix incorporates the Sonoran Desert into parks while providing for recreational pursuits that cannot take place in a natural desert.

scarred by new construction. This mountain destruction fostered the creation of the Phoenix Mountains preservation movement which resulted in the 25,000 +-acre preservation movement and in return the 25,000 +-acre mountains preserve system. Ironically, the preserve's original plans stressed the "Skyline Preservation concept," implying the most important issue was not the natural systems but the view of the mountains from the city.

Today, this natural mountain desert system has grown into a source of lively debate concerning appropriate recreational uses, abilities to sell and exchange land, proper building materials and placement, and the overall philosophy by which the system should be managed.

Systemwide, park planning in Phoenix incorporates the Sonoran Desert into parks while providing for the recreational pursuits that cannot take place in a natural desert. Yet, the struggle between expectations of what a park should be and the limitations imposed by the region's natural resources plays itself out in nearly every park planning project.

In one of the earliest park projects in Phoenix, in which water conservation was a primary design goal, lawn was limited and active recreational facilities were maximized. Vast acres of the park were landscaped with desert and drought tolerant plants. Large open areas, often doubling as detention basins, were covered in desert-colored gravel. Today, these harsh, open desert areas of the park appear abandoned and

Citizen groups exist in the Phoenix area whose sole purpose is the watching over and protection of these sensitive lands.

sorely underused. When master planning recently began for the park's undeveloped acres, a citizens' advisory committee stressed the need for all passive forms of recreation. Their number one request was large lawns for picnicking and other open play. High on their preference list was a large fishing and boating pond, reminiscent of the city's oldest large park. The resulting master plan is a combination of their needs with the regional needs of water conservation and a respect for the region's desert heritage.

Citizen Activism

Government at every level is facing increased pressure from citizens groups who have special interests. In the park planning arena, there are organized sports clubs rallying for more softball fields while neighborhoods oppose the bright lights. There are groups who

want recreation development facing off against those who want to preserve natural resources. For every action there is a reaction and it is up to the park planner to negotiate between the groups and address their concerns. Often the negotiation process is rigorous and the outcome does not completely please any group.

Phoenix is blessed with the abundance of park land that is the embodiment of the southwestern desert image. The pressures in these fragile ecosystems are threatening their viability. Citizen groups exist in the Phoenix area whose sole purpose is the watching over and protection of these sensitive lands. Other citizen groups exist to promote bicycle riding, often along paths which go through sensitive desert land. The protection of natural resources and the development of bicycle paths for recreation, alternative transportation and pollution reduction are all accepted goals in the city's general plan.

The Phoenix Parks, Recreation and Library Department is empowered to implement many of these often opposing planning goals. In the case of one project in Phoenix, two citizen groups representing these goals are pitted against each other. Park planners and administrators are struggling to work with these groups to design a 1.5 mile long bicycle path through the sensitive desert preserve. The strengths of the citizens groups and the finesse of public administrators will determine how or if an acceptable solution will result and how political the issue may become.

Increased Service Demands

National, state, county and municipal governments are facing budget deficits. Public administrators are forced to be more creative in financing services wanted by citizens, and in adding more services and maintaining the existing ones. Although 1990 ballot propositions nationwide affirmed the majority of people are supportive of programs that directly benefit parks, open space protection, wildlife protection and an overall stricter environmental policy, this new money usually goes toward development and the operation budgets rarely increase proportionately.

In 1988 and 1990 two very significant elections took place in Arizona and in Phoenix which supported this national view. The 1988 Phoenix Bond election approved a national record dollar amount, \$1 billion, for municipal capital improvement projects. Its "quality of life" concept included programs for typical infrastructure as well as those for open space acquisition, libraries, museums, historic preservation and freeway mitigation to neighborhoods. In 1990, state voters approved \$20 million annually to the Arizona Heritage Fund for park, trails, historic preserva-



Encanto Park is the first large central city park in Phoenix.

tion and fish and wildlife protection. In spite of these promising development funding mechanisms, park designers must still anticipate the decrease in maintenance and programming budgets. In Arizona, environmentally responsive design through the use of native and drought-tolerant plants subsequently reduces long-term maintenance since these plants are inherently more self-sustain-

Change in Governmental Responsibilities

A central theme during the Reagan administration was government reduction which guided policies and actions. Federal agencies were abolished and regulations reduced, leaving local governments with increased responsibilities. Many private development companies have responded to the public service responsibility shift in the forms of project cost sharing, public use of privately developed amenities, use agreements, land trades, development agreements and density transfers. Municipal park planners took over the job of contracting-out design services and negotiating public/private development collaborations.

In Phoenix, the workload has not lessened nor have expenses decreased in the planning of city parks, and responsibilities of in-house designers have merely been adjusted to respond to these changes. Still, the in-house design staff have the understanding of the unique issues of the area's natural resources, recreation needs, population diversity, political climate and specialized maintenance requirements. Communicating these ideas to any consultant or

developer is time consuming and requires advanced organization and the ability to educate them quickly to ensure the continuity of design and purpose of the park system.

Because of policies to parcel out work, good consultants may be used only periodically, and much time is spent bringing consultants up to speed. However, the long term benefits of contracting out the work is that an array of consultants will be familiar with the park systems and its needs.

Public Mandates

Park planners increasingly respond to and provide input for projects mandated by federal or state law and local ordinances. Zoning can be inclusive to park land and therefore impose building and development regulations. Flood control manifests itself as detention basins as parks and affects the improvements of major drainage ways.

Water conservation has become a prominent public mandate in the state of Arizona. The Phoenix Parks, Recreation and Library Department consumes 80% of municipal water. Phoenix is slightly above the state's ideal per capita usage. A public issue such as water conservation spotlights the primary consumer. In this case, however, this creates a problem for the department whose purpose is to provide open space and recreational services to the community, many of which are water consumptive.

As water conservation policy and guidelines gradually

It would then be reasonable to say public park agencies in the Southwest need to provide alternative green recreational opportunities rather than lead the cause of water conservation.

begin to restrict private development water use, demand may increase for public open spaces of trees, green lawns and flowing fountains. It would then be reasonable to say public park agencies in the Southwest need to provide alternative green recreational opportunities rather than lead the cause of water conservation. Clearly, there are many ways to make recreational facilities water conservative, but large scale changes in design philosophy based on a mandate to conserve water and rebuild the desert in all our parks must be examined very closely.

Conclusion

The result of all these trends is that the work of the urban park planner has become increasingly complex. Negotiation, mediation and integration better describe the skills which are polished daily. Understanding the motivations of the vari-

ous citizens committees is crucial to the ability of finding compromises when various user needs conflict. Mandates and policies of governmental agencies and governing boards must be known so the park planner can demonstrate compliance with those needs or show examples where policies have been altered with a positive outcome.

Strained operating budgets and increased service demands are forcing all designers to plan with more thought to long term upkeep. Natural resource limitations may rightly require park design based first on resource carrying capacity and second on user demands.

Changing responsibilities within and between governments has forced the private development community to fill open space planning gaps. These situations not only blur the distinctions between public and private land, they profoundly begin to question who ultimately is responsible for providing recreation and open space. This public and private free-for-all for competing needs and responsibilities places the urban park planner in the middle. However, in order to find the solutions which are acceptable to all the various players, the middle is just where they should be.

James D. Coffman is an Arizona Registered Landscape architect. He is a Landscape Architect I with the Parks Development Division of the Parks, Recreation and Library Department, City of Phoenix, Arizona.

Ducks Don't Vote: The Dilemma of Wildland Wildlife Managers

by Leslie Kerr, ASLA

Homes for Wildlife

Imagine a landscape covered with migrating caribou, the sound of a sky filled with waterfowl, the alertness of a wolf interrupted during a stalk. America's arctic wildlife heritage is all of these things and more - it is a priceless legacy and a model of environmental stewardship to the world.

Refuges were first established in Alaska in the early 1900s to protect seabird colonies. Through the years lands were added to existing refuges and a few new ones were created. Passage of the Alaska National Interest Lands Conservation Act of 1980 (Alaska Lands Act) capped establishment of the refuge system in Alaska, which now totals 77 million acres (Figure 1). This act established nine new refuges and expanded or redesignated seven that had previously existed. A number of individual seabird refuges were combined into one refuge which spans the entire Alaska coastline.

Congress also required the U.S. Fish and Wildlife Service (F&WS) to prepare comprehensive conservation plans that met specifications outlined in the law. These plans are now complete, and more detailed "step-down" plans are being pre-

pared to address specific issues such as public use needs and opportunities.

The primary purposes the Alaska Lands Act sets forth for these refuges are:

- to conserve fish and wildlife populations and habitats in their natural diversity;
- to fulfill international treaty obligations of the United States with respect to fish and wildlife;
- to provide the opportunity for continued subsistence uses by local residents; and
- to ensure water quality and

necessary water quantity within refuges.

How big is 77 million acres, really?

Visualize every map you've ever seen of the United States. Invariably, Alaska is shown in a little box in the lower left-hand corner. It looks about the size of Texas but it isn't.

If superimposed on the "Lower 48," Alaska spans the continent, extending from Savannah, Georgia, to Santa Bar-



Seabirds help us keep a close watch on the quality of the environment to which they are adapted - the sea. Seabird droppings are a source of the phosphates and nitrates needed to maintain phytoplankton, the tiny marine plant that forms the basis of the ocean's food chain.

bara, California (Figure 2). To visualize 77 million acres, think of a chunk of land almost the size of California; or think of the New England states, plus New York and half of New Jersey.

Alaska is a land whose scale most of us can scarcely comprehend. But we need to, in order to understand the magnitude of the challenge and the opportunity presented by the 77 million acres Congress set aside to preserve our priceless wildlife heritage.

Refuge lands in Alaska comprise 11 percent of all federal lands, and 85 percent of the lands in the entire national wildlife refuge system.

Ducks don't vote.

The primary purpose of any refuge is to protect fish and wildlife and their habitats. The use and enjoyment of these resources by people has to be compatible with this purpose. At the same time, public support is required to fulfill the purposes of these refuges. With a constituency that cares about them, protection of refuge resources is more easily assured.

Demand by the public for wildlife-related recreation has exploded over the past decade. Numerous studies have documented the trend, pointing to such enabling factors as increased leisure time, disposable income and so on. Tourist visits to Alaska are increasing at a rate of about five percent a year and this presents a dilemma for wildlife managers. People expect to see wildlife when they come to Alaska, and the F&WS wants to provide opportunities

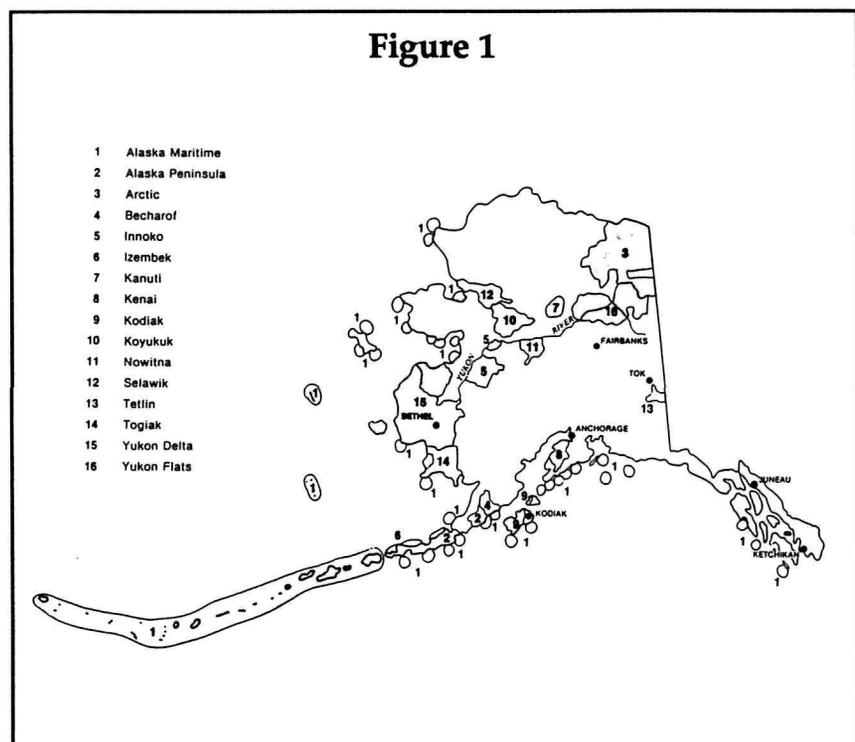
for wildlife-oriented recreation. But the concentrations of fish and wildlife people expect to see are seasonal phenomena associated with critical periods during migration, breeding or spawning. For some species, these are the very times that human disturbance can have the most adverse effects. Most of this wildlife activity takes place far from the road system.

You can get there, but it's not easy.

Only two refuges in Alaska are road accessible. Only one of these, Kenai National Wildlife Refuge (Kenai Refuge), is a major public use destination. It is an old refuge, originally established in 1941 as Kenai National Moose Range.

Tetlin Refuge, established in 1980, presents a different kind of opportunity. The Alaska Highway marks the refuge's northern boundary for approximately 65 miles, starting at Alaska's border with Canada. As the first contact for highway travelers entering Alaska, the refuge plays an important role in orienting people to the refuge system in Alaska.

Many refuges have their administrative headquarters in towns served by the road system, but distant from refuge lands. Alaska Maritime Refuge, the most far-flung refuge in the entire national wildlife refuge system, is an example of this type. As the "end of the road," Homer is a prime tourist destination. Ideal as home port for the refuge's 120-foot vessel, the



community sees itself as a center for coastal and marine environmental education. Community support is strong for a proposed F&WS visitor center to interpret refuge resources that can only be visited by the hardiest of adventurers.

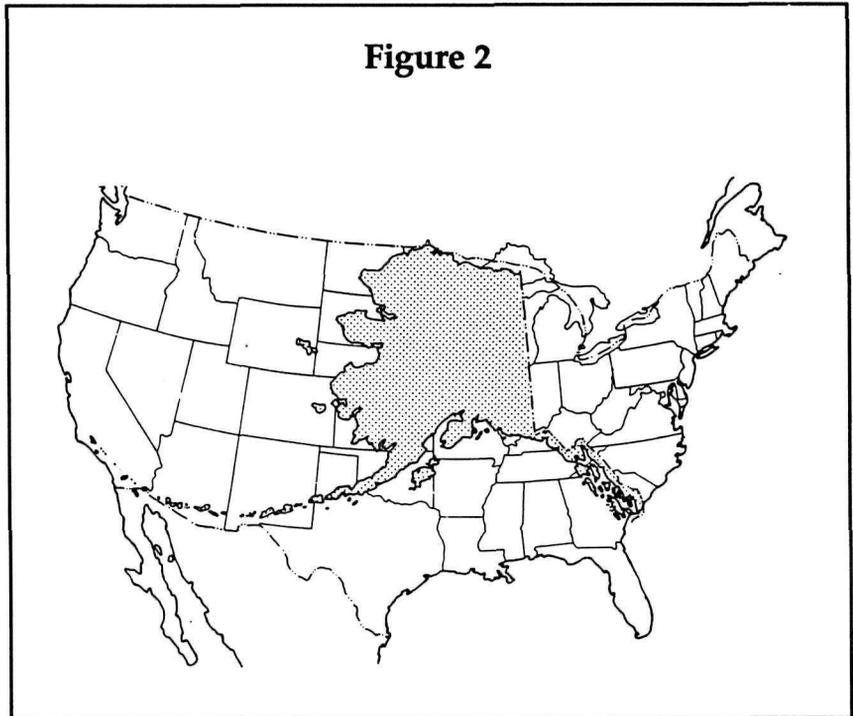
Some refuges provide special opportunities for wildlife viewing in remote areas. Kodiak Refuge initiated a bear viewing program on a trial basis in 1990. The program was developed in response to a need identified through the public use management planning process.

Anchorage's Playground

Kenai Refuge is less than a three hour drive away from more than half of the state's population. Wildlife populations here are particularly sensitive to disturbance because of the island-like nature of the Kenai Peninsula, which restricts dispersal and immigration of wildlife. Many refuge wildlife populations are currently depressed, apparently due to human activities. Correcting these effects and learning how to avoid them is a major management concern (U.S. Fish and Wildlife Service, 1985).

The most accessible part of the refuge is an area of approximately 30,000 acres (1.5 percent of the refuge). It has long been a major fishing and camping destination. Accessible via the Skilak Loop Road and numerous spur roads, it contains four campgrounds, seven water access areas and five hiking trails. An estimated 161,000 visitors use this area every year.

Figure 2



Heavy demand for these facilities, and the more or less unplanned way in which the facilities developed over the years, combined to create serious crowding and other forms of conflict during peak use periods. Lack of designated parking space led to "pioneering" of vehicle trails, destruction of habitat and reduced quality of visitor experiences. Poor campground design and lack of traffic barriers led to vehicular camping in unauthorized areas and overnight use of areas intended only for day use. Many facilities were in poor condition because of funding constraints. These factors reduced the quality of visitor experiences and encouraged further disregard for the condition of the facilities and the environment in which they were located (U.S. Fish and Wildlife Service, 1988a).

To address these problems and the demand for wildlife viewing and other forms of non-consumptive recreation on Kenai Refuge, the F&WS designated this area as the Skilak Wildlife Recreation Area. A concept plan was prepared and a strategy implemented to rehabilitate and upgrade recreational facilities in the area.

It was clear that, to attain the wildlife viewing objectives established for the area, hunting and trapping would have to be reduced so that wildlife would become more abundant and less wary. These activities were already regulated by the State of Alaska, so a cooperative solution was required. The U.S. Fish and Wildlife Service biologists worked closely with the Alaska Department of Fish and Game to develop regulatory proposals. It took several years of

work to develop the regulatory framework and it was eventually approved by the State Board of Game.

Recreational facilities such as those on this refuge are costly to develop and maintain. Congress funds specific projects from a F&WS list of construction priorities that reflect a balance between the F&WS's desire to provide recreational opportunities and its need to provide basic facilities for refuge administration and employee safety. Better campgrounds are nice, but having an airplane hangar could save employee lives.

Alaska or Bust!

On Tetlin Refuge, an opportunistic strategy was used to leverage scarce funds into a visitor contact program that reached approximately 30,000 people in its second year. Highway travelers see Tetlin Refuge as soon as they enter Alaska; but the past, they didn't know it.

The U.S. Fish and Wildlife Service developed an interpretive tour route along the highway through a cooperative agreement with the Alaska Department of Transportation. The state constructed pullouts and overlooks within its right-of-way as it upgraded the highway and the F&WS developed these pullouts into interpretive sites. A log cabin visitor center near the border introduces incoming visitors to the refuge; U.S. Customs recorded entry of 115,800 people in 1990. The Alaska Public Lands Information Center in Tok provides visitor information at the oppo-



U.S. Fish and Wildlife Service

The largest sockeye salmon recreational fishery in Alaska is located on Kenai Refuge at the confluence of the Kenai and Russian rivers.

site end of the refuge. The F&WS publishes a tabloid natural history guide to the area, and an audio cassette tour is planned for the near future.

Seabirds are cute, but so what?

Alaska's coastal waters and islands contain one of the world's largest remaining seabird concentrations. About 50 million seabirds breed in Alaska, more than in the rest of North America. Approximately 40 million seabirds breed on headlands, islands, islets and

rocks within Alaska Maritime Refuge itself. Many of these species are found nowhere else.

Seabirds help us keep a close watch on the quality of the marine environment. They are "flying fertilizer factories." Their droppings are a source of the phosphates and nitrates needed to maintain phytoplankton, the tiny marine plants that form the basis of the ocean's food chain (U.S. Fish and Wildlife Service, 1988b).

The seabirds and marine mammals that the Alaska Maritime Refuge was established to protect are highly vulnerable.

Losses to gill nets, depletion of forage fish by increased commercial fishing and developments such as log transfer facilities can all impact refuge wildlife. In 1989 alone, there were three oil spills of more than one million gallons on the refuge. The best known spill, the Exxon Valdez, killed thousands of refuge seabirds (U.S. Fish and Wildlife Service, 1990).

Starting in the late 1800s, fur farmers introduced foxes to many previously mammal-free islands that are now part of the refuge. These introductions resulted in destruction of many colonies of ground nesting seabirds and nearly caused the extinction of the Aleutian Canada Goose. Unintentional introduction of rats from grounded vessels have also wreaked havoc on seabird colonies. All of these hazards take their toll on native refuge wildlife.

An important component of the management program for this refuge is interpretation of the marine environment. The public needs to understand the value of seabirds and their role in the marine ecosystem. This is especially critical because so many things that affect refuge wildlife occur outside refuge boundaries. Strategies to address these concerns must be international in nature and global in scope. Educating the public is the first step.

Papa Bear, Mama Bear, Baby Bear

People already know about Kodiak bears, and they want to see them. In 1990, the F&WS

instituted a trial bear viewing program at a remote site on Kodiak Refuge. The U.S. Fish and Wildlife Service objective was to provide safe opportunities to see and photograph bears in a controlled environment. The test was conducted at an Alaska Department of Fish and Game fish way and counting weir; a site where bears were accustomed to human activity.

The U.S. Fish and Wildlife Service offered 10 viewing periods of five days each, and accepted five participants per period. Participants provided their own food and the F&WS provided a sleeping area and a cooking and food storage cabin. All reservations filled within two weeks of announcing the program in Anchorage and Kodiak newspapers. The strength of this response was unexpected, given the program structure of five day viewing periods and the \$700 air charter cost from Kodiak.

A staff person oriented all participants upon arrival, and supervised all bear watching activities. He carried a weapon when he was with viewers in the observation area. Viewing occurred from specified points, and the area downriver from the observation area was closed to all human activity.

Both bear and human responses were evaluated. Activity records were kept for all bears seen before, during and after the viewing program. A total of 29 bears were seen 222 different times during the program; six were females with cubs.

Human participants filled out their own evaluation forms.

All were satisfied and enthusiastic but felt the fish weir and associated facilities detracted from the wilderness experience. Other areas are being evaluated as possible sites for the viewing program in the future. Constraints include safe access by float plane; availability of a permanent structure to use as a cooking and food storage area; and the short viewing season afforded by the duration of the salmon run.

So what?

The continuing challenge is to provide opportunities for wildlife-oriented recreation that preserve ecosystem integrity. Each cautious experiment helps to better define the limits of what is possible. Much of the recreational demand will have to be satisfied through environmental education and interpretation.

The programs and facilities discussed above are just a start, but consider the magnitude of the task. Much progress has been made since passage of the Alaska Lands Act just a decade ago. Much remains to be done.

Increasingly, the American people are demonstrating their concern for wildlife, and their desire to see and understand this natural legacy. Their concern is powerful, and timely.

Ducks don't vote; people do.

Leslie Kerr, ASLA, is Chief of Planning for the U.S. Fish and Wildlife Service Alaska Region. She encourages each reader to support wildlife conservation by buying a Federal Duck Stamp.

The Central Park Conservancy

by Marianne Cramer

Place: Central Park
Time: 2000 AD
Question: Can You
Imagine New York City
Without It?

The answer was "No!", from the group of concerned citizens who, in 1980, formed the Central Park Conservancy. They constituted themselves as a state-chartered not-for-profit organization dedicated to the restoration, preservation and management of New York City's foremost scenic landmark and flagship public park. If there is a future for the grand urban parks across the nation like Central Park, one significant way to save them will be through public-private partnerships.

Parks are dangerously susceptible to the vagaries of city budgets. Since parks are not considered an essential service they traditionally are the first to take painful budget cuts. Thus, when private resources are available, they should be targeted to critical projects and programs which the city historically has not been able to sustain support.

During New York City's fiscal crisis in the 1970s the Department of Parks and Recreation was decimated. The "Parkie" – part recreation leader, maintenance worker, role model and authority figure – disappeared. The ranks of foresters, gardeners, soil scientists, turf experts, masons and carpenters were severely cut. In the darkest days of the crisis, park operations were reduced to occasional litter pick-up and emergency repairs.

Central Park suffered exponentially in those years. Budget cuts came at the same time the park was rediscovered as a vital component of city life – as a place to reconnect with nature and as a place for healthful recreation. Lack of care was soon manifested in ragged lawns, severe erosion, clogged catch basins, floods and dying lakes. Because of the fiscal decline of the '60s and the crisis of the '70s, New York lost a generation of youth and now must spend millions of capital dollars to restore Central Park.

A basic premise of the Conservancy's fund raising effort is "when we restore, we must maintain and program." Funds are raised for horticultural care, visitor services, education and recreation, ongoing conservation of the built park, basic operational support to improve efficiency, capital projects, master planning and design initiatives. (During the

past decade the Conservancy has raised \$64 million toward building and horticultural and over 90% of the visitor service, education and recreation programs.)

The Conservancy's emphasis on civic stewardship and landscape management is dramatically changing the New Yorker's perception of the park. Appropriate park planning has also been supported by the Conservancy from its inception. This provides the blueprint which will take Central Park into the 21st century.

Civic Stewardship or Promoting Park Appreciation, Volunteerism and Democratic Philanthropy

The partnership between the city and the Conservancy is founded on the cornerstone of civic stewardship. Stewardship has been the underlying mission of park managers since the birth of the park system in this country. Civic stewardship carries the idea one step further – that every citizen must become a steward of "his or her park." The Conservancy encourages the urban resident to be an educated park user, a volunteer and a contributor.

Unlike many state and national public parks, Central Park serves a large neighborhood population. These are the visitors who depend on the park every day for relief from the stresses of urban life. They are also the park visitors who, by their involvement and concern,

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can make a significant difference in the health and condition of the park. Since 1981 the Conservancy has been funding educational programs for school children. Some programs use the park as a laboratory for nature education while others focus on park history and design. Conservancy educators teach skills of observation and analysis, inspire an understanding of the past and foster a spirit of park stewardship. Once instilled in young park visitors, respect and caring for the park becomes a life-long habit.

Encouraging visitors to respect the park is a difficult task. During interviews held with selected user groups and park workers for a comprehensive sign study of Central Park (another Conservancy initiated project), it became apparent that signs are one of the few vehicles park managers use to educate the general public. Most of those signs have, in the past, been lists of rules. In fact, signs are a symptom of a larger problem — lack of an education and communication strategy. The challenge will be to integrate and fashion a system that uses people, programs, publications, public and community relations and signs to reach and enlighten the park visitor.

Volunteerism is at the core of civic stewardship. In 1983 the Conservancy began Learning and Involvement for Volunteers in the Environment (L.I.V.E.). Formed with the knowledge that even with continued city and generous private funding support, it would still be inadequate to maintain and operate to the standards of

One of the Conservancy's most important efforts is the establishment of endowment gift opportunities for park landscape care and education.

a flagship park, thousands of volunteers are making a difference in park maintenance and visitor services. L.I.V.E. offers volunteers ages 5 and up a chance to become intimately involved in the life and care of Central Park. Volunteers plant, weed, rake, sweep, pick up litter, greet visitors and provide park information at kiosks and visitor centers. They help Conservancy educators in schools and in the park. Special projects such as You Gotta Have Park weekend and Fall Cleanup mobilize hundreds of volunteers. Asked why they do it, most say that they just wanted to give something back to the park that has given so much to them.

The Conservancy will complete its first five year capital campaign this year to raise \$50 million. Another campaign for the Upper Park has begun. Campaigns focus the attention of foundations, corporations and individuals on the concept that Central Park is an important cultural institution of New

York City— as important as a museum or library— and worthy of generous and consistent support. One of the Conservancy's most important efforts is the establishment of endowment gift opportunities for park landscape care and education. As the endowments grow, they will ensure that Central Park will be healthy, safe and beautiful for future generations to come.

Landscape Management – A Process for Keeping the Park as a Well-Used Work of Art

Central Park is not just a collection of trees, shrubs, statues, bridges and buildings. As Olmsted stated repeatedly in his writings, the park was conceived as a single work of art and should be treated as such. Every part of the landscape design offered carefully composed scenes – idealized versions of nature. These composed scenes were actually made up of different landscape types.

The pastoral landscape – gently rolling meadow receding inconclusively in the distance, copses of stately trees and placid lakes – evoked the semi-tamed countryside. On the other hand, the picturesque landscape, its details an imitation of the native forests of upstate New York, was lush and wild. Much of the design integrity of these landscape types has been lost over the last century. Meadows were over-planted and walkways indiscriminately lined with street tree species.

Self seeded trees sprang up around rock outcroppings where the crude hammerknife mowers could not reach. The perimeters were denuded in an effort to control illicit behavior. With no visionary management strategy, picturesque landscapes like the Ramble and Ravine became more like abandoned lots than the forests they were to imitate. As inconceivable as it may seem, landscape management became a lost art in Central Park.

Justifiably, horticulture has been a priority fundraising target since the inception of the Conservancy. If a landscape is restored and not maintained, the original capital investment will quickly be lost – particularly in a park that receives 15 million user visits a year. Park-wide tree care and turf care crews were built from scratch. Critical support services such as a soil laboratory and composting operation were initiated. Even more important, as park landscapes are endowed, the interest is supporting zone gardeners who treat their specific landscape as a composition, not just individual horticultural elements. This is a very important operational direction and supports Olmsted's concept on which the original design of the park was based.

Nowhere is this more evident than in the approach to the picturesque landscapes or woodlands of the park. Woodlands comprise approximately 18% of Central Park's landbased acreage. Although restoration and subsequent management of other park landscapes have

been moving apace, until recently restoration of the woodlands has been stalled by lack of consensus on a process and a product. In 1988 the Conservancy undertook a key informant survey in which agreement was reached on the problems of the woodlands. The list is a litany of problems in many urban forests: the incursion of exotic invasive vegetation, the lack of appropriate storm water management, uncontrolled trampling and off-trail bike use and lack of strategies to enlighten both the park worker and the user about the importance and fragility of the landscape.

An advisory board composed of representatives of the groups participating in the key informant survey – the park community, environmental organizations, urban foresters, landscape architects, park managers and ecologists – was convened by the Conservancy to become the sounding board for future management decisions and directions. The approach to woodland restoration, unlike capital restoration of other landscape types in the park, is based on the concept of minimal intervention gradually implemented over decades. Because this method of restoration does not fall neatly into either capital funding or routine operations, it becomes an important target for private funding.

The advisory board has agreed to a set of objectives that emphasize regeneration and enhancement of native (north-east deciduous forest) habitat and extant wildlife, development of a framework for man-

agement that retains storm water in the park and provision for appropriate access, use, security and education. All the above objectives must be reconciled with the character and aesthetic drama of the historic park. Developing base data and criteria for comprehensive restoration management will be the next step.

In the meantime, a trained corps of volunteers is in the process of halting the incursion of non-native invasive plants into recently invaded landscapes. Since so little is known about successful and safe methods of removing non-native invasive plants – particularly Norway and sycamore maple – experimental plots are being established to evaluate removal methods in severely invaded areas.

Successful Park Planning is a Process

The Conservancy's management and restoration effort in Central Park is based on an integrated plan that includes goals and recommendations for park-wide systems and landscape precincts. Unlike many plans which are unveiled and never used, Central Park's plan has become a working document. When new issues arise or new information becomes available, it is incorporated into the process of planning. New initiatives identified as funding priorities for individual, foundation and corporate donors can then be incorporated into the action plan. The use of private monies to fund studies and planning initiatives can speed

the response time when addressing major problems. Immediately after the Central Park jogger incident in 1989, the Conservancy initiated a park-wide study of use and security. The report concluded that an increase of positive use opportunities in the Upper Park (between 96th Street and Central Park North) would in turn increase security. Of the fifty recommendations, many supported Conservancy initiatives are already underway such as the sign study and the proposal to add a visitor education center and restaurant in the northeast corner of the park.

Recommendations, such as providing more recreational opportunities for youth and

providing secure pathways useable by both maintenance and security vehicles were new. Using the recommendations as a starting point, the Conservancy and a newly organized community advisory committee are formulating plans for new capital restoration and program initiatives. Many of these initiatives are now a part of the new capital campaign for the Upper Park.

Knowing that all recreational and programming needs cannot be accommodated in Central Park alone, the Central Park Administrator and President of the Conservancy, Elizabeth Barlow Rogers, has initiated an ad hoc task force of civic organizations and government-

tal agencies to address issues of public space and public life in New York City. Once again New York City is looking ahead. The moment has come for New York City to reevaluate its recreation and park facilities and to develop new management strategies involving public-private partnerships and other innovative techniques in order to preserve and enhance the great open space system for which it is justly famous.

Marianne Cramer is the Deputy Administrator for Central Park Planning, New York, NY. Working directly with Central Park managers, Ms. Cramer is responsible for plans necessary to assure an integrated restoration of Central Park.

Emerging Trends at the State Level

by Richard D. Westfall

Introduction

It is said the only constant is change. State recreation and conservation agencies are experiencing a variety of changes that will greatly influence how they provide outdoor recreation opportunities and manage natural resources in the 1990s.

Outdoor Recreation Participation

During the population growth and relative prosperity of the 1950s, 1960s and 1970s, participation in virtually all outdoor recreation activities increased. State agencies responded by acquiring land and developing facilities, mostly for traditional, natural resource-oriented activities such as camping, fishing and hunting. By the 1980s, major demographic and economic changes became evident, including a slowing of the birth rate, the aging of the population, stable/declining real incomes, stable/declining leisure time, more women working and more non-traditional households (e.g., single parent households, unmarried couples).

Outdoor recreation participation patterns also are changing. Traditional outdoor activities are levelling off or declining. Health and fitness activities like walking, jogging and bicycling are gaining in popularity. These emerging outdoor activities require different types of outdoor resources. The growing interest by state agencies in greenways and rail-trails reflects this trend.

New recreational equipment such as all-terrain-vehicles, jetskis, mountain bikes and windsurfers are suddenly appearing in state parks. State agencies find themselves in the position of responding to market-driven demands ("I bought it, now I want to use it") and must quickly develop policies on what is, and is not, appropriate use of state parks.

Some state agencies are seeing an increase in the demand for learning and service experiences. More and more park visitors want organized programs, activities and events, not just open space and facilities. This new interest may be an outgrowth of the public's experience with the organized programs and outings provided by local recreation agencies and

the private recreation and resort industry. This trend indicates a continued need for environmental and historic interpretation and the need for new programs.

As the baby boom continues to age, outdoor recreation participation patterns may again change. For example, in Illinois, since 1985 there has been a steady increase in adults' golfing participation, a recreational activity more appropriate for an aging population.

Parkland Acquisition

The large, intact landholdings that formed the basis of many state parks in the past are disappearing, particularly in urban areas. In Illinois, the hunting and fishing clubs established in the 1800s and early



Terry Farmer, Illinois Dept. of Conservation

The public is increasingly concerned with the loss of habitat and landscape diversity in rural areas.

1900s that catered to Chicago sportsmen are now being divided for residential and commercial development. Establishing a park today often requires assembling many small parcels from numerous landowners.

This form of parkland acquisition is becoming increasingly controversial. Concerns with the use or threat of condemnation, the loss of local tax revenues, the increased demand for local services (e.g., police and fire protection), and the high cost of land are voiced routinely. Agencies are being asked or directed by elected officials to ameliorate or minimize these concerns. For example, in Kane County, Illinois, a controversy between property owners and the Kane County Forest Preserve District over the District's acquisition of riverfront land for a bike trail led to a local referendum that restricts the District's exercise of its condemnation power. In Wisconsin, legislation was recently enacted that requires the Wisconsin Department of Natural Resources to reimburse local governments for the loss of local property taxes as a result of Department acquisition of private land.

In the Chicago and other metropolitan areas, it is projected that most remaining major open space opportunities will be lost in the next 10 to 20 years. This loss of open space, coupled with the increasingly controversial nature of parkland acquisition, means state agencies will face a growing challenge to establish major new parks where they are most



Terry Farmer, Illinois Dept. of Conservation

The Illinois Department of Conservation's new lodge and restaurant at Rend Lake in southern Illinois illustrates the growing recognition that state parks are tourism attractions.

needed—close to urban residents.

Park Management

In terms of park management, government agencies have sometimes been slow to adopt the modern technology and progressive management practices of the private sector. Today, however, some state agencies are experimenting, innovating and adopting new technology and management practices. For example, the Illinois Department of Conservation has installed interactive computer information devices (IBM's Info Window) at several state parks to orient visitors to park resources and programs. Many states now have adopt-a-park, campground host and related volunteer programs.

Most of these innovations reflect the loss of staff, especially the front-line staff that used to deal face-to-face with park visitors. As state agencies

face ever tightening budgets and increasing usage of parks, they will need to continue to explore new ways to manage parks.

Funding

The priorities for state agency funding are changing. In the past, agencies had considerably more control over how they spent their appropriations. Today, agencies are finding that elected officials are setting agencies' funding priorities. Elected officials tend to favor new development projects over land acquisition, facility rehabilitation, natural resource protection and site operation and maintenance (the "ribbon cutting" trend). Each new development places increased demand on already stressed agency operating resources and creates future rehabilitation needs. Agencies must now package and sell basic, less visible funding needs to state legislatures.

The mix of state agency funding is also changing, with special funds dedicated to specific purposes becoming more common. For example, in addition to five general state funds and four federal funds, the Illinois Department of Conservation has 19 special funds (e.g., the State Parks Fund, the State Furbearer Stamp Fund, the Illinois Non-Game Wildlife Conservation Fund and the Illinois Forestry Development Fund). These earmarked funds limit agencies' flexibility in responding to changing needs and conditions.

Tourism

State parks have always been tourism attractions, but now this fact is increasingly recognized by agency administrators, park managers and especially elected officials at the state and local level. In many cases, state sites and facilities serve as anchors for spin-off private businesses such as motels, restaurants and guide services.

Many states actively promote state sites and facilities in their tourism advertising campaigns. Some states are developing or considering resorts, marinas and other high amenity developments in their parks to create tourism infrastructure and stimulate secondary private development. Kentucky's Lake Barclay Resort represents a conscious effort by the state to create a tourism destination facility to foster tourism and economic development in western Kentucky.

In Illinois, the state's first



Terry Farmer, Illinois Dept. of Conservation

The new federal-state-private Cypress Creek National Wildlife Refuge in southern Illinois exemplifies the growth of partnership projects.

public/private resort development joint venture at Eagle Creek State Park was opened in 1989. The privately-developed resort includes a 130-room Clarion Inn and an 18-hole championship golf course on Lake Shelbyville in central Illinois. The Illinois Department of Conservation contributed a cash incentive and infrastructure improvements to the venture, which was primarily financed and developed by the private sector. This type of tourism-oriented privatization is being

considered at other state parks in Illinois.

Rural Environmental Protection

In many areas of the U.S., the small, diverse family farms of the 1800s and early to mid-1900s are disappearing. They are being replaced by larger, highly mechanized, high chemical input operations specializing in one or two crops. The pastoral rural landscape of yesterday, with its fencerows, woodlots,



Terry Farmer, Illinois Dept. of Conservation

Health and fitness outdoor activities such as bicycling are gaining in popularity.

pastures, stream corridors and small fields, is more and more difficult to find.

This loss of rural habitat and landscape diversity is of great concern to state conservation agencies. The impact of state and federal programs to maintain and increase habitat, like the federal Conservation Reserve Program, is not yet readily apparent on the rural landscape. There is growing demand by the public for regulatory and non-regulatory programs to protect the natural

landscape. This constitutes a broadening of traditional environmental concerns over air and water quality and hazardous wastes. The debate over increased conservation measures in the 1990 federal farm bill reflects this new demand.

Partnerships

Partnerships between the public and private sectors and between different agencies and levels of government have been discussed for years. Today,

more and more states are realizing major on-the-ground partnership projects.

The number of not-for-profit conservation organizations is growing dramatically, especially at the state and local level. Many of these groups want to work with and through government agencies. Partnership projects make sense because they share costs and management responsibility.

In southern Illinois, Cypress Creek National Wildlife Refuge has just been established by the U.S. Fish and Wildlife Service. The Refuge will include new federal land, existing sites acquired and operated by the Illinois Department of Conservation (e.g., the 2,500-acre Lower Cache River State Natural Area), and land owned by The Nature Conservancy and Ducks, Unlimited.

Conclusion

More than ever before, state recreation and conservation agencies must adapt and innovate to meet these and other new challenges. Fortunately, emerging trends in the areas of park management and partnerships indicate agencies are responding to these challenges.

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Partners in Increasing Physical Activity and Promoting Cardiovascular Health: The Colorado Approach

by Linda Dusenbury and Tim Engels

Historically, health promotion has not been viewed as a responsibility of national, state and community park and recreation personnel. As health promotion becomes more important, this may change. A sedentary lifestyle is now identified as a major risk to good health with physical activity as the cure. And park and recreation personnel are the people best positioned to provide the facilities and programs to help our sedentary nation become more active.

Healthy People 2000

On September 6, 1990, in Washington, D.C., Dr. Louis Sullivan, Secretary of Health and Human Services, released a national health promotion agenda, "Healthy People 2000, National Health Promotion and Disease Prevention Objectives." Healthy People 2000 builds on and expands health promotion and disease prevention goals and objectives targeted for 1990 as outlined in the 1979 report *Healthy People*. This report was developed over a three-year period and included input from over 10,000 interested groups and individuals across the nation.

Three broad categories were addressed in the agenda: 1) Health Promotion, with priorities such as physical activity and fitness, nutrition and educational and community-based programs; 2) Health Protection, including occupational safety and health, environmental health, and food and drug safety; and 3) Preventive Ser-

VICES, focusing on topics like maternal and infant health, heart disease, cancer and immunization programs. In all, 22 priorities with 298 specific objectives were identified to be accomplished by the year 2000.

In Colorado and throughout the nation, this agenda is being taken seriously. As most of you have read in your newspapers recently, medical costs in the U.S. are soaring, \$600 billion in 1990 and rising. Healthy People 2000 is meant to address this problem and medical, health, community and recreation professionals are the people who will be responsible for accomplishing its goals.

The Colorado Approach

Colorado drafted a ten-year strategic plan for cardiovascular disease prevention and control in support of the national objectives. In September 1989, the Centers for Disease Control in Atlanta funded the Colorado Department of Health for a five-year project to prevent and control cardiovascular disease (CVD). A 35-member CVD Prevention Coalition was formed to address four priority areas: 1) Physical Activity and Fitness, 2) Nutrition, 3) Screening and 4) Surveillance. Like the other three subcommittees addressing their priority areas, the Physical Activity Subcommittee was assigned specific responsibilities. These included:

1. Formulating the specific objectives and action plan for increasing physical activity.
2. Contributing to development and reviewing the draft document of the ten-year strate-

gic plan for CVD prevention and control.

3. Serving as advocates and catalysts in their diverse spheres of influence to help implement the physical activity components of the ten-year strategic plan.

4. Serving as a resource to organizations, projects and individuals to provide assistance/expertise regarding physical activity.

5. Providing feedback to the CVD Prevention Coalition on changing needs of professionals and the public and evaluating how to best address and respond to those needs.

Why are physical activity and fitness so important? Sedentary lifestyle is now recognized as an important risk factor for cardiovascular disease. Recent evidence suggests that physical inactivity is equally important as other risk factors such as smoking, high blood pressure and high blood cholesterol (Powell et al. 1987). A report compiled from the 1988 Behavioral Risk Factor Surveillance System (BRFSS) and the 1976 - 1980 Second National Health and Nutrition Examination Survey (NHANES II) showed that the percentage of coronary heart disease (CHD) deaths attributable to sedentary lifestyle for the 13 states studied ranged from 29 to 40 percent (JAMA 1990). This study reported a prevalence of sedentary lifestyle in the 13 states ranging from 45 percent (Washington) to 74 percent (New York).

Mounting evidence suggests that even moderate physical activity below the level rec-



J. Bauermeister, Forest Service



Ken Hammond, Forest Service

Mounting evidence suggests that even moderate physical activity below the level recommended for cardiorespiratory fitness can have substantial health benefits.



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Yuen-Gi Yee, Forest Service

ommended for cardiorespiratory fitness can have substantial health benefits, including lower risk of CHD. This finding has clinical and public health importance (Blair et al. 1989). Blair's study indicated that the differences between the least fit and middle fitness groups for age adjusted deaths per 100,000 person-years were 64.0 and 27.1 for males and 39.5 and 12.2 for females. Small differences in the physical inactivity level among the most inactive populations are linked with the largest magnitude of risk reduction and significant health benefits. Therefore, the least physically active individuals stand to benefit the most from becoming physically active.

Choosing the Team

The thirty-five member Coalition is comprised of individuals from public, private, professional and voluntary organizations. Members are leaders in their professions and have the ability to influence colleagues and the public in ways that will help to achieve lower CVD mortality, morbidity and prevalence of risk factors statewide.

Members of the Physical Activity Subcommittee represent a diversity of backgrounds including exercise physiology, pediatric and adult cardiology, psychology, park and recreation management, nursing, clinical chemistry, biostatistics and physical education. This diversity has proven valuable in selecting objectives, identifying activities, recognizing a variety of established networks and

programs, addressing evaluation issues, etc. Acknowledging and respecting these many areas of expertise and working with their networks is important. Opportunities unfolded that would not have been possible had the group not been so heterogeneous.

Development of the Ten-Year Plan

The Physical Activity Subcommittee rolled up its sleeves and diligently tackled its assigned tasks. Debates and lengthy discussions (occasionally heated) ensued as varying viewpoints were presented and issues were hammered out. This process took nine months but as is often said, "Anything worth having is worth working for." Eventually, the Subcommittee emerged with its framework of goals and action plans.

CVD Prevention Coalition

Objectives: Physical Activity Subcommittee By the Year 2000...

1.0 Risk Reduction

1.1 Increase to at least 55% the proportion of people age 17 and older who participate in moderate physical activities three or more days per week for 20 or more minutes per occasion.

1.11 Increase to at least 55% the proportion of people ages 6-16 who participate in moderate physical activities on a regular basis.

1.2 Increase to at least 30% the proportion of people age 17 and older who participate in

vigorous physical activities and promote the development and maintenance of cardiorespiratory fitness three or more days per week for 20 or more minutes per occasion.

1.3 Increase to at least 50% the proportion of people age 17 and older who regularly perform physical activities that maintain muscular strength, muscular endurance and flexibility.

2.0 Services

2.1 Increase to at least 45% the proportion of children and adolescents in grades 1 through 12 who participate in daily school physical education programs for a minimum of at least 15 minutes per day of actual activity.

2.2 Increase to at least 70% the proportion of physical education teachers who spend 30% or more of class time on skills and activities that promote lifetime physical activity participation.

2.3 Increase the proportion of worksites which facilitate employee fitness as follows:

Worksites with 50-99 employees: 25%

Worksites with 100-249 employees: 35%

Worksites with 250-749 employees: 45%

Worksites with more than 750 employees: 65%

2.4 Increase community swimming pools, hiking, biking and fitness trail miles and park and recreation open space acres to at least one pool per 25,000 people, one trail mile per 10,000 people and four acres of developed open space per 1,000 people (or one managed acre per 250 people), respectively.

Such services should be accessible to persons with disabilities.

3.0 Professional Education

3.1 Increase to at least 40% the proportion of primary health care providers (including but not limited to: primary care physicians, internists, obstetricians/gynecologists, nurses, physician assistants, and family physicians) who assess and counsel their patients regarding activity and the activity prescription (as part of a thorough evaluation and treatment program).

Notice the emphasis on regular activity and the promotion of lifetime activities. Our community recreation facilities, pools, parks, ballfields, trail networks, state parks and National Forest land are going to be the playgrounds where much of this activity will occur.

Implementing the Plan

Collaborative efforts are not only required for the development of health objectives, but also for implementation - a golden opportunity for park and recreation professionals, health professionals, educators and community leaders. In the past, these four groups have frequently acted independently of each other while goals that they share have remained unattained.

Colorado is now taking a partnership approach to improving physical fitness as demonstrated by the CVD Prevention Coalition. That partnership must continue if the Year 2000 plan is to be implemented in every Colorado community.

The CVD Prevention Coalition has put a special emphasis on reaching minorities, low income persons and the medically underserved who experience a disproportionate burden in CVD morbidity and mortality. Six projects have been awarded funding to reduce CVD risks in special populations. The majority of these projects address multiple CVD risks (including sedentary lifestyle) and are designed specifically for minority or underserved populations.

The model selected by the CVD Prevention Coalition to frame its ten-year strategic plan is the Multi-level Approach to Community Health (MATCH) model. The MATCH model was chosen because it takes multiple levels of society into consideration, those being the individual, organizations and government. This model has been successfully adapted for a number of projects including "Go for Health," a CVD risk reduction program for school children in Texas City, Texas. Interventions can be implemented in health care, schools, worksites and community sites. (A summary of this framework appears below.)

How Can You Help?

To date, much of the responsibility for conducting community health intervention has been shouldered by community health professionals. Increasingly, this responsibility is being assumed by a much larger group of influential people who have access to potential targets of intervention. Park and Recreation professionals are a part of

this influential group.

What roles can we play? We can build a network of facilities for people to use. We don't mean merely buildings, but also hiking trails, bike paths and picnic and play areas that get people outdoors. We can design programs for seniors that involve exercise, and introduce children to lifetime sports and activities in addition to the more traditional team sports. We can help promote the variety of active pursuits offered in and near our communities.

In the foothills west of Denver, eleven different governmental groups manage parcels of land that are contiguous with one another. Twenty-three city, county, state and federal agencies have begun a planning process called the Metro Mountain Recreation and Open Space Project. Its purpose is to develop an interagency program for the cooperative protection, management and development of those metro-Denver front range mountain public recreational and open space resources and facilities.

We manage an enormous collection of local, state and national resources. It is our job to work together to make those resources available to our communities. As the Earth Day slogan says, "Think globally, act locally."

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