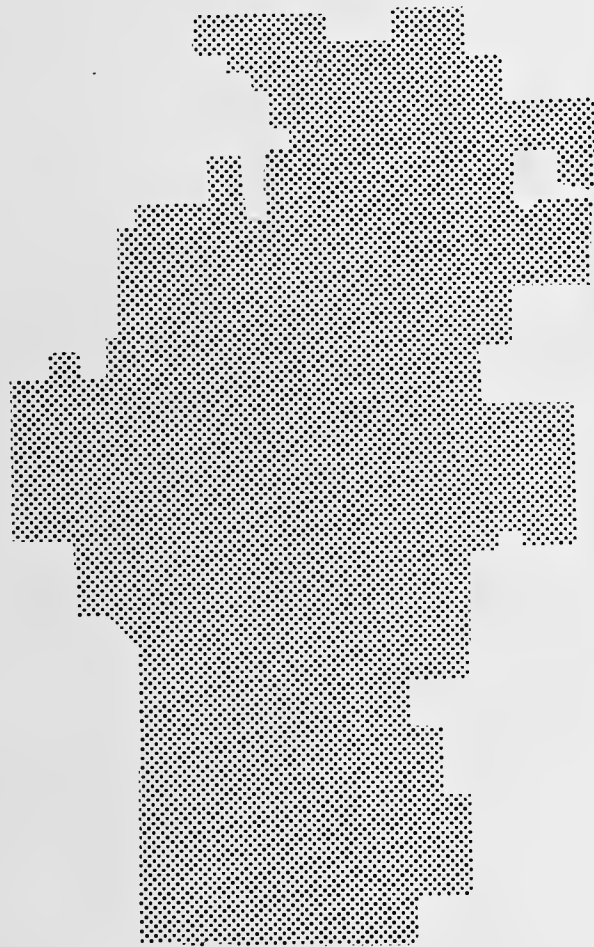


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# A PROPOSAL FOR JACKSONVILLE PARK DISTRICT



OFFICE OF RECREATION AND \_\_\_\_\_  
PARK RESOURCES — DEPARTMENT OF —  
RECREATION AND PARK ADMINISTRATION  
UNIVERSITY \_\_\_\_\_ OF \_\_\_\_\_ ILLINOIS  
DECEMBER \_\_\_\_\_ 1968 — CHAMPAIGN, ILL.



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JACKSONVILLE RECREATION

AND

PARKS PROPOSAL

Jacksonville, Illinois

Office of Recreation and Park Resources

Department of Recreation and Park Administration

University of Illinois

December 1968



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Office of Recreation and Park Resources  
Department of Recreation and Park Administration  
University of Illinois  
52 East Gregory  
Champaign, Illinois 61820

December 1968

J. R. Davidsmeyer, Chairman Recreation Committee  
Jacksonville Chamber of Commerce  
Jacksonville, Illinois

Dear Mr. Davidsmeyer:

I am pleased to submit this report, Jacksonville Recreation and Parks Proposal, to the Jacksonville Chamber of Commerce.

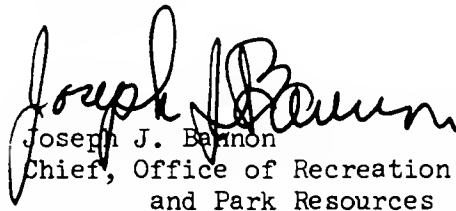
Charles W. Pezoldt, Community Recreation Specialist, conducted the study and developed the material contained herein. The report briefly summarizes the anticipated park and recreation needs of the Jacksonville area, briefly appraises the existing park and recreation areas and facilities, and recommends an immediate plan of action for parks and recreation services.

This report is a survey. It should not be considered a comprehensive plan for long range development of parks and recreation services in the Jacksonville area.

It is hoped that the opportunities for parks and recreation discussed in this report will enable an expansion of present programs offered.

This report provides guidelines to undertake a campaign that will inform the residents of the Jacksonville area about the need for public parks and recreation services. Cooperation of the various local government units and their officials, and other citizens is acknowledged with appreciation.

Sincerely,

  
Joseph J. Bannon  
Chief, Office of Recreation  
and Park Resources

JJB:je

*o. Dept. of Recreation*



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## PREFACE

Fulfilling the recreation and parks needs for the people residing in the Jacksonville area is just as important as fulfilling each of the other basic community needs.

## BASIC PRINCIPLES

Implemented in the course of action recommended in the Jacksonville study.

1. The public should be well-informed and represented concerning all expenditures of tax revenues or other public monies.
2. Public recreation and park programs properly administered, represent a most economical means to receive family benefits from leisure dollar expenditures.



## MAJOR RECOMMENDATIONS

1. Form a Jacksonville Community Citizens Committee that will develop community awareness of recreation and park needs. Launch an active public information program.
2. Inform every voter of the opportunity to provide for himself and his family better recreation and park services through the establishment of a Park District.
3. Establish a Jacksonville Park District as provided by the Park District Code. (Chapter 105 of the Illinois Revised Statutes) Urge Citizens who represent various walks of life and who have demonstrated an active interest in recreation and parks in the Jacksonville area to seek election as park board commissioners.
4. Establish boundaries for the district which are the same as School District No. 117.
5. Employ a full-time professional Director of Recreation and Parks.
6. Levy a sufficient tax that will provide adequate financial resources for the park district.
7. Develop existing areas and facilities and establish new ones as needed in order to provide a variety of indoor and outdoor park and recreation activities for all citizens, young and old.
8. Establish a year around full-time recreation and park program for all citizens.
9. Establish, with professional assistance, a long range park and recreation master plan.
10. Cooperate with other public agencies, colleges, Y.M.C.A., and institutions as much as possible. Develop a park-school program.



PARTICIPATING OFFICIALS

JACKSONVILLE

CHAMBER OF COMMERCE BOARD OF DIRECTORS

1968-69

Robert D. Hamm

Jack Glisson

Rollyn B. Trotter

John Pearson

Lynn K. Zech

Harris Rowe

William C. Cochran

William L. Fay

Donald F. Pavlick

George Clark

Robert Freesen

T. Joseph Doyle

John E. Peters

Dr. Steve Pratt

James C. Coultas

Clarence Dix

EX-OFFICIO MEMBERS

Mayor Byron Holkenbrink

Robert McKinney, DVM

Don Winkleman

Olive DeLude

Floyd Cox





RECREATION COMMITTEE

J.R. Davidsmeyer, Chairman

Bob Mowry

Gerry Cassens

Bud Walker

Joe Grojean

Bob Staples

Oscar Gronseth

Al Hall

Demetries Holland

John Linebaugh

James Bunch, DDS

Lerton Krushas

Office of Recreation and Park Resources  
Department of Recreation and Park Administration  
University of Illinois

Allen V. Sapora, Head  
Joseph J. Bannon, Chief  
Charles W. Pezoldt, Recreation Specialist  
Jean Ellis, Typist



## INTRODUCTION

The University of Illinois, Department of Recreation and Park Administration, Office of Recreation and Park Resources (O.R.P.R.) was requested by the Jacksonville, Illinois, Chamber of Commerce to conduct a study of the Jacksonville community recreation and park resources.

The project director conducted visitations and interviews in Jacksonville on August 25, September 26, 27, October 24, November 13 and 14, 1968. An aerial survey was conducted on November 13.

An evaluation of existing resources was conducted following the visitations and interviews.

Interviews were held with leading residents. These individuals were chosen because of their knowledge of various aspects of the community, its adjacent areas, and its citizens.

The course of action recommended in this proposal is founded upon the most current principles and practices from recreation and park standards established by the University of Illinois, the Illinois Park and Recreation Society, the Illinois Association of Park Districts, and the National Recreation and Park Association. Legal measures recommended are in accordance with the Illinois state statutes.

The resource data requested by the project director (see resource data check list in Appendix) and, as provided, by the Jacksonville Chamber of Commerce were important items used to formulate and justify needs for the park district, as well as proposing a proper course of action.



## PARKS AND RECREATION -- BASIC FAMILY AND INDIVIDUAL NEEDS

Man's struggle for self-realization assumes many forms and has many parts. The road to individual integrity and dignity requires the exercise of our rights and freedoms in responsible and constructive ways. Important among these is the way each person chooses to exercise the right to enjoy increasingly longer periods of respite from work and other responsibilities. We are changing from a work-centered society to one in which people have a better opportunity to balance their work with meaningful leisure experiences. These leisure experiences should bring a greater measure of satisfaction and fulfillment into our daily lives. As we balance our individual lives in this manner, we contribute to the proper balance of society.

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

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



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

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

The average individual, acting on his own, cannot hope to provide adequately for all his recreation needs or protect his interests in the face of the





powerful influences represented by rapid urban growth. It is incumbent upon society, therefore, to act through its institutions to develop and protect the park resources and potentials for recreation that remain. At the same time we must provide leadership which is adequate to the task of managing these resources, directing their intelligent use and guiding people of all ages into the learning and practice of a wide variety of recreation skills and appreciations.<sup>1</sup>



## CHAPTER I

## BACKGROUND OF JACKSONVILLE

The City of Jacksonville, Illinois located 35 miles west of the Capitol of Illinois, Springfield, is a fine American city with many outstanding qualities. It has a population of over 25,000 residents and has a potential population of over 30,000 during the next five year period.

Key city officials desire to cooperate with each other for the well being of the community.

Many studies have been prepared for planning purposes by various agencies for the community in an endeavor to keep pace with needs as they relate to modern day living. Among these studies are the Comprehensive Plan for the City of Jacksonville and South Jacksonville prepared by Evert Kincaid and Associates in 1960, a Comprehensive School Survey of the Jacksonville School District #117 by the College of Education, Southern Illinois University prepared in June of 1968, the Town Square Neighborhood Renewel plan prepared by the Urban Planning Consultants, and the Neighborhood Analysis prepared by Leo A. Daly Comprehensive Services in October of 1967 and others.

These studies do a comprehensive job of pointing out the needs for the community in all areas except recreation and park functions.

The City of Jacksonville is presently levying 10¢ per \$100 assessed valuation for park purposes.

The money basically maintains Nichols Park including the swimming pool and golf course located there, Lake Jacksonville, and the two neighborhood playlots located within the city limits.

Two referendums have been held during the past six years in an attempt to establish a park district for the residents of the area. Both of these referendums failed.

The project director conducted a preliminary neighborhood analysis to determine current neighborhood boundaries. There are 34 neighborhoods in the Jacksonville area at the present time. Each of these neighborhoods have definite needs.

First, and above all else, there is a need to establish an agency that will make possible, on a continuing basis, proper planning, leadership, and programming, and procurement of the necessary parks and facilities for residents.

To properly meet the needs of residents the priority list should be established as follows:

PRIORITY	ITEM
1	Determine the best course of action to establish an agency which will fulfill the established recreation and park needs for residents on a continuing basis
2	Determine the boundaries for this agency
3	Hold an election to establish the agency
4	Hire a professional Director of Parks and Recreation
5	Prepare a Master Plan for Future Development under the guidance of the Director of Parks and Recreation and the park board

- 6                   Begin the recreational program
- 7                   Procure and develop parks and facilities
- 8                   Continue to re-evaluate the progress made and update  
the Master Plan to meet changing times

This proposal will make recommendations for priority items #1, 2, 3, and 4. Other resource information will be provided to aid officials in fulfilling priority items 5 through 8.

#### GOVERNMENT AS RELATED TO THE RECREATION AND PARK FUNCTION

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

The programs for recreation and parks in the Jacksonville area are not meeting the year around needs of the people. There is a genuine need for more park facilities, equipment, programs, parks, and increased maintenance of park areas.

An organization of government is needed that will bring residents a comprehensive recreation and park program.

## CHAPTER II

## JUSTIFICATION FOR ESTABLISHING A PARK DISTRICT

Residents of the Jacksonville area will receive the most benefits by establishing a park district as soon as practical.

The term "Park District" is defined by Illinois law as cited in The 1967 Illinois State Park District Code Section 1-3 as follows:

"The term park district or district where used in the code shall refer to any district having a population of less than 500,000 inhabitants organized under the provisions of this code, or any district organized under An Act to provide for the creation of pleasure driveway and park districts approved June 19, 1893, as amended, or An Act to provide for the organization of park districts and the transfer of submerged lands to those bordering on navigable bodies of water, approved June 24, 1895, as amended, or An Act to establish and maintain parks and parkways in towns and townships, approved May 29, 1911, as amended, or any one of them."

The establishment of a park district would bring about the establishment of a special district specifically for the purpose of making possible the recreation and park functions for the community within the boundaries established for the park district.

The City of Jacksonville now levies 10¢ per \$100 assessed valuation for park purposes. Upon establishment of a park district, the city tax will no longer be levied by the city. Specific information and procedures to be executed for the transition from a city recreation system to a park district will be discussed later in this proposal.

## THE ADVANTAGES OF ESTABLISHING A PARK DISTRICT FOR THE JACKSONVILLE AREA

1. Under the provisions of the Illinois Park District Code, it is possible to organize a park district which would have authority to levy both a park tax and a recreation tax.
2. The park facilities paid for by city taxpayers within the city limits are presently available for the enjoyment of residents living in adjacent areas that are outside the city limits. The proposed park district boundaries will extend beyond the city's corporate limits thus providing the proper tax base for the people who will be served. The boundaries of a park district do not have to be coterminous with the boundaries of the city, and additional territory outside the city may be included in the park district, which permits both better community services.
3. The Park District Code has adequate provisions to enable the development of a complete public park and recreation system without resorting to other enabling acts or to the establishment of other public authorities.
4. A park district is governed by five unpaid elected commissioners whose primary responsibility is providing for adequate public park and recreation services and who have final decision-making authority. The park commissioner gives of his time and talent, without compensation, to guide the development of the properties and program of the park district for the best interests of his constituency, insofar as funds permit.

At the same time a general park district is organized, the five commissioners are elected by the voters. These commissioners become the governing board and policy-making body of the district. This board functions similarly to a school board. It has the power, on behalf of the district, to levy and collect taxes, issue bonds, and spend money to acquire acreage, develop and maintain park areas and facilities, and establish a recreation program. Whereas members of city councils and village boards have many and diverse responsibilities, park and recreation development is the only responsibility of the park district commissioner. He is elected for that purpose alone, and can be held directly responsible for his stewardship of park and recreation matters.

5. Park districts have authority to issue general obligation bonds for capital improvements subject to the approval of the voters by referendum. Park districts also have power to provide golf courses, swimming pools, and other public park and recreation facilities by issuing revenue bonds, thus requiring no increase in the tax bill. Under the Illinois Constitution the bonding power of all municipal corporations is limited, and as a practical matter because of other bonds which most cities have outstanding, bonds cannot be issued for the acquisition and improvement of parks.
6. There is an established trend toward the combining of the park and recreation function under one agency. The Park District Code permits this organizational structure.



7. With policy formation by the elected board and the administrative function performed by a full-time executive, there is a clear line of responsibility for the provision of park and recreation services.
8. The organization of a park district releases city funds for other important municipal functions. Experience has shown that when park and recreation services are operated as a department of city government, two things may happen:
  1. Funds intended for park and recreation purposes are sometimes diverted to other municipal services, such as streets, sewers, police, fire, or sanitation, all of which are important services. Park and recreation services are sometimes considered a "luxury".
  2. City officials have many problems upon which they must concentrate. Therefore, they cannot give adequate attention to the specialized field of parks and recreation.<sup>3</sup>

CHAPTER III

BOUNDARY SELECTION FOR JACKSONVILLE PARK DISTRICT

The alternatives:

ESTABLISH A PARK DISTRICT USING BOUNDARIES THAT:

1. Are the same as School District #117 or
2. Are the same as and include the city of Jacksonville, the Village of South Jacksonville and Lake Jacksonville or
3. Are the same as the city of Jacksonville and the Village of South Jacksonville or
4. Are the same as Morgan County

THE BASIC ALTERNATIVES FOR BOUNDARIES FOR THE ESTABLISHMENT OF  
BOUNDARIES FOR JACKSONVILLE PARK DISTRICT

I. Establish boundaries that are the same as School District #117.

This alternative is recommended for implementation by the citizens committee for the establishment of Jacksonville Park District.

Advantages:

1. All families, and children who are residents of the Jacksonville School District #117 will also be entitled to the benefits of the park district recreational program and to the utilization of the Jacksonville Park District parks and facilities. The associations that children would make in school will be carried over throughout their leisure hours into the recreational programs.
2. There would be less confusion concerning boundaries.
3. Lake Jacksonville and the park area surrounding it may be programmed properly with the income derived from the park district taxes.
4. Lake Jacksonville, which has the biggest recreational resource potential in the rural or urban area within 25 miles of the City of Jacksonville, is centrally located to the boundaries of School District #117. It is located in a rural area, but presently owned by the city taxpayers. It is proper, because of its central location to consider meeting the needs of the rural and urban population by having Lake Jacksonville utilized. The rural population will also benefit from other recreational and park resource development in the district. If the rural population of School District #117 were not included, the programs

and facilities would not be available for use on the same basis as residents. By Illinois law, non-resident program fees may be established on a different and higher basis than that charged to residents.

5. The needs for the rural and urban population would be met, including those of the urban settings of the City of Jacksonville, the Village of South Jacksonville, and the communities of Murrayville and Woodsen together with the rural farm population. Rural families that own property within the boundaries of the proposed district should be allowed to participate in the programs and utilize the facilities on the same basis as do other residents, example, the new Nichols Park swimming pool. They should not be excluded because part of their farm or home might be outside of the proposed boundaries.

Disadvantages:

1. Negative feeling on behalf of some of the rural people might continue. Some of the rural population voted against including their area within the boundaries at the last referendum for the establishment of a park district. To answer this feeling, the benefits to be derived by the rural families must be justified and communicated to them.

II. Establish boundaries that include the City of Jacksonville, the Village of South Jacksonville, and Lake Jacksonville.

This alternative is not recommended.

Advantages:

1. Less rural opposition might be experienced by those who do not desire recreation and parks programs and facilities.

Disadvantages:

1. School children who attend School District #117 but reside outside of the park district boundaries would not be able to participate in Jacksonville Park District Recreation Programs or utilize the facilities on the same basis as would residents. The communities of Murrayville and Woodsen would be eliminated.
2. The revenue derived from taxation would not be enough to do a satisfactory job of programming Lake Jacksonville.
3. The largest recreational area in the Jacksonville Park District, Lake Jacksonville, would not be centrally located to the boundaries of the district.
4. There would be confusion concerning boundaries and benefits to be derived from park-school cooperative programs.

III. Establish boundaries that include the City of Jacksonville, and the Village of Jacksonville.

This alternative is not recommended.

Advantage:

1. No rural opposition would be experienced.

Disadvantages:

1. School children who attend School District #117 but reside outside of the park district boundaries would not be able to participate in

Jacksonville Park District Recreation Programs or utilize the facilities on the same basis as would residents. The communities of Murrayville and Woodsen would be eliminated.

2. The existing revenue levied by the City of Jacksonville is not adequate to maintain the parks that are now situated throughout the community. More revenue is needed to maintain the existing parks, construct new parks, and facilities, and establish a comprehensive recreational program to serve the needs of all neighborhoods and rural sections of the newly established park district. A larger assessed valuation is needed and justified.
3. The largest recreational area in the Jacksonville Park District, Lake Jacksonville would not be centrally located to the boundaries of the district.
4. There would be confusion concerning boundaries and benefits to be derived from park-school cooperative programs.

IV. Establish boundaries that are the same as are Morgan County.

This alternative is not recommended.

Advantage:

1. Larger tax base.

Disadvantages:

1. A district of this size might better be organized under a County Forest Preserve or Conservation District. This district would have to establish new parks on a sectional basis. A Forest Preserve

District or Conservation District would not meet the needs of the urban Jacksonville area for recreational programs and facilities.

2. The existing resources in the City of Jacksonville, at Nichols Park, and at Lake Jacksonville are remote, to other residents of Morgan County who reside outside of the School District #117 boundaries.

TABLE I

POTENTIAL TAX INCOMES WHICH  
COULD BE ANTICIPATED FROM THE PROPOSED PARK DISTRICT

Boundaries	Assessed Valuation	Corporate Tax Income (Rate .10%)	Recreation Tax Income (Rate .05%)	Total Operating Income	Bonding Power Without Referendum (Rate .5%)	Bonding Power By Referendum (Rate 2.5%)
Morgan County	\$183,000,000	\$183,000	\$91,500	\$274,500	\$915,000	\$4,575,000
City of Jacksonville	60,957,710	60,958	30,479	91,437	304,790	1,523,942
City of Jacksonville and Village of South Jacksonville	70,322,592	70,323	35,161	105,484	351,610	1,758,064
School District #117	110,673,773	110,673	55,337	166,010	553,370	2,766,844



## CHAPTER IV

## JUSTIFICATION FOR ESTABLISHING A PARK DISTRICT-SCHOOL DISTRICT COOPERATIVE PROGRAM

It is proper thinking to consider joint use of the proposed future sites and also to consider joint use of the existing school district sites.

Expansion of existing school district properties and facilities might also be executed of benefit to both the school district and park district.

Authorities responsible for school development must recognize that school facilities not only serve an educational function but also must become a social, civic, recreational, and cultural center of the community. Each planned building must take into account the unique features of the community as well as its social organization and the availability of other public facilities.

In the last decade some communities have made appreciable growth in the cooperative development of land acquisition, planning, and maintenance of areas and facilities designed for school and community recreation use. This cooperation has been necessary primarily because of the tremendous demand for the expansion of services by the American people at public expense. It is always essential that public services be rendered at a cost that is compatible with good service. Hence, duplication of facilities must be reduced to a minimum if the taxpayer is to receive efficient and effective service for every tax dollar.

Improved community living is the goal of all units of local government; therefore the planning by both school and recreation officials should be directed toward similar objectives. A brief examination of the services provided by both agencies suggests that cooperative activity is not only desirable, but essential. Too many cases can be cited where the taxpayer has been carrying the tax burden for facilities and programs that could be more properly administered with joint development and operation. On the other hand, some communities have made great strides by coordinating basic programs and facilities and have thereby achieved expanded and additional services.

A survey of a number of existing school and park developments reveals that several methods of achieving cooperative planning are essential. Two of the most important procedures in establishing joint development are:

1. The establishment of a joint committee that includes members from the school board, City Council, the Mayor, Superintendent of Schools, the Park Board, the Y.M.C.A. and the Director of Parks and Recreation.
2. The holding of periodic conferences between the agencies both at the policy level and administrative level.

#### COORDINATED SCHOOL-PARK SITE PLANNING AND DEVELOPMENT

##### THEORY OF SCHOOL-PARK PLANNING

With a mutual desire to better serve the citizens of Topeka, Kansas, the cooperating agencies encouraged the development of school-park sites within the community. By combining a school and a park on one land area,

portions of the school building may serve community needs and indoor recreation requirements; portions of the park may provide facilities for the school recreation and educational program, as well as for community needs.

It is recognized that cooperation in acquisition, planning, and construction of school-park properties results in certain economies in capital expenditures by the cooperating bodies, as well as reducing the cost of maintenance and use.

An elementary school was jointly developed. It is presently being used by the Topeka Recreation Department as a neighborhood Recreation Center. Naturally, as a result of this development, a more detailed contract was required to define the responsibility of each of the agencies. Again, this contract was developed as a result of meetings between the agencies' staffs and the joint planning committee.

Another example of a community which has been successful in developing joint operation of facilities can be seen by examining the cooperative program that exists at Des Plaines, Illinois. The park district utilizes 14 grade school playgrounds, and 14 gymnasiums. It also utilizes the high school athletic fields, gymnasiums and swimming pools.

Plans for the one million dollar indoor-outdoor high school swimming pool were prepared from joint recommendations made by both the park district board and the high school board. The swimming pool is utilized by the park district for a learn to swim program every Saturday throughout the school year and each Thursday evening for a family swim night. The park

district uses the high school swimming pool throughout the summer for a learn to swim program and for public swimming during the afternoon and during the evening.

The park district and the grade school district built two swimming pools adjacent to junior high schools during the years 1967 and 1968. The pools were identical in size and shape. Both pools were constructed on property transferred from the school district to the park district at no cost to the park district, except \$1. The park district then held a referendum, which was passed, and constructed the two swimming pools.

The taxpayers saved the cost of the land in both situations. At one of the two junior high schools the school was new. Both boards planned the locker room facility so that it could conform to Illinois State Board of Health standards and thus could be utilized by the park district and the school district in conjunction with the swimming pool. This jointly planned locker room facility saved the taxpayers \$50,000. Plans call for the pools to be utilized by the school district during the months of May and September, since the water in the pools is heated. Of course, the pools will be used by the park district throughout the summer school vacation period. The pools may be covered some day for year around use.

#### COOPERATION WITH THE Y.M.C.A.

The Jacksonville Park District should cooperate with the Jacksonville Y.M.C.A. It is possible that programs of benefit to park district residents might be co-sponsored by the two agencies. Cross-utilization of facilities where possible would also be beneficial to park district residents.

Each agency should strive to meet its own needs with a top priority. Programs should not be duplicated except in areas where there is a genuine need; example, in the activity swimming. If the Y.M.C.A. is offering a community wide handball program, one should not be sponsored by the park district.

The Y.M.C.A. offered a program called "Y on Wheels" at a number of neighborhood locations., one day each week last summer. The program was well received. There is a need for daily recreational activity to be enjoyed by residents of all neighborhoods and rural sections during the summer school vacation period. These programs should be offered by the park district.

COOPERATION WITH ILLINOIS COLLEGE AND MC MURRAY COLLEGE  
ILLINOIS SCHOOL FOR THE BLIND, ILLINOIS SCHOOL FOR THE DEAF  
AND ILLINOIS STATE HOSPITAL

Cooperation in the joint utilization of parks and facilities would be of benefit to both the colleges, schools and the park district.

Again, it must be understood that all agencies must first meet their needs, goals and purposes prior to making their facilities available for park district use. The same is true for park district parks and facilities that are needed for use by other public agencies or institutions.

The Illinois School for the Blind indicated that it might be willing to establish a park-school program together with a park district. This program could be held during the summer vacation period.

The Illinois School for the Deaf also indicated that it might be willing to establish a park-school program.

The Jacksonville State Hospital is interested in having residents of the community make use of existing recreational resources located on state owned property at the hospital.

The state owns 250 acres of property which it plans to develop. It is possible that this land might be developed for cooperative community programs meeting hospital needs as well as community recreation and park needs.

## CHAPTER V

## THE EMPLOYMENT OF A PROFESSIONAL RECREATION AND PARK DIRECTOR

Proper leadership at the professional level is necessary to bring about a top comprehensive recreation and park service to the residents of Jacksonville Park District.

It is the park board's job to act as a policy making body. It is the Director's job to administer the complete operation of the park district.

The demand for qualified Directors of Recreation and Parks in the United States is quite large. The University of Illinois, Department of Recreation and Park Administration, Office of Recreation and Park Resources has on file 800 job openings throughout the country, as of this writing.

It is recommended that a nationwide recruitment program be conducted through the National Recreation and Park Association and through national recreation and park magazines to obtain the services of a full time director. This may be done very economically. A four month recruitment period is suggested so that a larger number of applicants may be received.

The recommended standards and duties for the new Director of Recreation and Parks are best stated by the National Recreation and Park Association as follows:

Director of Recreation and Parks for Jacksonville Park District

The Director of Recreation and Parks is the chief executive officer in

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

#### Duties

1. Administration:
  - A. Supervises the work of the recreation and parks department in accordance with the general policies established by the board
  - B. Organizes and directs an efficient administration for the department
  - C. Establishes, reviews, and coordinates procedures to the end that maximum service may be provided at a reasonable cost
2. Program:
  - A. Develops a broad diversified program of recreation activities under active leadership and others which primarily require provision of space, facilities, and general administrative service
3. Staff:
  - A. Recruits, selects, and employs or recommends the employment of district personnel



- B. Organizes, assigns, and trains district personnel; develops and maintains good work relationships among staff members
  - C. Establishes and develops a program for continuing use of volunteers in the recreation program
4. Areas and Facilities:
- A. Directs the acquisition, planning, design and construction of recreation and parks facilities under the control of the district
  - B. Operates and maintains all areas and facilities under district control for optimum use in support of the community recreation program
  - C. Establishes close working relationships with and serves exofficio as consultant on recreation and park matters to public and voluntary community agencies concerned with city planning, housing, public welfare, education and other subjects closely related to community recreation
5. Planning and Research:
- A. Studies and analyzes the effectiveness of the district's services
  - B. Studies conditions, needs, and trends affecting the recreation and parks requirements of the district
  - C. Prepares and recommends adoption of long-range and immediate plans to meet community needs for adequate recreation space, facilities, program and personnel
  - D. Studies and keeps informed of developments in the recreation and parks fields

## 6. Finance:

- A. Directs, controls, and accounts for the expenditure of district funds in accordance with budget appropriations
- B. Prepares and justifies budget estimates, work programs, and supporting data for the recreation and parks functions
- C. Supervises the keeping of complete financial records for the district
- D. Recommends establishment of necessary fees and charges for various district services, and supervises their use

## 7. Public and Community Relations:

- A. Interprets to the public the community recreation program and its philosophy and objectives through all suitable means including the use of volunteers and staff members as well as news media
- B. Promotes the public use of recreation facilities, areas and equipment for group and individual play, recreation, and relaxation through a continuing program of public education
- C. Establishes and maintains cooperative planning and working relationships with other local community agencies, governmental, voluntary, and private, and with state, regional and national agencies concerned with recreation, parks conservation, and related fields
- D. Organizes, promotes and cooperates with neighborhood or community-wide recreation councils or similar groups identified with recreation and parks

## 8. Records and Reports:

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

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

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

#### Special Qualifications

1. Thorough knowledge of the theory and philosophy of recreation, and ability to interpret this philosophy to others
2. Understanding of the problems of a community in relation to recreation, and ability to formulate and administer recreation programs to meet specific community needs
3. Professional administrative skill in the organization, development and maintenance of a comprehensive community recreation program involving the operation of areas and facilities and the recruitment, selection, training, and supervision of personnel
4. Professional understanding of the varied recreation activities which make up a community recreation program and technical competence in directing their optimum use to meet the needs of people of all ages and interests
5. Understanding of the function, design, and maintenance of parks and recreation areas and facilities; and ability to superintend a program

of acquisition, construction, and maintenance of recreation and park areas and facilities

6. Professional administrative skill in the supervision of technically-trained personnel from such fields as landscape architecture, civil engineering, forestry, and horticulture, in the planning and operation of parks and recreation areas and facilities
7. Capacity for cooperating with and interpreting recreation and parks to related public, voluntary, and private organizations, and the public
8. Skill in communication through speech and writing
9. Executive capacity for decision-making and implementation of policy, coupled with extensive knowledge of principles and techniques of management as applied to recreation and parks
10. Initiative, creativity, perseverance, and the ability to inspire the continuing best efforts of others

#### Minimum Qualifications

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

Completion of the requirements for a Master's degree in recreation; or if the undergraduate degree is in recreation, completion of requirements for

a Master's degree in recreation or parks administration or in a related field such as public administration. Graduate study should include courses in administrative planning, personnel, research techniques and theory of recreation, since the undergraduate professional education prepares less directly for the position of director than for staff positions.

(Courses related to parks such as certain of those in forestry, landscape architecture, horticulture, engineering and conservation should be recognized in relation to this requirement.)

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

for districts serving less than 25,000 population....2 years

for districts serving 25,000 to 50,000 population....3 years

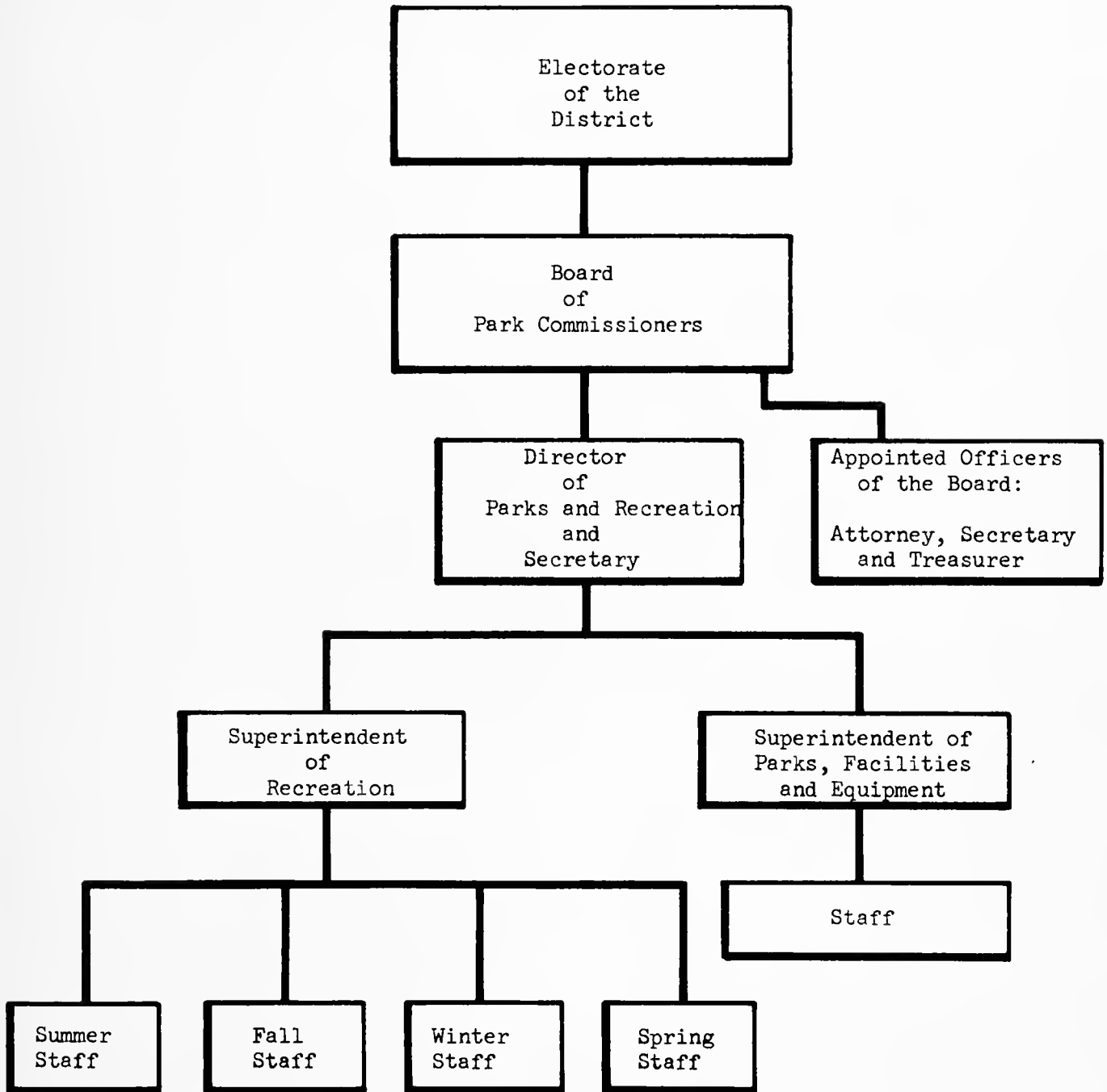
The professional recreation and park executive should have the ability to:

- 1) Organize, plan and direct the entire park-recreation system in the Jacksonville community;
- 2) Counsel local businessmen in providing quality park-recreation experiences in commercial and private enterprises;
- 3) Assist other city leaders in explaining the assets of Jacksonville community for possible location of commercial, governmental, or private facilities or enterprises.

Organizational Chart

The organization chart shown in Table II explains the relationship of the Director of Recreation and Parks to the Board of Park Commissioners and the electorate of the district. Some positions would be full-time positions with assistants being employed on a seasonal basis. The Superintendent of Recreation, for the present, should be a part-time position until a broad program can be established. The special-facility managers, such as for the swimming pool or community center, or teenage center would be seasonal positions. The directors of the summer athletic programs or the winter athletic programs or other special programs would also be seasonal positions. Some of these positions might possibly be filled by teachers who are now employed by the public schools, the colleges, the Illinois State schools, or the Jacksonville Hospital.

TABLE II  
PROPOSED JACKSONVILLE PARK DISTRICT  
ORGANIZATIONAL STRUCTURE



LEADERSHIP FOR JACKSONVILLE PARK DISTRICTBoard Selection

The voting public will be concerned with the kind of commissioners seeking election as well as the permanent establishment of the Park District. The kind of commissioner the citizens committee urges to seek election will be very important. This could influence whether or not the park district issue shall receive a favorable vote. Past experience with district organizational patterns reveals that the public expresses more concern about the campaigning commissioners than the formation of the district. Five commissioners must be elected to serve on the park board.



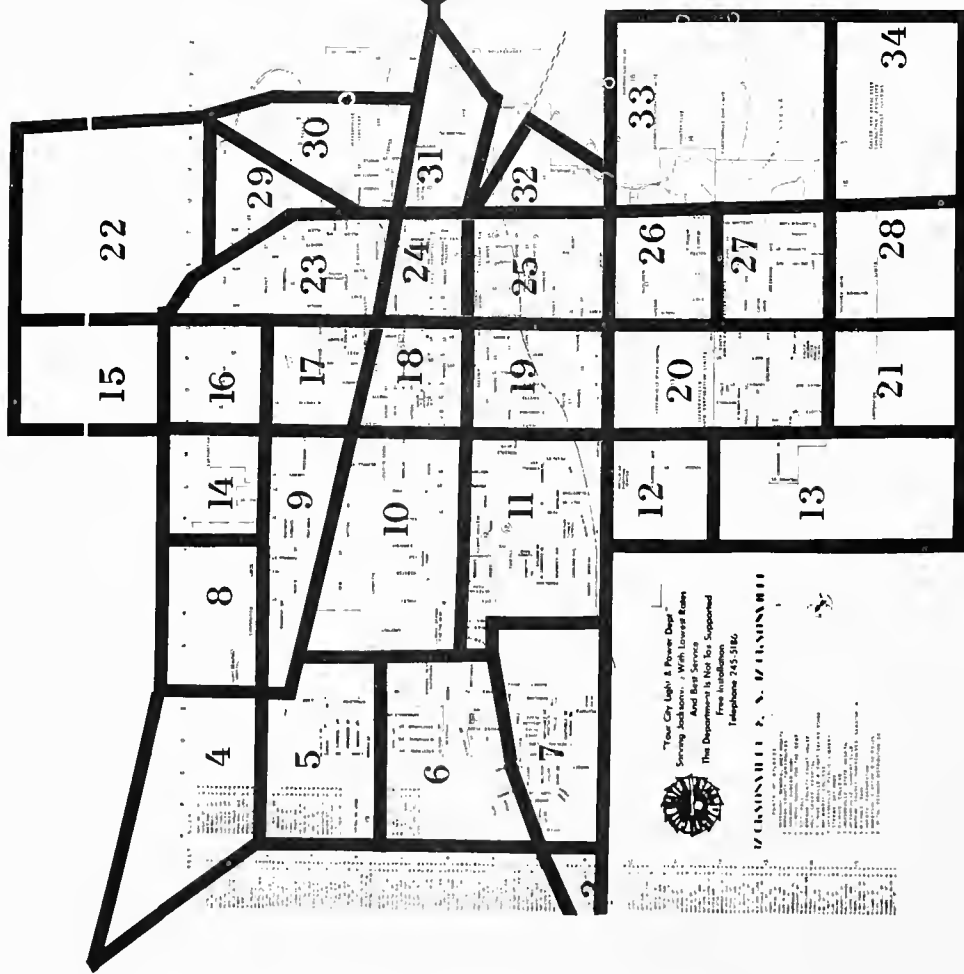
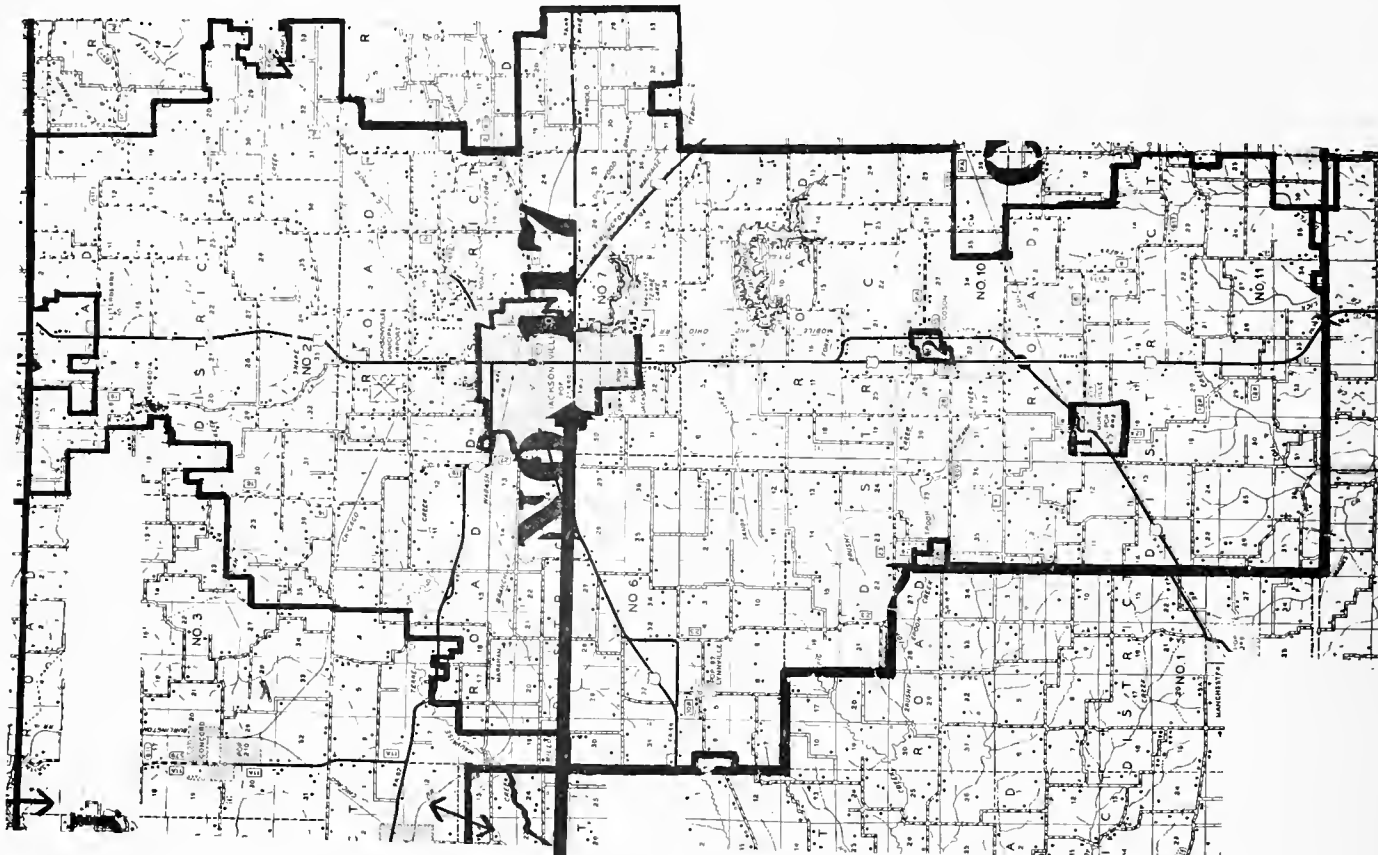
## CHAPTER VI

## PRELIMINARY ANALYSIS OF NEIGHBORHOODS AND SECTIONS

In making considerations for the establishment of needs for the residents of Jacksonville Park District the district has been divided into neighborhoods and sections. (Please refer to the map on the next page)

The following are the criteria used in selecting these boundaries:

- (a) Busy streets, railroad tracks, or rivers which parents would not want their child to cross to gain access to a public recreational facility and
  
- (b) Rural section boundaries which are served by major parks and facilities that are centrally located to the rural population.




  
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OFFICE OF RECREATION AND PARK  
 RESOURCES  
 DEPARTMENT OF RECREATION AND  
 PARK ADMINISTRATION  
 UNIVERSITY OF ILLINOIS-DECEMBER-1968

## GENERAL CONSIDERATIONS FOR NEIGHBORHOODS AND RURAL SECTIONS

1. Neighborhood park facilities and programs should be within walking distance of each child.
2. Community wide facilities should be centrally located to the entire district.
3. A proper balance of recreation facilities and programs should be made available to all neighborhoods of the park district as dictated by need. When it is impossible to provide facilities and programs to each neighborhood, ex. swimming pool construction, construction of facilities and recreational programs should be offered equally to a group of neighborhoods.
4. Program the facilities that exist and the new ones which are established.

Activities should include:

## SUMMER

Learn to Swim	Women's Softball
Life Saving Classes	Boy's Softball
Synchronized Swimming	Girl's Softball
Competitive Swim Team	Men's Softball
Public Swimming	Lake Aquatics Program
Golf Leagues	Band Concerts
Golf Instruction	Fishing Contests
Day Camp	Sailing Activities
Handicamp	General Boating Activities
Creative Dramatics	Playground Programs
Baton	Arts and Crafts
Dog Training	Dancing
Senior Citizens Activities	Acrobatics
Baseball for Boys Who Don't	Tennis Instruction
Make Little League	Tennis Club
Little League Baseball	Tennis Tournaments
Little League Grads Baseball	

## FALL-WINTER-SPRING

Football	Senior Citizens Activities
Children's Theatre	Swimming Instruction
Table Tennis Club	Rifle Clubs
Volleyball	Learn to Swim
Adult Card Clubs	After School Programs

Basketball Leagues  
 Athletic Clubs  
 Ice Skating  
 Hockey

Figure Skating  
 Speed Skating  
 Easter Egg Hunts  
 Junior Olympics

5. Following the establishment and organization of a park district a comprehensive Master Plan should be developed. This plan should be supported by an attitude and interest survey of recreation and park desires of the residents.

The development of a comprehensive Master Plan prior to the organization of the park district would be inappropriate.

6. Identify needed park land early. Procure the land when funds permit. Develop the land when feasible.
7. Establish the park-school relationship that will bring about programs for the enjoyment of residents in neighborhoods and rural areas of the district.
8. Increase the maintenance of the existing community neighborhood parks; replace and repair equipment as necessary.
9. Implement the district's needs as identified in the comprehensive Master Plan. These needs may vary from neighborhood to neighborhood. All the needs should be considered by the park board.

## CHAPTER VII

## PROPOSED ORGANIZATION TIME-TABLE FOR JACKSONVILLE PARK DISTRICT

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

<u>Day Number</u>	<u>Action</u>	<u>By Whom</u>
1	Formation of Citizen's Committee	Jacksonville Chamber of Commerce
50	Public Announcements of Recommendations	Jacksonville Citizens Committee
50	Resolution adopted by City Council stating intent to transfer the recreation and park function and facilities	Jacksonville Citizens Committee
50-140	Promotion Campaign	Jacksonville Citizens Committee, Jacksonville Chamber of Commerce, and interested citizens
60	Petition of 100 voters filed with Circuit Court Clerk	Jacksonville Citizens Committee with Attorney's advice
90-240	Public Hearing	Legal limit set by Circuit Judge at least thirty (30) days after filing of petition but not more than 80 days
110-260	Park District Referendum	Date set by Circuit Judge twenty (20) days after public hearing

<u>Day Number</u>	<u>Action</u>	<u>By Whom</u>
111-261	Formation of Park District	Jacksonville Park District
130-280	Transfer of City Recreation and Park Function and facilities	Jacksonville City Council and Jacksonville Park District
130	Employ a Director of Parks and Recreation	Jacksonville Park District

## CHAPTER VIII

## TRANSFER OF CITY PARK AND RECREATION FUNCTIONS

Elimination of the city Park Tax and the recommendation to establish a park district is based on the assumption that the City of Jacksonville would transfer the responsibility for parks and recreation facilities and programs to the park district. The city would drop its present 10¢ per \$100 levy for park purposes.

It is important that the City Council go on record in the very beginning of the campaign to establish a new park district, that it would be willing to relinquish its park and recreation functions to the proposed Jacksonville Park District. It is recommended that the Jacksonville City Council adopt a resolution in this regard.

The legal matters of transferring titles, equipment, and funds can be handled cooperatively by the city attorney and the park district attorney.

It is noted that Lakes Jacksonville and Mauvaisterre are a city owned reservoir system. Recreational utilization of these properties is only incidental to their main purpose of water supply.

Technicalities concerning the utilization of these areas by the park district may be adequately worked out between the city attorney and the

park district attorney, provided that the "reservoir system" retains its identity and function in accordance with legislative enactments and revenue bond provisions.



APPENDIX A



## APPENDIX A

## JACKSONVILLE, ILLINOIS RESOURCE FEASIBILITY PROJECT SCHEDULE

<u>Date</u>	<u>Item</u>
August 25, 1968	Preliminary visitation of Jacksonville
September 3-16	Preliminary preparation of resource needs checklist
September 16	Resource needs checklist forwarded to Jacksonville Recreation Committee
	Tentative interview appointment schedule and pre-interview questionnaire forwarded to Recreation Committee Chairman
	Tentative visitation schedule forwarded to Recreation Committee
September 18-25	Collection of checklist items by Recreation Committee
September 26-27	Project Director meets in Jacksonville with J.R. Davidsmeyer, Chairman, Recreation Committee beginning at 10 A.M.
	Checklist items to be given to Project Director for preliminary review
	Visitations and interviews conducted
September 26 - October 21	Checklist items reviewed by Project Director and Resources Specialist Team
October 21	Rough draft of Feasibility Project Report begins
October 26 - November 19	Final draft prepared
November 19 - December 6	Printing of report
January 9, 1969	Presentation of report in Jacksonville by Project Director

## JACKSONVILLE, ILLINOIS

## CHECKLIST OF NEEDS

- | ITEM # | DESCRIPTION   |
|--------|---|
| 1.     | Map of Jacksonville and South Jacksonville. Indicate schools, high school, colleges, state institutions, parochial schools, municipal buildings, parks, YMCA. Show boundaries of cities, school districts, forest preserve district, townships-now, and final projected.  |
| 2.     | On a separate map show projected boundaries of city school districts, townships by 1975.  |
| 3.     | On a separate map show park district boundaries proposed 6 years ago, and 4 years ago.  |
| 4.     | Prepare a list of school facilities. Use Form S-2   |
| 4a.    | Provide list of physical educators, specialty sport and coaching assignment.  |
| 5.     | Prepare a list and details concerning value, etc. of public recreation, facilities, and equipment now owned in Jacksonville (show pool, golf courses, ice rinks.) List name and location. Use Form S-3  |
| 6.     | Prepare a school list of enrollment by age, group, or grade.  |
| 7.     | Obtain census figures, now, and projected for next 10-year period.  |
| 8.     | Obtain brochures, hand-out material concerning <u>ALL</u> Recreational Activities now offered, YMCA, Little League, Boy Scouts, Girl Scouts, etc.   |
| 9.     | Obtain brochures, hand-out material concerning all commercial recreation programs.  |
| 10.    | Estimate of lot costs, in northeast, northwest, southeast, southwest sections of city. (Improved)   |
| 11.    | Estimate of Farm Land Costs to the northeast, northwest, southeast, southwest sections of the city.   |
| 12.    | The estimated mean family income of northeast, northwest, southeast, southwest sections of the city.  |
| 13.    | Obtain a table of tax rates, incomes from taxes, assessed valuations all by public agency and purpose for the last 10 years. Itemization of real property, personal property, railway property, and total estimated true value. Also, please indicate per cent of levy collected. Project the assessed valuation for next 10 years by agency. |

14. Obtain copies of the city appropriations ordinance for last 10 years.
15. Obtain copies of city levy ordinance for last 10 years.
16. Obtain copies of city annual treasurer's report for the last 10 years.
17. Obtain a complete listing of Officials by Agency, Councils, Boards, and Chief Executive Officers, including the city, school districts, township, the Recreation Committee, the Chamber of Commerce, and YMCA.
18. Obtain a listing of all Service Clubs and other philanthropic organizations, the name of the current president, amount of money given annually by each club for community welfare. (Itemize projects.)
19. A list of public agency fees, city and township, and amounts derived from same each year for the past 2-year period.
20. List of current bonding debt, by public agency in Jacksonville extended for the next 20 years.
21. Give list of liability insurance coverage, company, and premiums by city and YMCA.
22. Obtain copies of all promotional material used concerning both referendums to establish a park district. Obtain copies of newspaper articles and editorials concerning same.
23. Obtain a copy of any city, school, or other public agency study that has been made over the last ten years, concerning projected or past land use, school projected location.
24. Obtain (for temporary loan) slides of recreational activities and facilities taken in the Jacksonville area.

## JACKSONVILLE, ILLINOIS

Project Director's  
Visitation and Interview ScheduleThursday, September 26, 1968

10:00 A.M.            Project Director meets with J. R. Davidsmeyer, Jr.  
                         Illinois Roadbuilders

10:30 A.M. -        Tour community facilities, including Lake, Nichols Park,  
  Noon                other parks, and neighborhoods and discuss prior total  
                         community visitations conducted on August 25.

                         Noon                Kiwanis Meeting

1:00 P.M.            Interview the Mayor

1:45 P.M.            Interview the head of the high school physical education  
                         department

2:30 P.M.            Interview the grade school physical education supervisor  
                         and a junior high school principal.

3:15 P.M.            Interview the head of the athletic/physical education  
                         department of McMurray College.

4:00 P.M.            Interview the head of the athletic/physical education  
                         department of Illinois College.

8:30 P.M.            Interview the Executive Director and Program Director  
                         of the Y.M.C.A.

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9:00 P.M.            A review of checklist items by Project Director.

Friday, September 27, 1968

8:00 A.M.            Other visitations and interviews as determined by  
                         visitations and interviews conducted on September 26.

10:00 A.M.           Interview Superintendent of Schools.

Thursday, October 24, 1968

- 9:00 A.M. AIRPLANE SURVEY OF LAKE JACKSONVILLE, MURRAYVILLE,  
School District No. 117, boundary line, Country  
Boundary Line, Last referendum boundary line.
- 11:00 A.M. Visit 4-H Camp at Lake Jacksonville.
- Noon Lunch with County Adviser.
- 1:30 P.M. Visit Illinois School for the Deaf.
- 2:30 P.M. Visit Illinois School for the Blind, meet Director  
and tour facilities.
- 3:30 P.M. Meet Director of physical education for the high  
school district and tour high school gymnasium.

## JACKSONVILLE, ILLINOIS

## Park District

## Visitation and Interview Schedule

Thursday, November 14, 1968

2:00 P.M.	Aerial Survey
3:30 P.M.	Interview Superintendent of Jacksonville State Hospital
4:00 P.M.	Interview Superintendent of School for the Deaf
5:00 P.M.	Recreation Committee Meeting



TYPES OF QUESTIONS TO BE ANSWERED IN INTERVIEW  
BETWEEN JACKSONVILLE COMMUNITY LEADERS AND UNIVERSITY FIELD CONSULTANTS

1. What is the best way for this community to improve parks and recreation programs for its residents?
  
  
  
  
  
  
  
  
  
  
2. In the past, what portion of the community resources such as bond issues, taxes, volunteer services, have been allocated to parks and recreation programs?
  
  
  
  
  
  
  
  
  
  
3. Where do you feel parks and recreation programs should be in the community projects priority list?
  
  
  
  
  
  
  
  
  
  
4. What kind of leadership should the community parks and recreation programs have?

5. To what extent should commercial enterprise be encouraged to provide parks and recreation programs?
  
6. What park facilities do you feel this community lacks?
  
  
  
  
  
  
  
  
  
  
7. What kind of cooperation between public and private agencies should exist to increase the effectiveness of their parks and recreation programs?
  
  
  
  
  
  
  
  
  
  
8. What age groups in the community should be provided with more recreation programs?
  
  
  
  
  
  
  
  
  
  
9. What are the most needed recreation programs in the community?

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

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

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Name

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Date



APPENDIX B

## APPENDIX B

REFERENCES

- <sup>1</sup> Bannon, Joseph J., and Lawrence W. Gahan, Parks and Recreation, Roselle, Illinois, Field Service, Department of Recreation and Park Administration, Urbana, Illinois: February 1967, pp. 3-5
- <sup>2</sup> Meyer, Harold D., and Charles K. Brightbill, Community Recreation - A Guide to Its Organization (New Jersey: Prentice-Hall, 1964), Third Edition, p. 85.
- <sup>3</sup> Illinois Association of Park Districts. Parks and Recreation For Your Community.
- <sup>4</sup> Bannon, Joseph. The Community School. Field Service, University of Illinois, 1968.
- <sup>5</sup> National Recreation Association. Personnel Standards in Community Recreation Leadership, 1965.



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