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LONG RANGE

PARK AND RECREATION PLAN

CITY OF CLINTON

ILLINOIS

FIELD SERVICE

DEPARTMENT OF RECREATION AND

MUNICIPAL PARK ADMINISTRATION

UNIVERSITY OF ILLINOIS

FEBRUARY - 1963

FIELD SERVICE  
DEPARTMENT OF RECREATION AND MUNICIPAL PARK ADMINISTRATION  
University of Illinois  
Urbana, Illinois

The Field Service is established by the Department of Recreation and Municipal Park Administration for the purpose of assisting Illinois communities and their organizations to develop their park resources and opportunities for recreation. This purpose is fulfilled by (1) providing technical and professional assistance and counsel, (2) preparing and disseminating information on various phases of park and recreation services, (3) promulgating acceptable standards, and (4) cooperating with other University, State and community interests.

Examples of the kinds of services which are provided are:

Organizing and helping establish park districts, recreation systems, and the like.

Advising on problems related to legislation, legal aspects, financing, budgeting, and the like.

Preparing surveys, appraisals and studies.

Assisting in personnel practices including recruiting, selecting and training professional and volunteer personnel.

Developing agency and departmental coordination and relationships.

Planning public relations (including referenda campaigns).

Advising on problems related to the development and maintenance of park and recreation facilities.

Advising on the development of recreation programs and services.

As the need arises, other resources of the University, including personnel, may be drawn upon to supplement the efforts of the Department of Recreation and Municipal Park Administration.





DEPARTMENT OF RECREATION AND MUNICIPAL PARK ADMINISTRATION

UNIVERSITY OF ILLINOIS

Urbana, Illinois

February, 1963

Mr. John T. Wilson, Chairman  
Clinton Park Board

Dear Mr. Wilson:

We are pleased to transmit herewith our prepared Long Range Park and Recreation Plan for Clinton.

The recommendations in this report provide the framework for long range development of park areas, recreation facilities, and program services. This plan is intended to serve as a guide and should be reviewed periodically to keep it up-to-date with overall community planning and new community developments.

The preliminary study was presented in May 1962, and final work completed in February, 1963. We are pleased to note that in the interim, some action has already been taken on these recommendations by the Park Board.

As further action is taken to implement this plan, this Office will be pleased to consult with you further.

Respectfully submitted,

Edward H. Storey  
Chief, Field Service

EHS:df

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Part I.

BACKGROUND FOR PLANNING

Introduction

The recently completed Comprehensive City Plan for Clinton sets forth recommendations designed to guide a planned community program of progressive growth and development. Included in these recommendations is the following:

"A Park District, governed by an elected Park Board, should be established to include Clinton and its immediate environs. This organization should be independent of the City government and have separate taxing authority, similar to the school districts and the sanitary district. Following this a long range program for park improvement and expansion should be undertaken which will satisfy the recreational requirements of the community."<sup>1</sup>

At the request of the Clinton Park Board, and with authorization of City Council, the Recreation and Parks Field Service has undertaken to study the park and recreation resources and requirements in Clinton. This report outlines the reasons for administrative changes, and recommends a long-term program of improvement of parks and recreation areas, and expansion of recreation programs and services.

Parks and Recreation - Human Needs and Community Assets

"Since the days of Jamestown and Plymouth, America has had a reverence for work which has been at the root of its entire moral structure. We have honored the toiler in the field and the burner of midnight oil. We have respected the woman whose work is never done and the man who arose early, worked long, dropped into bed exhausted and, we assumed, was satisfied that he had been doing God's work. We opened a continent with work, we built a great

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<sup>1</sup>Comprehensive City Plan, Clinton, Illinois, Evert Kincaid and Associates, Chicago, October, 1961.



industrial nation with work, and we also acquired a kind of moral smugness in the process.

One of the things we were working for was to achieve leisure, and now that we have it, quantities of it, we find ourselves with a curious moral dilemma which it is difficult for us to face. It is a little as though we were a primitive society that had always worked with stone tools and suddenly were presented with mechanized farm implements. Our work is quickly done, our fields are tilled by a few men and a few machines, while others stand around and watch. For a while the millennium seems to have arrived. Then the watchers grow restless, feel useless and distrustful, and they have to change their tribal rites, revamp their moral codes and their social customs and structure, or fly apart as a community."<sup>2</sup>

Much has been written about the freedom of the individual and the individual's rights in our democratic society. The right to vote, freedom of religion, the rights of the individual in a court of law and freedom of speech are among the hallmarks of our way of life. The measures we take to protect these freedoms and rights form the bulwarks of democracy.

Man's struggle for self-realization takes 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 time for a better opportunity to balance their work with experiences which bring them a greater measure of satisfaction and fulfillment. Just as nature strives to keep its forces in balance, so must man seek balance in his daily life. As we balance our individual lives in this manner, we contribute to the proper balance of

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<sup>2</sup>The Pressures of Leisure, Russell Lynes, What's New, Number 208, Abbott Laboratories, North Chicago, Illinois, 1958.



society, since the whole of society must be equal to the sum of its parts.

Whether individually or as part of a group such as the family, a church group, a social organization, hobby club, or other special interest group, we find much of the balancing experience through some form of recreative 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 well-being, protective and therapeutic benefits to mental health, the growth and development of personality, and the easing of social adjustment. Inherent in the recreation experience is the educational value derived through the sharpening of skills and appreciations, the whetting of intellectual appetites and increased understanding of our place, worth and potential in a world of living things. 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 meet an impasse unless he pools his resources with those of his fellows 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. But this in turn has depleted much of our fixed supply of resources. Changes in land-use patterns have failed to take into account the need for maintaining open lands for recreation use, and the great recreation potential of our watercourses has been seriously reduced in many instances by pollution, by the lack of sound conservation measures, and by the loss of public shoreline to commercial and private uses.

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 reduced the work day and the work week, prolonged life, produced labor-saving devices and increased production per man-hour of work. 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, and to sound community life, 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 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.

#### Parks and Recreation - Governmental Functions

The years since World War II have revealed a growing awareness that recreation is a vital and significant part of community life and that it has an essential place in our democratic society. With increased leisure has come the need for increased recreation opportunities for all segments of the population. Year 'round programs designed to serve basic recreation needs of all people regardless of age, sex, race, creed or color are now provided under public auspices in many communities, and the number of public recreation and park systems is increasing each year.

Experience has shown that local government organization is necessary to meet recreation needs adequately and to assure proper attention to, and planning for, recreation and park services. Public provision of park and recreation services makes them comparatively inexpensive, and provides the only practical means of making recreation opportunities available to all the people.

Only through government can park lands and recreation facilities be secured at minimum cost and in a way that assures continued public ownership. A well designed and skillfully managed park system beautifies the community and helps to





protect and enhance property values, while assuring that there are adequate areas, facilities and opportunities for satisfying recreation participation.

Community Parks and other recreation facilities should be provided in keeping with all the factors involved in the total community plan of land-use and property development.

If a community's park and recreation services are to be adequate and are to give assurance of continuing effectiveness from year to year, certain elements have been found through experience to be essential. These elements are:

- (a) public park and recreation managing authorities established according to state enabling legislation;
- (b) boards of representative and interested citizens, appointed or elected, to whom the provision of park and recreation services is a primary concern;
- (c) competent, well-qualified professional leadership and capable well-trained volunteers;
- (d) a dependable, continuous source of adequate funds to establish, operate, and maintain programs, services and facilities;
- (e) a suitable variety of outdoor and indoor areas and facilities;
- (f) intelligent and comprehensive planning procedures; and,
- (g) co-operative inter-agency working relationships established at the policy level in written agreements which are carried out in spirit as well as in letter by executive and leadership personnel.

#### Guidelines for Community Park and Recreation Development

The development of a community's park and recreation system should be based upon several important principles. The principles listed below reflect the previous experience of communities in the planning and provision of park and recreation services. They are commonly accepted as authoritative guidelines for action.



1. Recreation opportunities should be available to all the people of the community, regardless of age, sex, creed, race or economic status.
2. Recreation and park facilities and services should be planned on a neighborhood, city-wide, and regional basis as related parts of a unified, well-balanced system, to provide maximum opportunities for all the people.
3. Park and recreation lands should be acquired even if the limited financial resources of the park and recreation agency oblige it to delay complete development.
4. The park and recreation plan must consider the requirements for management, leadership and maintenance, and the costs of these requirements.
5. Appearance and usefulness should complement each other in park and recreation areas and facilities.

### Distribution of the Park System

#### Neighborhood Parks

#### Service Area

There should be a neighborhood park, with suitable playground facilities, within walking distance of every home. The area to be served by a neighborhood park is determined by several factors:

1. The distance from the home to the park;
2. The size of the park;
3. The amount and type of recreation facilities;
4. The attractiveness of the park;
5. The opportunities for both organized recreation activity, under qualified leaders, and informal activity under individual or group initiative;
6. The effectiveness of control of behavior within the park;
7. The efficiency of the park maintenance operation;
8. The provision of personal conveniences, such as rest areas, public toilets, water fountains, and the like.



Generally, the effective service radius of a neighborhood park is from 1/4 to 3/8 of a mile, unless there are restrictive traffic hazards or other physical boundaries which reduce the park's service area.

### Development

Desirable facilities of a neighborhood park include:

Shelter building with games room, meeting room, storage and toilet facilities, with small kitchen, or access to comparable facilities in the elementary school building;

Grassed open area for informal games;

Multi-purpose all-weather courts area with games standards and basketball goals, night-lighted for play of older children;

Suitable play apparatus;

Spray basin or wading pool;

Landscaped park area for passive recreation, nature study and enhanced appearance; and

Family picnic area.

### Location

It is important that the neighborhood park be centrally located so that children do not have to cross major street, highway, or business areas to get to it from their homes. In some circumstances, where heavy traffic conditions or other hazards exist, it may be very desirable to provide additional small play areas, called totlots, in sub-neighborhoods.

### Park-School Development

Where possible, it is desirable to provide parks and playgrounds adjacent to elementary schools, thus enabling the joint use of school, park and playground areas for both school and general community purposes. This "park-school concept" represents a wise use of tax funds, as it provides a combined functional unit for education, recreation and other community purposes. It enhances planning for maximum efficiency in the use of public lands and buildings.

### Acreage

There should be a minimum allotment of one acre of parkland for each 100 of population in the community. Of this allotment, there should be a minimum of



one acre of neighborhood parkland for each 500 people in the neighborhood, and the balance distributed through provision of city and regional parks as described in the following section of this report.

The minimum desirable size for a neighborhood park is five acres, and three acres is the minimum size in which essential functions can be fitted with adequate separation between areas for different age groups.

#### Totlots

Totlots, sometimes called playlots, are small play areas for children six years of age and under. One totlot can serve up to approximately 200 families or 80 pre-school children. A minimum totlot size of 3,000 square feet is desirable, with a requirement of 50 to 100 square feet per child. Desirable facilities include:

- open shelter building
- sand box
- slides
- climbing apparatus
- spray pool
- other creative play apparatus
- benches
- fencing

The design of totlots should be geared to promote the imaginative and creative play of pre-school children.

#### City-Wide Parks and Recreation Facilities

There are some facilities which are too large or too costly to be provided in every neighborhood park. Such installations as swimming pools, lighted baseball fields, and multiple tennis courts should serve the entire city. In some small cities these larger and more expensive facilities are centered in one large city park. In Clinton, it is more suitable, because of the potentials of the existing and proposed neighborhood park (and park-school) system, to distribute these city-wide facilities throughout the neighborhood park system.





## Regional Parks and Reservations

A regional park is a large land and forest reservation, preferably with unique scenic character. It serves one or more cities or perhaps a county or larger region. It is usually located outside the corporate boundaries of cities. Its purpose can be threefold: To preserve a portion of natural landscape; to supplement the recreation facilities available in urban areas; and to serve specialized outdoor recreation needs of rural and urban people alike. County forest preserves and State Parks may serve this purpose depending on their location. Recent standards recommend a minimum of 20 acres of regional parks and recreation land for each 10,000 of population in the region.

### Design of Parks and Recreation Areas

Careful design of parks and recreation areas for functional use and attractive appearance is vital to the efficient programming, operation and maintenance of the entire system. Each site has its individual peculiarities which must be considered in its development. The following are some of the principles which apply to the design of any recreation area.

#### 1. Efficient Use of Space

A general site plan for each area should be prepared in advance of the location or development of any specific equipment or facility. This will ensure that all the required facilities and equipment are provided to best advantage in the amount of space available.

#### 2. Adequate Space for Each Facility

It is important that standard dimensions be used whenever possible for play areas to ensure safety and satisfying participation.

#### 3. Efficiency of Supervision

Those activity areas requiring considerable supervision should be located near a central point of control. Those areas requiring less supervision may be located farther away from the central point of control.

#### 4. Accessibility and Relationship of Activity Areas

Those areas and facilities having close activity relationship, or used by the same age group, should be placed close to one another. Facilities involving spectator attendance or mass participation should be close to approach streets and parking areas. Facilities for small children should be placed near



the side of the park with the largest number of homes, and close to the entrance.

5. Safety

Safety is best obtained by placing apparatus areas away from lines of foot traffic, and by arranging playing fields so that fly balls or other equipment will not enter other activity areas. Similarly, parking areas should be located and drives controlled to avoid crossing foot traffic lines and other activity areas.

6. Economy of Construction and Maintenance

The use of permanent types of court surfacing, durable building materials, and hardy plant materials will help ensure low maintenance costs. Careful location of specialized facilities will reduce grading, draining, plumbing, and paving costs. Careful planning of location of trees, shrubbery, and plant materials, coupled with careful design of walkways and the like, will maximize the use of mowing equipment and minimize the costly use of hand operated equipment.

7. Public Accommodations

Adequate and convenient toilet facilities, parking areas, walks, seating accommodations, shade and drinking fountains may determine the satisfactory usability of a recreation area.

8. Utilization of Natural Features

Comparatively level terrain should be devoted to active game areas and courts. Natural slopes are best adapted to an outdoor theater or winter sports, and tree growth should be saved for its aesthetic value or for picnicking, hiking, and nature study.

9. Aesthetic Quality

An attractive park provides the right environment for recreation enjoyment and enhances the economic value of adjacent property. This quality can be achieved even on the smallest area by the judicious and artistic use of trees, shrubs, vines and lawn surfaces and by good architectural design and building materials. A dreary unattractive play area is a detriment to the community and seldom attracts recreation participation comparable to its potential capacity.



Part II.

PARK AND RECREATION AREAS AND FACILITIES

Nature of the Community

The general characteristics and environment of the City are dealt with in the Comprehensive Plan Report in sufficient detail and do not require repetition for purposes of this report. It should be particularly noted, however, that Clinton is surrounded by land that is somewhat unique in topographical character. The rolling topography, winding creeks, and clustered forested areas lend a scenic attractiveness to the countryside which enhances the total Clinton environment, and is adaptable to a variety of both passive and active recreation pursuits. Clinton has opportunity, through adequate park and forest land development, to be one of the most attractive communities in the central Illinois area.

Population Factors

The population figures for Clinton as shown below are derived from the 1960 Bureau of the Census reports, and from the population data in the Comprehensive Plan by Evert Kincaid and Associates.

TABLE IA.

CITY POPULATION

<u>Year</u>	<u>Actual</u>	<u>Minimum</u>	<u>Projected</u> <u>Maximum</u>
1960	7355	---	---
1970	----	7800	8200
1980	----	9200	9500



TABLE IB.

POPULATION DISTRIBUTION

(ás projected for 1970)

<u>Age Group</u>	<u>Number</u>	<u>Percent of Total</u>
<u>Total</u>	<u>7,800</u>	<u>100.0</u>
Under 5 years	819	10.5
5 to 9 years	702	9.0
10 to 14 years	624	8.0
15 to 19 years	608	7.8
20 to 24 years	600	7.7
25 to 29 years	514	6.6
30 to 34 years	468	6.0
35 to 39 years	413	5.3
40 to 44 years	445	5.7
45 to 54 years	959	12.3
55 to 64 years	835	10.7
65 to 74 years	515	6.6
75 years and over	298	3.8

The age structure of the population is an important consideration in planning park developments. The increasing numbers of persons of age 65 and over (10.4%), coupled with the trend to a very high retirement ratio in this age group, indicates the desirability of attention to their needs in public park and recreation planning. Similarly, it is important to note that people of all ages have more leisure, and that parks should not be planned for children alone, but for all segments of the population. The population distribution in Clinton is fairly even, although the percentages in pre-school and elementary school years are higher, and emphasize the need for increased facilities for recreation for the youth of the community.





### Park Acreage

Based on the 1980 population projection, Clinton should look forward to the expansion of its park system to include approximately 100 acres of parks as a minimum objective. Present land use shows that the developed park acreage totals only 6 acres of 0.6% of the corporate area. A long recommended minimum of 10% of the land within a corporate area should be sought, and such a percentage would approximate the 100-acre requirement indicated by the population per acre ratio.

It should be noted that this acreage allotment is based upon the fact that Clinton is at present a low density area (approximately 7 persons per acre) and will likely remain so if the recommendations of the Comprehensive Plan regarding zoning and physical land-use development are carried out. Should conditions alter to increase the population density, then acreage allotments for parkland should be increased proportionately.

### Neighborhood Patterns and Park Development

In keeping with the previous references to the practice of providing recreation facilities in each neighborhood, and in close range of children and families, the various factors affecting neighborhood determination have been analyzed. These include:

- Auto traffic arteries;
- Rail lines;
- Industrial and commercial zones;
- Variations in topography;
- School locations; and
- Residential growth trends.

When planning occurs after development has taken place, compromises must be made, but the following neighborhood divisions, appear to allow for the most practical approach to provision of parks and recreation facilities, keeping future growth trends in mind.

It is especially important to note that the proposals for new areas are the keys to the development of an adequate park and recreation system for Clinton.



Improvement and development of existing park sites is very important, but only a phase of development in the long term plan.

Neighborhood #1

Boundaries:

- East - U. S. 51 (Grant Avenue)
- West - City Limits
- South - Illinois Central Railroad
- North - City Limits

Park areas in this neighborhood include Memorial Park and Little League Ball Diamond. (Moore Park) Memorial Park is on land owned for cemetery purposes, but not required for cemetery use at the present time. Moore Park is leased by the city and is operated by the Little League in cooperation with the YMCA. Washington School has a limited play area containing a large swing set, climbing apparatus, intermediate swings, ocean wave, slide, and a softball backstop. The play surface is rough and there is only a very small turfed area. Because of its intensive use for school purposes, improvement of the playing surface with turf would be impractical. The most practical approach to making this area more suitable for all play purposes would be to blacktop a large area for multipurpose uses including court games, basketball, etc.

For temporary purposes, with the improvements suggested, a limited neighborhood playground program could be conducted on Washington Schoolgrounds during the summer months.

New developments in this neighborhood would be at the north-west extremity. The park-school site recommended in the Comprehensive City Plan, bordered by Webster and Walnut Street, and located on Ten Mile Creek, is very attractive. With careful architectural and site design, the area has excellent park potential. If school development is contemplated in this area, park development should be combined with it.

An alternative consideration in this area, in the absence of school development, could be between Walnut and Mulberry Streets, along Ten Mile Creek. The presently open and undeveloped area within this block could be acquired along with Moore Park and has excellent park development potential. This park, if undertaken, should serve both neighborhood and city-wide purposes. It should include a children's playground area, extensive picnic facilities, and should preserve a natural woodland section with a nature trail along the creek.



Neighborhood #2

Boundaries:

East - U.S. 51 (Grant Avenue)  
West - City Limits  
South - Van Buren (U.S. 54) and Illinois 10  
North - Illinois Central Railroad

Park and Recreation areas in and adjacent to this neighborhood include Downey Park and the High School Athletic Field. The Athletic Field is leased by the School Board and includes a lighted football field, a soccer field, practice football field, running track, and areas for field events. Should a new High School be built in the future at a new site including adequate playfield area, the present Athletic Field should be retained by the public park agency for park development. The nature of this development would depend on the type of new High School playfield development, and its availability for community playfield purposes.

Downey Park is a small neighborhood park bordered by South, White, West, and East Park Streets. It contains 5 picnic tables, 2 barbecue fireplaces, 1 slide, large and small swing sets, sandbox, and teeter-totter. There are some shrubs, but most of the trees have been removed because of blight.

Some immediate improvements which could be made in the park include:

- (a) the replacement of large swing seats with safety seats
- (b) replacement of small swing seats with bucket seats for little children
- (c) addition of small shelter building with toilets, water fountains, and storage area
- (d) spray basin for children's water play
- (e) add climbing apparatus and other creative play equipment
- (f) improve landscaping
- (g) provide shuffleboard courts and horseshoe pits
- (h) provide benches
- (i) provide shrubbery or other fencing alongside children's play area

The total usefulness of this park could be expanded by adding the now vacant parcels of land at the north-west corner of South and East Park Streets. This, with partial vacation of East Park Street, would provide a children's softball diamond.

The preparation of a total site plan for this area by a park planner-landscape architect is recommended.



Neighborhood #3

Boundaries:

East - Railroad Avenue  
West - Grant Avenue  
South - Illinois Central Railroad (North Street)  
North - Routes U.S. 51 and Illinois 10.

There are no park facilities serving this neighborhood.

The High School presently uses a lot behind the Public Library for some of its outdoor physical education classes. A small parcel east of the YMCA is vacant but commercially owned. A third small parcel north of and adjacent to the Fine Arts Center would make a useful addition to that facility. It could be developed, through careful landscape design, as an outdoor adjunct of the Fine Arts Center.

It is recommended that the lot south of the Library be acquired for public park purposes. It is noted that the future of the residential area surrounding the School - Fine Arts Center - Library complex is recommended in the Comprehensive Plan as high-density residential area. In the absence of any extensive park development within this neighborhood, a small park totlot development should be a minimum provision, and the lot on the south-west corner of North and Quincy could serve this purpose. Its development as such could be delayed, however, to allow its continued use for High School purposes, until some decision is reached regarding the Comprehensive Plan proposals for new High School provisions. This plan calls for a new High School to be built in the north central or south central area of the City, and for the old wing of the High School to be demolished. This would leave the newer wing and gymnasium of the present High School for use as a Junior High School, with very limited outdoor physical education space being developable where the old wing now stands. This could be developed best as a hard surface, multiple purpose area with variable games standards installed.

Some neighborhood park functions could be served by the proposed Woodlawn Rest Park, adjacent to the Memorial Cemetery on U. S. Route 51, which is described in more detail under City-Wide park facilities.





Neighborhood #4

Boundaries:

East - Railroad Avenue  
West - U. S. 51 (Grant Avenue)  
South - Van Buren Street (Routes U. S. 54 and Illinois 10)  
North - Illinois Central Railroad (North Street)

There is no neighborhood park serving this area, nor is there any open space suitable for park development.

Lincoln School has a very limited play yard which could be improved and used as a neighborhood children's play area. Part of the play yard is now surfaced with asphalt. The balance has very rough gravel, clay, and rocky surface. The intensive use of the area makes turfing, for other than landscape highlights, impractical. Extension of the asphalt over most of the play yard is recommended, excepting the play apparatus area which should be redesigned, new play equipment installed, and safe surfacing maintained under the play apparatus.

The larger needs of the neighborhood could be served by the proposed Clinton Community Park, especially if suitable access is developed from Van Buren Street. This park could serve neighborhood #4, as just described, as well as #7, 8 and 8A, (descriptions follow) for certain neighborhood purposes, while also serving a larger City-Wide function. Proposals concerning this park are detailed under the City-Wide Parks section.

Neighborhood #5

Boundaries:

East - Railroad Avenue  
West - U. S. Route 51  
South - City Limits  
North - Van Buren ( U. S. 54 and Illinois 10)

This neighborhood is presently served by Waterworks Park. The Park includes a prep league baseball diamond, 4 picnic tables and 6 fireplaces, and children's play apparatus consisting of swings, a slide and teeter-totters.

It is recommended that this park be retained in the present form of development, as it is not large enough to accommodate additional functions. The addition of a water fountain, benches, improved landscaping, and general physical improvement



of existing facilities including more modern play apparatus is the extent to which reasonable development should be undertaken. Proposed long range development affecting this neighborhood includes the proposed park-school site south of the city limits and east of Route U. S. 51. This has been suggested as one of the alternative locations for a new Community High School, coupled with a substantial park acreage to be developed as a unified park-school development along Coon Creek. This site should include the provision of extensive athletic facilities to replace the field presently used for that purpose.

The nature and topography of this site appears to lend itself well to a park-school development. If it is found, upon the advice of engineers and architects to be suitable for school purposes, a combined program should be undertaken by the public and the board. A professionally prepared site plan for total development should be secured and development undertaken jointly by the two public boards.

Neighborhood #6

Boundaries:

- East - City Limits
- West - Railroad Avenue
- South - Illinois Central Railroad (North Street)
- North - City Limits

This neighborhood can be served adequately by the park-school combination of Woodward Park and Webster School. It contains a sheltered pavilion with toilet facilities and storage, a lighted baseball diamond, two softball backstops, a children's play area and a fairly large turfed area. This park could be improved by the following steps:

- (a) improve the turf area through increased maintenance;
- (b) repair all play equipment and provide safety seats to replace those now used;
- (c) install more modern play equipment;
- (d) convert unused wading pool into a spray basin for children's water play;
- (e) install shuffleboard and giant checkerboard courts for older persons;
- (f) install horseshoe courts;
- (g) add benches;
- (h) add trees and shrubs to further beautify the area, according to a professionally prepared site plan.



Neighborhood #7

Boundaries:

South and East - Van Buren and U. S. Route 54

West - Railroad Avenue

North - Illinois Central Railroad (North Street)

This neighborhood will be served by the proposed Clinton Community Park. It will have access from Alexander Street and could also have access from Elizabeth Street. Douglas Schoolgrounds could also serve some of the play needs of children if developed along the lines recommended for Lincoln School.

Neighborhood #8 (and sub-neighborhood 8A)

Boundaries:

East - undefined

West - Railroad Avenue and Illinois Central Spur Line

South - Industrial area (Revere Brass)

North - Van Buren Street and Route 10

There is insufficient development in this neighborhood, or in the adjoining triangular sub-neighborhood formed by the merging of Illinois Route 10 and U. S. Route 54. The proposed elementary park-school site (Comprehensive Plan) in this area will serve the area adequately if growth conditions justify the undertaking. Alternatively the larger needs will have to be served by the proposed Clinton Community Park, and the Children's totlots provided in each of the neighborhoods on either side of Illinois Route 10.

City-Wide Parks

Clinton Community Park

This park, in addition to serving basic recreation needs of the immediately adjacent neighborhoods, will also serve as the major outdoor resource area of the newly constructed YMCA.

The natural topography of the park does not lend itself to development for athletic field type of improvements, nor should these be necessary if the proposal



to construct the High School Community Park, to the southwest of this location, is undertaken. The Clinton Community Park should therefore be developed to include:

- (a) a large multi-purpose hard surface area for tennis, volleyball, basketball and the like;
- (b) an extensive picnic area with barbecue pits and picnic tables;
- (c) a children's play area, with creative play apparatus, designed to take advantage of the rolling topography;
- (d) carefully designed plantings of trees and shrubs;
- (e) an outdoor amphitheater-council ring;
- (f) archery range;
- (g) sledding and tobogganning hill.

Access should be provided from three sides, on Alexander Street, Van Buren Street, and Jefferson Street at the end of Elizabeth Street.

#### Woodlawn Rest Park

This proposed park site is located at the northern edge of the City between Route 51 and the Memorial Cemetery. It is a low area, susceptible to floods, and only limited development as a picnic area and family campsite is desirable. An access road to the park should be carefully planned to avoid traffic hazards at the approach to the City. A possible solution might be to place the entrance at the south end of the park, with a built-up shoulder and roadway leading to the park entrance just north of the stop sign at Woodlawn Avenue. This would permit a circular road to serve the park with an exit further south, allowing for good vision of south-bound and north-bound traffic.

Development of the area should include screening of the cemetery with suitable trees and shrubs along the upper edge of the west embankment. The dead and dying trees have been removed from the park area, and new plantings should be designed to give the park attractive coloring throughout the year, while providing semi-secluded areas for picnicking, resting, and possibly family camping. A small shelter with toilets and drinking water facilities should be built on the highest possible location.

#### Sanitary District Park

This park provides an attractive picnic and rest area at the southern approach to the City. Development along present lines should be further encouraged, with provision of toilet facilities and running water a desirable asset.





Central Business District - Malls

The progressive development of park-like malls in the Central business district, as recommended in Stages I and II of the Comprehensive City Plan, is endorsed as a means of beautifying this densely developed central core of the City. It could also serve commercial and business uses for special promotions, play facilities for the children of shoppers, as well as rest areas and informal meeting places for older persons.

Regional Park and Recreation Areas

Weldon Springs

This attractive State Park, formerly owned by the City of Clinton, contains 120 acres of recreational land and water area. It provides opportunities for picnicking, overnight camping, fishing, boating, and hiking, as well as more passive forms of nature enjoyment.

Other regional recreation attractions include:

Lake Decatur

25 miles south - sailing, motor-boating, picnicking, etc.

Spitler Woods State Park

30 miles south - 203 acres - camping and picnicking.

Lake Bloomington

35 miles north - picnicking, boating and swimming and fishing.

Lake of the Woods

Champaign Forest Preserve District Park - 35 miles east - picnicking, boating, swimming, golf.

Lincoln Trail Homestead State Park

25 miles south of Clinton, 10 miles west of Decatur - 70 acres - historic site - picnicking, camping and fishing.

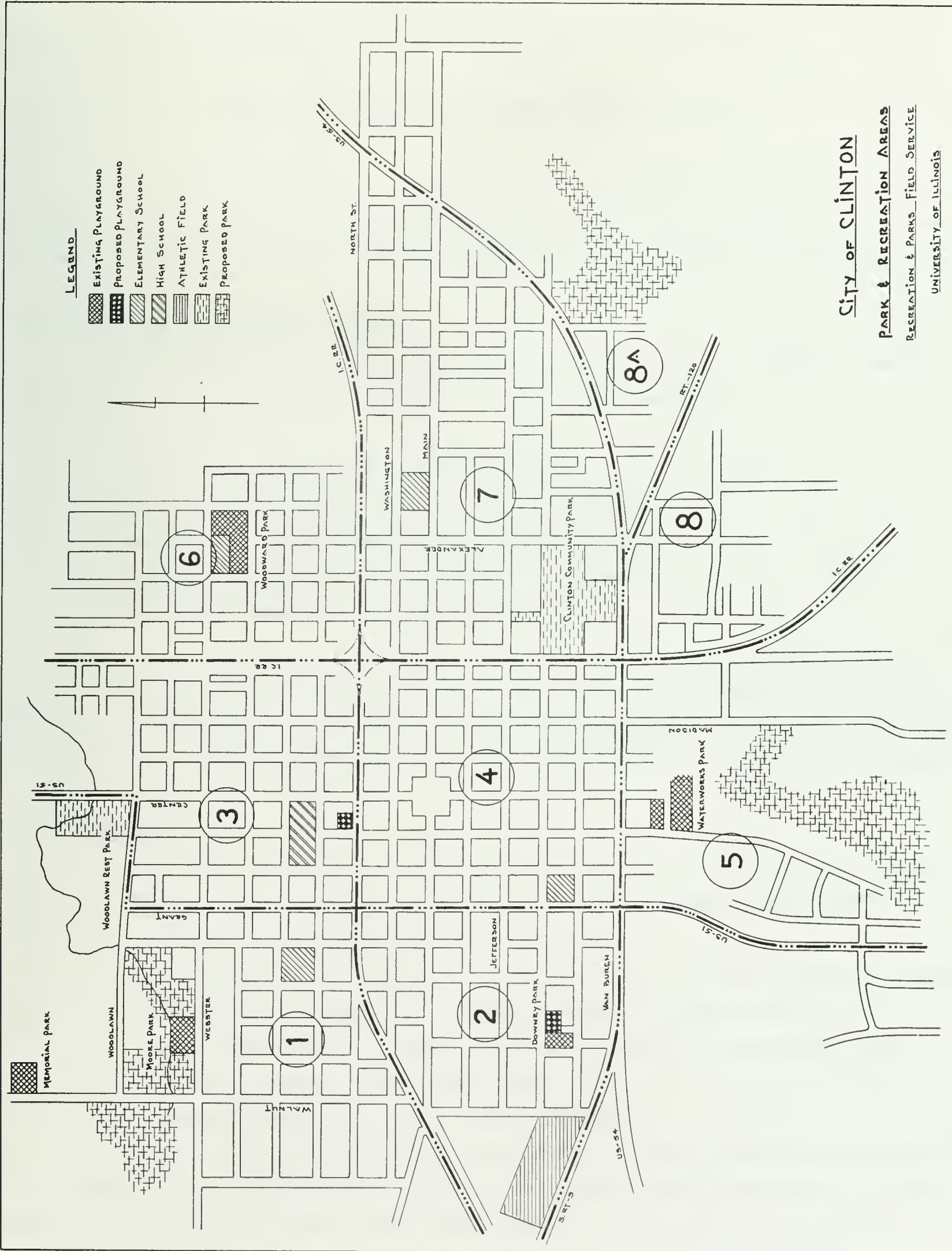
Springfield

The State Capitol includes a number of historic sites commemorating President Lincoln.

Robert Allerton Park

This cultural and recreational center operated by the University of Illinois is 25 miles south-east of Clinton. There are opportunities for sightseeing, picnicking, hiking, and organized family camps are conducted at the 4H campsite.





**LEGEND**

- EXISTING PLAYGROUND
- PROPOSED PLAYGROUND
- ELEMENTARY SCHOOL
- HIGH SCHOOL
- ATHLETIC FIELD
- EXISTING PARK
- PROPOSED PARK

**CITY OF CLINTON**  
**PARK & RECREATION AREAS**  
 RECREATION & PARKS FIELD SERVICE  
 UNIVERSITY OF ILLINOIS



## Illinois River

The Illinois River is approximately 70 miles to the west. It offers excellent boating, good fishing, and access to a number of State Parks.

## Specialized Recreation Areas and Facilities

Certain areas and facilities are highly specialized. They may be developed on special tracts of land, or integrated into other park and recreation areas. They provide major recreation opportunities and their provision should be in generous terms.

## Baseball Diamonds and Softball Diamonds

There should be at least one baseball diamond and one softball diamond for each 3,000 of the population, and more if the demand warrants it.

Clinton has:

- 1 regulation baseball diamond (Memorial)
- 1 regulation lighted baseball diamond (Woodward)
- 1 undersize prep baseball diamond (Moore Park)
- 2 softball diamonds (non-regulation) (Woodward)
- 1 undersized baseball diamond (Waterworks)

Baseball and softball diamonds of regulation size should be planned for inclusion in each of the three proposed new park-school sites. It is noted that the Legion Diamond is a temporary measure, the land being dedicated for cemetery purposes.

## Public Tennis Courts

There should be at least one public tennis court for each 2,000 people. Clinton has no public tennis courts at the present time, although there appears to be considerable interest in the provision of such.

It is recommended that two courts be provided in the new Clinton Community Park, and that in the future, courts be planned for the following sites:

- (a) Junior High School (assuming demolition of old High School Wing)
- (b) New High School - Park Development
- (c) New park-school sites according to demand

It should be pointed out that since tennis has not been provided for the youth, it would be best to place new courts at locations where instruction is most available, as at the "Y" and the Junior High School.



### Athletic Field

This facility is intended for specialized sports, and is usually located at the High School, but it should be available for public use under proper supervision. Twenty acres is regarded as a desirable size for this facility. It usually provides a football field, baseball diamond, softball diamonds, running track, space for field events, and tennis courts. Many high schools now floodlight some of these facilities for evening use.

Clinton High School's Athletic Field is sub-standard, and too far removed from the High School. It is emphasized that early planning for a site which will be large enough and otherwise suitable for joint public park and High School development should be undertaken.

### Golf Courses

Clinton now has a most attractive Golf Course at the Clinton Country Club. Play is reportedly very heavy, and as the present trend of mushrooming golf popularity continues, there will be a future need for a public golf course. Such courses may be provided, at no expense to the taxpayer, through revenue bonds under provisions of the Illinois Park District Code.

There is considerable land area adjacent to Clinton which is very suitable for golf course development. It is recommended that early consideration be given to acquisition of such land, taking advantage if possible of government grants which may be obtained to assist in financing such land acquisition, under the provisions of the Open Spaces Land Program. Land should be acquired even though development may be held in abeyance for some time.

### Swimming Pools

Since the old public pool in Waterworks Park was condemned, there has been no outdoor swimming pool in Clinton. In 1962, two new swimming pools will be available, one indoor, and one outdoor.

The new YMCA pool, expected to be available in October, will replace the present antiquated "Y" pool, and is designed to permit access to an out-door patio. It will be operated as a public pool during the summer months, beginning in 1963.

A new private pool will be located at the eastern entrance to Clinton, at the Summer Haven Swim Club. It is anticipated that it will serve a substantial number of Clinton Families

There are also several small "backyard" pools in the Clinton area.

It is not possible to predict the additional future public pool needs of Clinton at this time. It is likely that as the present pools increase the





popularity of swimming, there will be a future need for a public outdoor pool. However, the most satisfactory all-around solution would likely be an indoor-outdoor pool development as a joint public park-school development at the proposed new Community High School.

#### Recreation Buildings

The need for indoor recreation space will be better determinable after the new YMCA has established its program, and better use for general recreation purposes is made of existing school facilities. In this regard, it would be a wise investment of public funds to design future schools so that they will be more suitable for community recreation use.

The need for public indoor recreation space in Clinton is also modified by the excellent facilities of the Fine Arts Center. The program of this center is described in a following section of the report. The Center offers outstanding opportunity for creative recreation pursuits.



Part III.

RECREATION PROGRAMS AND ACTIVITIES

The community recreation program is regarded as the sum total of all the recreation programs available in the community, whether they be sponsored by the public park and recreation agency, the YMCA, Fine Arts Center, or other private or voluntary agency, church, industry, school, commercial, special interest group, service club or family. The basic purpose of each program should be to enrich the life and contribute to the personal growth of each individual participant.

There is no established formula which can be used with validity to prescribe a total community recreation program. However, certain elements have been found important through experience. They include the following considerations:

(a) There should be wide and varied recreation opportunities, including indoor and outdoor activities, sports, athletics, games, art, crafts, drama, music, nature lore, forums, lectures, and special events of historical, traditional, religious or seasonal significance.

(b) Recreation opportunities should be available to the unskilled as well as the skilled, and opportunity to learn new skills and to improve skills should be made readily available.

(c) Recreation opportunities should be available the year 'round.

(d) Recreation opportunities should be designed to serve different age groups, from the very young to the very old, and for those in between these extremes.

It is important to recognize the voluntary nature of recreative participation, and thus the fact that skilled leadership is necessary in many situations to develop attractive, interesting and meaningful programs. The recreation leader, be he paid or volunteer, has no captive audience. His success depends on his ability to motivate people.

Recreation Programs and Activities in Clinton

The response to a questionnaire which was sent to 75 Clinton groups and organizations revealed some interesting program opportunities. It also brought forth the expressed need for more adequate recreation facilities and services in the community. These expressed needs have been given careful consideration in the recommendations in this report.

The following groups and organizations provide specific recreation opportunities to the people of the Clinton area.



Boy Scouts of America

Cub Scouts 148 and 153

Explorers

Girl Scouts of America

Brownies Troops 196, 197, 211, 218

Girl Scouts Troops 2, 134, 158

Adult League

Clinton Country Club (golf)

Clinton Roque Club

Dewitt County Town and Country Riding Club

Fin and Cycle Club

Khoury League (baseball)

Minor League (baseball)

Motorcycle Club

Pony League (baseball)

Softball Association of Clinton

Viscounts' Auto Club

Wallace Press (baseball, picnics, bowling, basketball)

The High School sponsors athletic activities including cross country, football, basketball, baseball, track and golf. These are primarily for the more highly skilled athletes.

Special events at the High School include the annual Kick-off Dance, Homecoming activities such as parade, dance, and bonfire, the Sadie Hawkins Dance, Junior and Senior Plays, Christmas Dance, Music Contest, Music Concerts, All Sports Dinner, and the Junior-Senior Prom.

The High School's extracurricular clubs include the Pep Club, Classical Club, Library Club, Camera Club, Girls' Athletic Association, and others.

YMCA plans for programs using the facilities of the new YMCA building and neighborhood schools were indefinite at the time of writing this report. It was felt by YMCA officials, however, that there would be a considerably expanded "Y" program in the fall on a membership basis, using the new pool and "Y" building, and offering selected activities at various neighborhood schools under part-time leaders.

The Fine Arts Center is a privately sponsored facility which is unique in a community such as Clinton. It has excellent facilities for the teaching and practice of creative arts, including drawing, oil and tempera painting, dramatics,



modern and interpretive dance, vocal and instrumental music, and creative writing. Classes in the above activities are now being held at the Center on a nominal fee basis. The Center's program is developing well, and it represents an outstanding opportunity for the residents of the Clinton area. Increased participation can be expected, and should be encouraged by all interested persons. The cooperative arrangement through which High School Art Classes are held at the Fine Arts Center should eventually create a strong interest group in this area of activity.

The Vespasian Warner Library is well located in the present city education-recreation complex represented by the High School, the Fine Arts Center, and the Library. It is in good repair and provides an excellent service to the community.

#### RECREATION INTEREST SURVEY

A survey of the recreation interests of 727 High School and Junior High School students was conducted, with the cooperation of school authorities, on May 7. The findings, as shown in the tabulated results on pages 30, 31, and 32, show the interest preferences according to age groups. They should be regarded as guidelines for program planning only, as teenage interests change rapidly, and program development is primarily a matter of trial and error. The interests expressed by the High School youth are generally consistent with those expressed by similar age groups in other Illinois communities, and it should be noted that the provisions recommended in this report will cover most of the needs expressed by the youth of the community.

#### Public Recreation in Clinton

At the present time there is no public recreation program in Clinton, since there is no agency of the City Government authorized to spend tax funds for this purpose.

While there are a number of programs serving the youth during the winter months, there is very little being done during the summer months when all the children are out of school and their need is greatest. The Parent Teacher Association of Clinton has recognized the need for programs which will give suitable recreation opportunity for all the youth to participate actively in a variety of recreation programs under qualified leaders. Such programs should be for both boys and girls. The extent to which a public program during other seasons for the youth of the





community will depend upon the development and effectiveness of programs conducted by the "Y" and the Fine Arts Center. However, since both of these programs are offered on a membership, or fee basis, it can be expected that a public recreation agency should bear responsibility on a year 'round basis for the provision of basic programs and opportunities.

The variety of recreation organizations and interests represented in Clinton indicates that the adults of the community are doing much to provide their own recreation activities. When a well-rounded recreation facility base is developed, it should be possible to strengthen existing club activities and to encourage new ones.

Recreation activities for older persons are very much lacking. Efforts should be made to encourage older persons to increase their participation in existing activities of the churches, clubs and organizations. In addition, special programs designed to serve the interests and stimulate the living conditions of older persons should be initiated by a public recreation agency. Such programs have proven very successful in other Illinois communities including Canton and Peoria.

A public recreation department, with a qualified director, should serve to stimulate the development of new programs throughout the community, wherever possible on a self-sustaining basis, while offering a basic program of activities under public sponsorship which ensure opportunity for all the people to participate in wholesome recreation activities.



TABLE III

Youth Recreation Interest Survey

Girls 12 and 13  
(100 polled)

<u>Activity</u>	<u>No. of Times Checked</u>
1. Swimming	56
2. Roller Skating	42
3. Badminton	32
4. Bowling	27
5. Dramatic Plays	26
6. Ice Skating	26
7. Tennis	23
8. Modern (Interpretive) Dance	23
9. Camping	22
10. Hiking	19
Instrumental Music	19

Other Significant Preferences Included:

Painting

Vocal Music

Home Decorating

Boys 12 and 13  
(74 polled)

1. Bowling	29
2. Swimming	26
3. Camping	25
4. Basketball	25
5. Baseball	23
6. Archery	22
7. Roller Skating	18
8. Pool or Billiards	15
9. Golf	13
10. Mechanics	13

Other Significant Preferences Included:

Tennis

Diving

Fencing



Table III Continued:

Girls 14 and 15  
(153 polled)

<u>Activity</u>	<u>No. of Times Checked</u>
1. Swimming	76
2. Roller Skating	51
3. Camping	42
4. Bowling	41
5. Modern (Interpretive) Dance	36
6. Vocal Music	34
7. Tennis	31
8. Ice Skating	31
9. Dramatic Plays	30
10. Hiking	29

Other Significant Preferences Included:

- Social Dancing
- Home Decorating
- Sewing

Boys 14 and 15  
(151 polled)

1. Swimming	72
2. Basketball	62
3. Baseball	61
4. Camping	54
5. Bowling	42
6. Pool or Billiards	39
7. Mechanics	29
8. Diving	24
9. Hiking	23
10. Archery	23

Other Significant Preferences Included:

- Golf
- Roller Skating
- Wrestling
- Fencing



Table III Continued:

		<u>Girls 16 and over</u> (100 polled)	
	<u>Activity</u>		<u>No. of Times</u> <u>Checked</u>
1.	Swimming		56
2.	Sewing		31
3.	Roller Skating		30
4.	Tennis		27
5.	Home Decorating		24
6.	Social Dancing		23
7.	Badminton		22
8.	Ice Skating		21
9.	Hiking		18
	Camping		18
	Bowling		18
10.	Folk and Square Dance		17
Other Significant Preferences Included:			
Dramatic Plays			
Archery			
Modern (Interpretive) Dance			

Boys 13 and over  
( 149 polled)

1.	Swimming	61	
2.	Camping	49	
3.	Basketball	49	
4.	Pool or Billiards	37	
5.	Archery	37	
6.	Mechanics	36	
7.	Baseball	35	
8.	Bowling	31	
9.	Roller Skating	25	
10.	Hiking	21	
	Touch Football	21	
Other Significant Preferences Included:			
Fencing			
Golf			
Instrumental Music			





Part IV

ADMINISTRATION

Governing Authority

The parks in Clinton are administered by the City Park Board. The Board consists of a Chairman and three members, who are appointed by the mayor and Council. The City does not have a Recreation board.

Finance

The financial position of Clinton is sound, as evidenced by the following report:

"Clinton does not have any general obligation bonds outstanding at this time. The community's assessed valuation in 1961 is 18,569,000, which ranks 152nd of the 291 communities over 2,500 people. The community's tax rate is .402 percent, which ranks 228th in the same group and is approximately 25 percent less than the group average of .553 percent."<sup>3</sup>

The recommendations of the Comprehensive Plan, however, call for a long-term capital improvements program which over a period of years, will place heavy demands upon the time of council members and will draw upon the financial resources of the City government. The costs of parkland acquisition and development are not included in the recommended capital improvement program for the City. The Comprehensive Plan recommends that such acquisition and development be the responsibility of a proposed Park District.

The proposal to organize a park district is supported as a recommendation of this report, for the following reasons:

1. The present Park Board is extremely limited in its financial resources. Its maximum permissible tax rate is .031 percent which produces an annual revenue of approximately \$5,500. This amount is totally inadequate to provide adequate maintenance of existing park acreage, and leaves no funds for park improvements.

The following Auditor's report shows the income and disbursements for the year 1961 and is ample evidence of the inadequacy of the park tax levy to support even a maximum desirable park system for Clinton.

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<sup>3</sup> Comprehensive City Plan, Clinton, Illinois, Evert Kincaid and Associates, Chicago, October, 1961.



TABLE IV

PARK FUND

STATEMENT of TRANSACTIONS

-----For the year ended April 30, 1961-----

	Cash basis
BALANCE, May 1, 1960	<u>                    </u>
Income:	\$ 1,671.35
Tax Levy	
Insurance	\$ 5,434.06
	<u>          34.67</u>
Total income	\$ 5,468.73
	<u>                    </u>
Total available	<u>\$ 7,140.08</u>
Expenditures:	
Salaries	\$ 3,469.30
Insurance	162.24
Supplies	507.51
Repair and maintenance, ground and facilities	906.17
Truck expense	506.26
Utilities	37.79
Social security contribution	105.83
New equipment, mowers	325.00
New equipment, baseball equipment	<u>137.00</u>
Total expenditures	<u>\$ 6,157.10</u>
BALANCE, April 30, 1961	\$ 982.98

(4)

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<sup>4</sup>City of Clinton, Illinois, Report of Examination, Robert L. Baker, C. P. A., Decatur, Illinois, May, 1961.



2. In order to secure additional funds for a city park tax levy, it would be necessary to hold a referendum according to the provisions of Division 98 or Division 100 of the Illinois Municipal Code.

3. In order to secure city tax funds for playground and recreation programs and services, it would be necessary to hold an additional referendum according to the provisions of Division 95 of the Illinois Municipal Code.

4. Under the provisions of the Illinois Park District Code, it would be possible to organize, with one referendum, a Park District for Clinton which would have authority to levy both a park tax, and a nominal recreation tax.

5. The park and recreation services paid for by the taxpayers within the corporate limits are available for the enjoyment of residents of the adjacent developments which are outside the corporate limits. A park district's boundaries may extend beyond the City's corporate limits and thus may provide the best possible tax base for the people who will be served by the District.

6. 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.

7. A Park District is governed by five unpaid elected commissioners who have authority to make final decisions, and whose primary responsibility is the provision of adequate public park and recreation services.

8. 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 and certain other park improvements by revenue bonds, at no cost to the taxpayer.

9. There is an established trend toward the combination of the parks function and the recreation function under one park and recreation agency, as it is possible in Illinois under the Park District Code.

10. The trend toward Park District organization is well established in the Central Illinois area. The following area communities now have park districts:

Champaign

Urbana

Lincoln



Springfield

Decatur

Peoria

Rantoul

Canton

Pekin

A park district may be organized by referendum as the local park and recreation authority under the provisions of the Park District Code (Illinois Revised Statutes, Chapter 105). A park district is a municipal corporation, deriving its powers directly from the State. Its function is to provide park and recreation resources and services, and the statutes vest the park district with adequate authority to perform this function effectively.

The taxing power of a park district is as follows:

(a) A general operating tax for corporate purposes, not to exceed 1/10 of 1% (1 mill) per dollar valuation, may be levied upon a favorable organization referendum. This is subject to a 20% reduction as provided in the Illinois Revenue Law. In other words, the park district may, upon favorable organizational referendum, levy a tax of eight cents per \$100.00 assessed valuation.

(b) In addition to the taxes levied for corporate purposes, a recreation program tax of five cents per \$100.00 assessed valuation may be levied upon favorable organizational referendum. This tax is for the planning, establishing, and maintaining of recreation programs carried on by a park district. This is not subject to the 20% reduction mentioned in (a) above.

(c) An additional operating tax for corporate purposes, not to exceed five cents per \$100.00 assessed valuation, may be levied with specific referendum approval. This is also subject to a 20% reduction as provided in the Illinois Revenue Law.

The park district may borrow money for certain purposes by issuing bonds on the credit of the district. Its outstanding indebtedness is limited to 2.5% of the assessed valuation. Bond issues are subject to specific referendum approval.

A description of the basic provisions of the Park District Code, and the method of organizing a park district is given in Appendix A of this report.





On the following page is a comparative analysis of the revenues which may be derived for park and recreation purposes under city auspices, and under park district auspices. It should be noted that the park district would likely be assessing on a larger tax base due to its wider potential geographic coverage.

#### Leadership and Management

Upon the organization of a park district, consideration should be given at the earliest possible date to the hiring of a qualified Director of Parks and Recreation. It will not be possible to carry out to any reasonable degree the recommendations for facility and program development without the services of such a person.

It is strongly recommended that a well-qualified person be employed in this executive leadership capacity. Qualified leadership has been demonstrated to be the most important factor in the adequate development and provision of park and recreation services. Criteria for employment of such persons have been established by the Illinois Association of Park Districts.

No salary range is recommended for the position at this time, due to the uncertainty of the date of employment. Under current conditions a reasonable starting salary for the position would be from \$5,500 to \$6,500, depending on the qualifications of education and experience of the successful applicant.



CITIES AND VILLAGES ACT

Statutory Reference	Purpose of Tax	Rate of Levy	Maximum Revenue on Assessed Valuations			
			18,000,000	21,000,000	24,000,000	30,000,000
Division 95	Recreation	0.0667%	12,000	14,000	16,000	20,000
*Division 98 or 100	Parks	0.100 %	18,000	21,000	24,000	30,000
	Totals	0.1667%	30,000	35,000	40,000	50,000

\*The present park tax is limited by State Law and City ordinance to .031% or less than 1/3 of the above maximum statutory levy, which could be secured only by referendum.

PARK DISTRICT CODE

Statutory Reference	Purpose of Tax	Rate of Levy	Maximum Revenue on Assessed Valuations			
			18,000,000	21,000,000	24,000,000	30,000,000
Article 5-1	Parks	0.08%	14,400	16,800	19,200	24,000
Article 5-2	Recreation	0.05%	9,000	10,500	12,000	15,000
	Totals	0.13%	23,400	27,300	31,200	39,000



### Neighborhood Organizations

Many communities have found that the objectives of the public park and recreation agency have been furthered through the formation of adult park and recreation committees in each neighborhood. The basic function of such committees should be:

1. To obtain the interest and support of the residents of each neighborhood in the development of public park and recreation facilities and programs;
2. To ensure that facilities are developed and programs provided that are particularly suited to each neighborhood;
3. To assist the Park District in conducting special events, holiday celebrations, and in the maintenance and operation of certain facilities, such as ice rinks and totlots;
4. To assist in securing the funds necessary to establish, equip, maintain and operate the park facilities and recreation programs; and
5. To act as a liaison between the people of the neighborhood and the Park District Board.

It is recommended that such neighborhood adult club organization be encouraged and stimulated in Clinton. As clubs are developed, it will be important to develop policies which will ensure the best possible working relationships between the Park District Board and the various neighborhood adult clubs.

In communities where a number of neighborhood adult clubs have formed, it has sometimes been found desirable to form a federation of clubs. The purpose of a federation should be:

1. To better enable the clubs to provide stimulation and helpful information to each other;
2. To provide a central citizen's liaison agency to the Park and Recreation Board, and
3. To provide strength and coordination of effort and unity of purpose in park and recreation development.

It is recommended that this pattern of organization be pursued in Clinton to promote and strengthen the area's total effort to improve park and recreation services.



Park-School Cooperation

The area and facility recommendations contained in this report include extensive park-school joint developments, and also indicate the necessity of using existing public indoor facilities, owned by the School Districts, to their maximum before extensive provision of additional public indoor recreation facilities is undertaken. Such cooperative use of school and park grounds and indoor school facilities can only be accomplished satisfactorily on a carefully conceived plan supported and subscribed to by both agencies. A further and more detailed discussion of park-school cooperation is included in Appendix-D.





A P P E N D I X E S



APPENDIX A

SOME BASIC PROVISIONS OF THE PARK DISTRICT CODE

The following is a brief description of certain sections of the Park District Code which are pertinent to the organization of a park district.

The purpose of the Park District Code is to provide for the incorporation, establishment, maintenance, and development of park districts in the State of Illinois.

A park district must be any one connected area, no part of which may be in an existing incorporated park district. The boundaries of the district need not coincide with the boundaries of any other municipal corporation.

A park district may be formed through the following procedures:

1. A petition must be signed by at least 100 of the legal voters who live within the proposed district. It should be addressed to the county judge and filed with the clerk of the county court and a hearing upon it requested. The petition should include the following:
  - A. A statement saying the persons signing the petition wish to hold an election to determine whether or not a park district should be created.
  - B. A clear definition of the area to be included in the proposed district.
  - C. The name of the proposed district.
2. The county judge shall then fix a time and date for a public hearing on the subject of the petition. Such hearing shall be held not less than 30 days nor more than 180 days after the date of filing the petition and request for hearing.
3. If the county judge finds, upon the hearing, that the petition meets the requirements of the Park District Code, he shall order an election to decide on the question raised by the petition and to elect five commissioners. The clerk of the county court shall publish a notice of the election twenty days before it is to occur.
4. The election returns shall be canvassed by the county judge. If a majority of the votes cast are in favor of creating the district, the district will then be deemed organized.

The governing body of the park district is organized as follows:

1. A board of five commissioners is elected.
2. The five commissioners who are elected at the time the district is created will arrange their terms, by lot, so that two of them will serve for six years, two of them for four years, and one of them for two years. This is done to stagger the terms of office so that no board, except the first will have five new members all at one time.



3. Thereafter, the regular term of office will be six years.

4. Elections will be held on the first Tuesday in April of odd years unless the board changes them to the third Tuesday by ordinance.

The park district is authorized to provide parks, recreation programs, recreation facilities including community centers and swimming pools, and in general, any other facilities, equipment, and programs which are appropriate for park purposes.

A park district may acquire real or personal property as follows:

1. Lands within the district may be acquired by any of the following means:

A. condemnation

B. gift, devise, or grant

C. purchase

D. transfer from another municipality (city, school district, county)

2. Lands outside of the district may be acquired by any means except condemnation.

3. Personal property necessary for corporate purposes may be acquired by any means except condemnation.

4. Lands may be acquired by any means for airport purposes.

5. Park districts may lease land from public or private sources under certain circumstances for park or playground purposes.

The boundaries of a park district can be changed after they have been legally established. Areas may be added by annexation and subtracted by disconnection. Several methods of annexation and certain limitations and conditions concerning annexation are provided in the Park District Code. Methods and conditions for disconnection are also provided.

The taxing power of a park district is as follows:

1. A general operating tax for corporate purposes, not to exceed 1/10 of 1% (1 mill) per dollar valuation, may be levied upon a favorable organization referendum. This is subject to a 20% reduction as provided in the Illinois Revenue Law. In other words, the park district may, upon favorable organizational referendum, levy a tax of eight cents per \$100.00 assessed valuation for corporate purposes.

2. In addition to the taxes levied for corporate purposes, a recreation program tax of five cents per \$100.00 assessed valuation, may be levied upon favorable organizational referendum approval. This tax is for the planning, establishing, and maintaining of recreation programs carried on by a park district. It is not subject to a 20% reduction.



The park district may borrow money for certain purposes as follows:

1. A park district may issue bonds on the credit of the district for park, boulevard, or armory purposes.
2. The bonds must be authorized by ordinance, and require specific referendum except as follows:
  - A. in general park districts with a population of more than 45,000
  - B. for refunding bonds. (Bonds issued to pay the principal and interest due on existing bonds.)
3. The total outstanding indebtedness of a park district is limited to 2.5% of the last assessed valuation. The outstanding indebtedness may be increased to 5% upon the petition of 2% of the legal voters who voted in the last general election, and a successful referendum.

More detailed information concerning the establishment and operation of park districts may be found in the pamphlet: The Park District Code (revised), compiled by Charles F. Carpentier, Secretary of State (and available from that office) and in: Illinois Revised Statutes. 1961, Chapter 105.

Additionally, the Illinois Association of Park Districts, with offices at 522 East Monroe Street, Springfield, Illinois, has published two helpful pamphlets entitled Park and Recreational Facilities for your Community and Manual of Powers and Duties and Model Ordinances.





APPENDIX B

RECOMMENDED STANDARDS FOR PROFESSIONAL  
PARK AND RECREATION PERSONNEL

INTRODUCTION

The Illinois Association of Park Districts hereby establishes recommended standards for professional park and recreation personnel in the State of Illinois in order to give park and recreation boards guidance in the selection of personnel; to give guidance to colleges and universities in developing curricula for better preparation of professional personnel; to encourage men and women to seek a career in the field of parks and recreation, and to provide them with a better understanding of the training and preparation necessary.

These standards, as adopted by the Illinois Association of Park Districts, are PERMISSIVE in nature and are recommended for consideration to improve the quality of service in an effort to offer "better park systems for more people".

SECTION I

General Statement Concerning Professional Park and Recreation  
Personnel

The job descriptions, duties and qualifications which follow are written for the classifications "Director" and "Superintendent". One description cannot describe all positions and each particular situation because each community must establish the specific qualifications necessary for a particular position. This is only intended to establish "guide lines" to assist the local community in developing the specifics.

As one example, the "Director of Parks and Recreation" educational requirement suggests several majors and the intent of this qualification is to enable the governing authority to determine which major field of education is best suited for their needs. Likewise, rather than specifically recommend a definite number of years experience it is more effective to point out the type and level of experience for which to look.

The personal, experience and educational qualifications will vary with different situations. The complexity of the community and its program of operation will dictate the specific qualifications required.

Therefore, the suggested qualifications are broad and must be considered guiding principles and are not intended to replace executive judgment.

SECTION II

Classification of Titles

The titles which have been used to designate positions in agencies have been misleading and have resulted in confusion. Such titles as Superintendent, General Superintendent, Manager, Executive Director or Executive Secretary have all been utilized to describe positions. In an effort to properly clarify titles so



the positions may be uniformly described and defined the following classifications are suggested:

1. Director of Parks or Director of Parks and Recreation: the chief administrative officer who is directly responsible to the governing authority for the total administration of the agency. In addition, he coordinates the functions of other officers appointed by the board, i.e., attorney, secretary and treasurer.
2. Park Superintendent or Recreation Superintendent: an administrator of a department or division whose responsibilities are a portion of the total administration of that agency.

There is no classification "Director of Recreation" in that under the terminology used it is not presently possible to levy the recreation tax in park districts without the corporate levy. Therefore, if the recreation tax is levied the corporate tax is also making the person "Director of Parks and Recreation", if he performs the duties described. It is possible to have the title "Director of Parks", since the corporate tax for park purposes may be solely levied under Illinois Statutes.

The essential difference between the "Director" and "Superintendent" classification is where both positions exist the Superintendent is responsible to the Director as are other department heads in the system. In cases, however, where department heads are appointed directly by the board, i.e., attorney, treasurer, they are responsible to the board but coordinate their work through the "Director". In those systems which do not have "Directors", and the board appoints the department head/s, the board allocates the responsibilities to the department heads.

### SECTION III

#### General Personal Qualifications Professional Park and Recreation Personnel

1. An ability and desire to learn and a continuing curiosity about everything pertaining to parks and recreation is essential.
2. An ability to convincingly express oneself clearly and concisely both orally and in writing.
3. A maturity of judgement is required for policy interpretation, evaluation of projects, problem analysis and action in the determination or solution of complex problems.
4. High moral habits and ethical professional principles are essential qualifications. Courage and adherence to professional convictions are necessary even though these views are not shared by others. A recognition of other points of view is also necessary. Likewise, a sense of humor is an asset as a genuine interest and understanding of people, how to work with them and their problems.
5. Aggressiveness with tact is almost mandatory in order to accomplish objectives, to handle unusual situations and to gain respect.



6. Initiative and creativity are essential in order to originate projects, policy recommendations, improvements or changes in operations.
7. Personal financial responsibility should be expected of the person as well as good family living habits. Acceptance by the immediate family of the responsibilities of the position and its demands is necessary.
8. An ability to work closely with people in other community agencies in making plans for the exchange of services, correlation of programs, utilization of facilities or matters of mutual interest is essential.

#### SECTION IV

##### Director of Parks or Director of Parks and Recreation

#### Nature of Work:

The direction, development and operation of a system of parks and recreation areas and programs. The director is responsible to a governing board for the efficient development and effective operation of an extensive system of park and recreation areas and programs. He delegates specific areas of administration, supervision and technical planning to subordinates, retaining final judgment and authority in all administrative matters. Important work responsibility is the coordination and interpretation of park and recreation activities with the various boards, commissions and agencies, the public, private and quasi-public groups concerned with the park and recreation system. He is responsible for the employment and direction of all subordinates.

#### Responsibilities:

1. To keep the governing authority informed on all matters having a significant effect on the operations of the agency.
2. To coordinate the workings of officers and committees appointed by the board.
3. To interpret favorably and, if necessary, to defend policies adopted by the governing authority.
4. To prepare annual estimates of the agency's financial needs and, upon approval of the governing authority, to administer same in accordance with his authority.
5. To select, organize, train and supervise the staff, to assign duties maintain good relationships between workers and the governing authority.
6. To conduct continuing studies of conditions and needs affecting the agency's services, to evaluate the effectiveness of the agency's programs and objectives.
7. To keep careful and complete records of district services, personnel and property and prepare regular reports.



8. To keep informed as to research and developments in the park and recreation field and in related fields.
9. To arrange for the proper maintenance and operation of areas and facilities, to determine the seasons during which they are to operate, and recommend new facilities, improvements or extensions of the agency's services.
10. To recommend the program of recreation activities to be carried on and, once approved, be responsible for the administration of same.
11. To conduct a sound public relations program, meet with a variety of individuals, groups and committees on park and recreation matters, talk to community groups and represent the agency as required.

Qualifications:

The educational and experience qualifications will vary with local conditions. Such factors as present and future community needs, interests and services all have their effect on the educational and experience requirements for a particular position.

Formal Education:

Graduation from a recognized college or university with a minimum of a bachelor's degree. The person should have formal education in any one or more of the following: 1) management of park and recreation areas, 2) sound concepts, objectives and philosophies of recreation service, 3) public or business administration or 4) landscape architecture.

Supplementary Training:

Supplementary specialized training is highly desirable in such fields as arboriculture, horticulture, civil engineering, the humanities, public relations, business law and accounting.

Experience:

Experience should not be measured in time alone. The quality of previous experience as well as its similarity to the needs of the current position should be a determining factor. It should be expected applicants possess proven ability to handle people, a demonstrated knowledge of the proper role of the public agency in the community and a thorough knowledge of the responsibilities of the board and staff.

Salary:

The salary paid the director will vary with the educational and experience requirements established by the governing authority as well as local living costs and comparable positions of responsibility in the geographic area. A salary range should be established based on these factors.

Increments to starting salaries should be established so as to attract and retain personnel. These increases should be consistent with increased assumption of responsibilities, the ability to do the job better and professional growth.





SECTION V

Park Superintendent or Recreation Superintendent

Nature of Work:

Plans, organizes and administers a program of maintenance and operation of park areas and facilities or operation of recreation activities. Directs and coordinates the workings of a staff. He is responsible to the director for the employment and performance of personnel. Provides direction and unity to the agency program and staff in carrying out operations. Work is performed under the general administrative supervision of the Director of Parks and Recreation or the governing board if no director exists.

Responsibilities:

1. Studies the composition of the community in relation to long range needs for programs and facilities and submits recommendations through proper channels for consideration and action.
2. Plans, organizes, and directs the program of this department.
3. Recruits, interviews and recommends personnel to be employed for his department in accordance with approved practices and trains and assigns duties of the staff.
4. Prepares and recommends annual estimates of departmental financial needs, to immediate superiors and, upon approval, administers same in accordance with prescribed policies.
5. Develops community interest in, and support of, his department's program through interpretive talks, discussions, publicity, etc. This shall be under the direction of his immediate superior.
6. Prepares for and conducts staff meetings to implement program and staff development.
7. Coordinates the program of his department with other related community agencies.

Qualifications:

The educational and experience qualifications will vary with the needs of the specific job. Such factors as skills required and present and future services of the specific agency affect the educational and experience qualifications.

Education----Park Superintendent:

Graduation from a recognized college or university with a minimum of a bachelor's degree. The area of specialization should be in one of the following areas: 1) park management, 2) landscape architecture, 3) forestry, or 4) horticulture. The determination of which area is most desirable must be governed by the individual situation.



Education----Recreation Superintendent:

Graduation from a college or university of recognized standing with a minimum of a bachelor's degree and a major in recreation or group work. A bachelor's degree in allied fields (liberal arts, physical education, education) is acceptable providing the person has graduate work in one of the aforementioned specialized fields. An examination of the person's educational background should reveal training in liberal arts, methods and techniques used in working with groups, a variety of program skills and knowledge and supervision and/or administration.

Experience:

Previous experience, at least at the supervisory level, is necessary. Of equal importance, however, is a proven ability to work with people, a successful record of handling staff, and a demonstrated knowledge of the technical skills required for the position. This experience should show a personal and professional growth. The length and breadth of experience required will vary with the particular position and will be determined by the quantity and quality of the agency's services.

Salary:

The salary paid the superintendent will vary with the educational and experience requirements established by the governing authority as well as local living costs and comparable positions of responsibility in the geographic area. A salary range should be established based on these factors.

Increments to starting salaries should be established so as to attract and retain personnel. The increases should be consistent with increased assumption of responsibilities, the ability to do the job better and professional growth.



APPENDIX C

PARK DISTRICT BOARD DUTIES, POLICIES  
AND PROCEDURES

Procedure.

1. Adopts by-laws governing the organization of the Board and the calling and conduct of its meetings.
2. Elects officers annually as prescribed in the by-laws.
3. Provides for appointment of the chairman of standing committees on all major continuing functions such as Finance, Personnel, Buildings and Grounds, and Program.
4. Restricts committee action to the making of recommendations and the performing of duties specifically authorized by the Board.

Meetings.

1. Holds regular meetings (at least monthly) that are open to the public.
2. Provides for notices of all meetings to be sent to Board members.
3. Requires a quorum for formal official actions.
4. Keeps a complete record of all Board meetings.
5. Minutes of each meeting are submitted to Board members before the next regular meeting and are formally approved by the Board at the next meeting.
6. Conducts its meetings in accordance with procedure prescribed in the by-laws and reaches decisions only after full consideration and debate on the issues in question.

Finances.

1. Adopts specific procedure for the efficient handling, spending, and accounting of Board funds.
2. Each month requires and reviews a written financial statement of appropriations, expenditures, and balances.
3. Analyzes the financial needs of the department and prepares a budget well in advance of the adoption date.

Relation to superintendent.

1. Selects and employs the best director available in accordance with nationally recommended standards.



2. Requires the director to submit a written monthly report.

3. Adopts a policy that individual Board members shall not give instructions to the director, except as related to specific committee assignments.

4. Requests the director to submit recommendations on all problems (relating to programs, facilities, and the like) for which professional advice is needed.

5. Upon adoption of a policy or approval of a course of action, the Board gives the director full authority and responsibility for administering the policy or seeing that the action is taken.

6. Encourages the director to initiate suggestions which will increase the effectiveness of the department and to bring to the attention of the Board matters requiring policy decisions.

7. Holds the director ultimately responsible for the success or failure of the program, within the limitations in which he must work.

8. Encourages its director and other staff workers to attend state and national meetings of recreation workers, take an active part in professional organizations, attend institutes and training courses and in other ways advance in their profession.

#### Relation to staff.

1. Assures for the employees of its department the same consideration with respect to working hours, sick leave, vacations, holidays, accident compensation, job security, and retirement benefits as apply to comparable workers in other city departments.

2. Adopts an official personnel policy that insures the employment of competent leaders, a sound division of duties and responsibilities, a fair salary schedule and satisfactory working conditions.

3. Both the Board and its members deal officially with the recreation staff only through the director.

4. Arranges for appeals from staff members to be submitted to the Board and heard in closed session, if desired.

5. Through the director invites members of the supervisory staff to meet with the Board when problems relating to their part in the program are under consideration.

#### Relation to work of department.

1. Makes periodic inspections of recreation areas and facilities to make sure they are operated and maintained in a satisfactory condition.

2. Makes periodic observations of program.





3. Participates actively in the interpretation of the department's program, objectives, and needs.

4. Becomes familiar with the characteristics of a well balanced community recreation program and gives the director suggestions for planning the program of the department.

5. Arranges for a city-wide analysis of existing recreation areas and facilities, adopts a long range program for the acquisition and improvement of recreation areas, and reviews this program at least every two years.

6. Makes a comprehensive appraisal of the department at least every five years.

Relation to other agencies.

1. Consults with the local school authorities in regard to preliminary plans for new school sites or buildings and the design of indoor and outdoor facilities that might be suitable for community recreation use.

2. Consults with the local planning authorities with respect to any proposals or plans that relate to recreational areas or facilities.

3. Shares the credit with other departments and organizations that cooperate in its program.

4. Takes the initiative, if necessary, in forming a recreation council or in bringing together periodically an informal group representing the local agencies concerned with recreation for a discussion of mutual problems and as an aid in cooperative planning.

5. Meets annually, either as a whole or through a committee, with the Board of Education to consider problems of mutual interest.

6. Through its director, or otherwise, keeps in close touch with city departments and private agencies concerned with recreation and the use of leisure time.

Relation to the public.

1. Makes it clear to the public that all suggestions and criticisms will be welcome and will receive thoughtful consideration.

2. Conducts its affairs in a manner that wins public respect and support for the department and guarantees its integrity to the community.

3. Is ready to listen to criticism and quick to discern and remedy situations that require correction, either by the Board or staff members.

4. In addition to submitting an annual report as required, maintains a public relations program throughout the year, utilizing the press, radio, speeches, movies, exhibits, come-and-see tours, and other appropriate media.



5. Represents the interests of the entire community and not the interests with which individual members may be affiliated.

6. Encourages citizen interest and participation in the work of the department by the enlistment of volunteers, the appointment of committees for special projects, and in other ways.

Others.

1. Keeps in touch with recreation developments by having its members read such magazines as Recreation and other publications especially applicable to its work.

2. Arranges each year to have at least one Board member attend the National Recreation Congress or some other national or state meeting related to recreation.

3. Arranges for each Board member to speak about the work of the department at least once a year.

4. Recognizes that individual members have no right to speak for the Board unless specifically authorized to do so by Board action.

5. Uses its influence to assure the appointment to the Board of competent, public spirited individuals.

6. Adopts specific procedures for helping new members assume their responsibilities.



APPENDIX D

PARK-SCHOOL COOPERATION

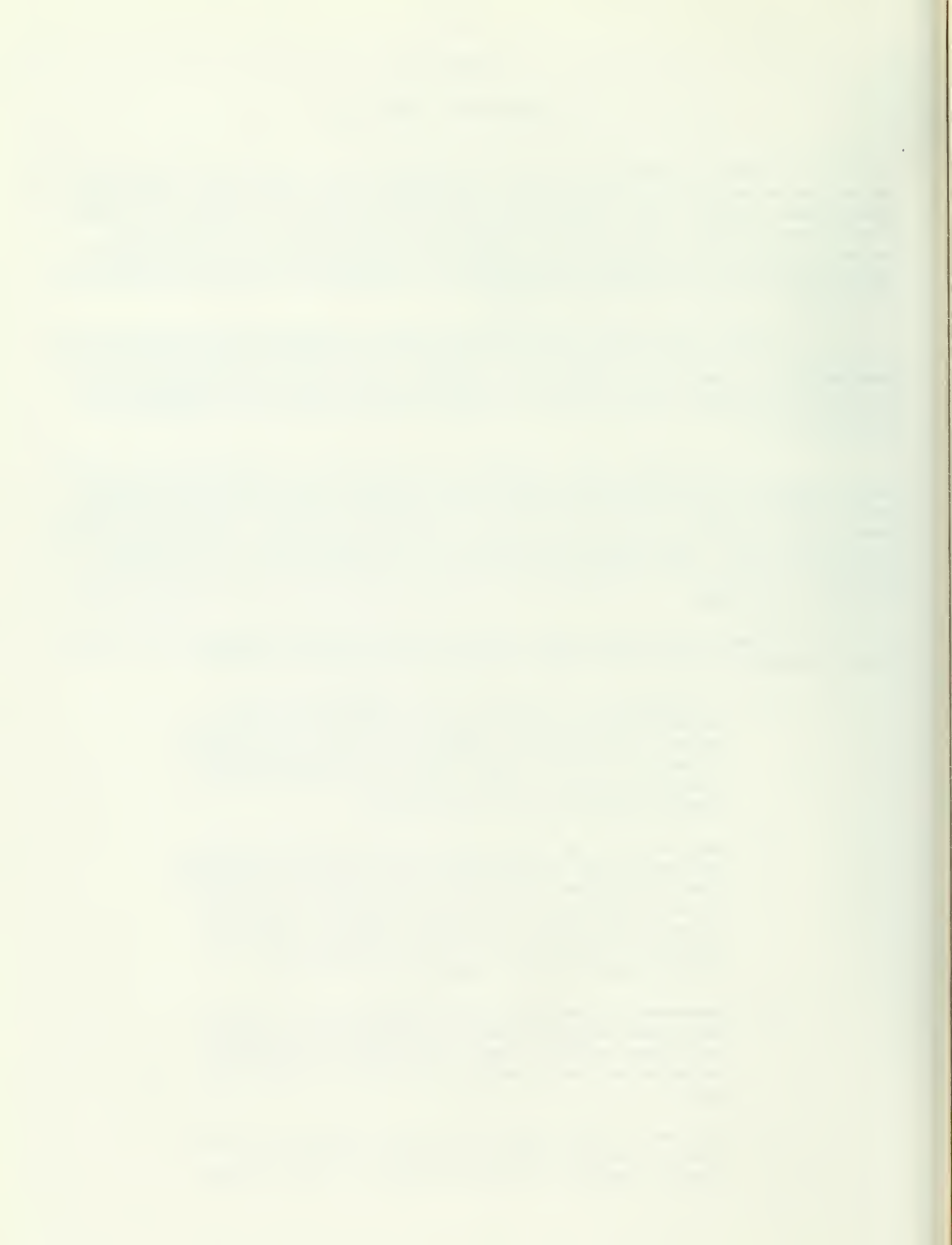
Schools, parks and recreation programs result from the American public's desire for educational and recreational facilities and opportunities. Increased urban growth, coupled with increasing population pressures, is leading to intensified demands on public park, recreation and school agencies for an increasing variety of facilities and services. The need to design and use the facilities of these agencies for the greatest public good is heightened by the heavy demands on tax dollars available for these purposes.

School, park and recreation authorities throughout the country are exploring ways and means of working cooperatively for mutual advantage and increased service to the communities they serve. Through joint efforts, each agency can contribute to greater public service without giving up any of its legitimate responsibilities.

It is desirable that a working relationship, as expressed in a written joint agreement, be established before either the park and recreation or school agency makes extensive use of the other's resources. Failure to establish such a working relationship may result in misuse or misunderstandings concerning the use of the facilities. Unfortunate occurrences of this nature have, in the past, hindered the provision of programs and services which make the best possible use of public facilities.

A park-school agreement should provide a sound arrangement for cooperative planning and action and should include the following elements:

- (a) a declaration of intent by both boards to accept cooperative responsibility in the provision of such areas, facilities and supervision as may be required to meet the recreational needs of the constituency, consistent with the legal authority granted to each through enabling state legislation;
- (b) agreement by the school district that its areas and facilities may be considered available for recreation uses by citizens within such limitations as may have to be placed upon their use by reason of the suitability of the area or facility involved, and prior claims of established or planned school activities, or by reason of other logical considerations;
- (c) agreement by the Park and Recreation Board that its areas and facilities may be considered available to the school district under conditions corresponding to those set forth above for the use of school property;
- (d) in view of the recognition of the cooperative responsibility of the respective boards to render the largest possible recreation service to the citizens



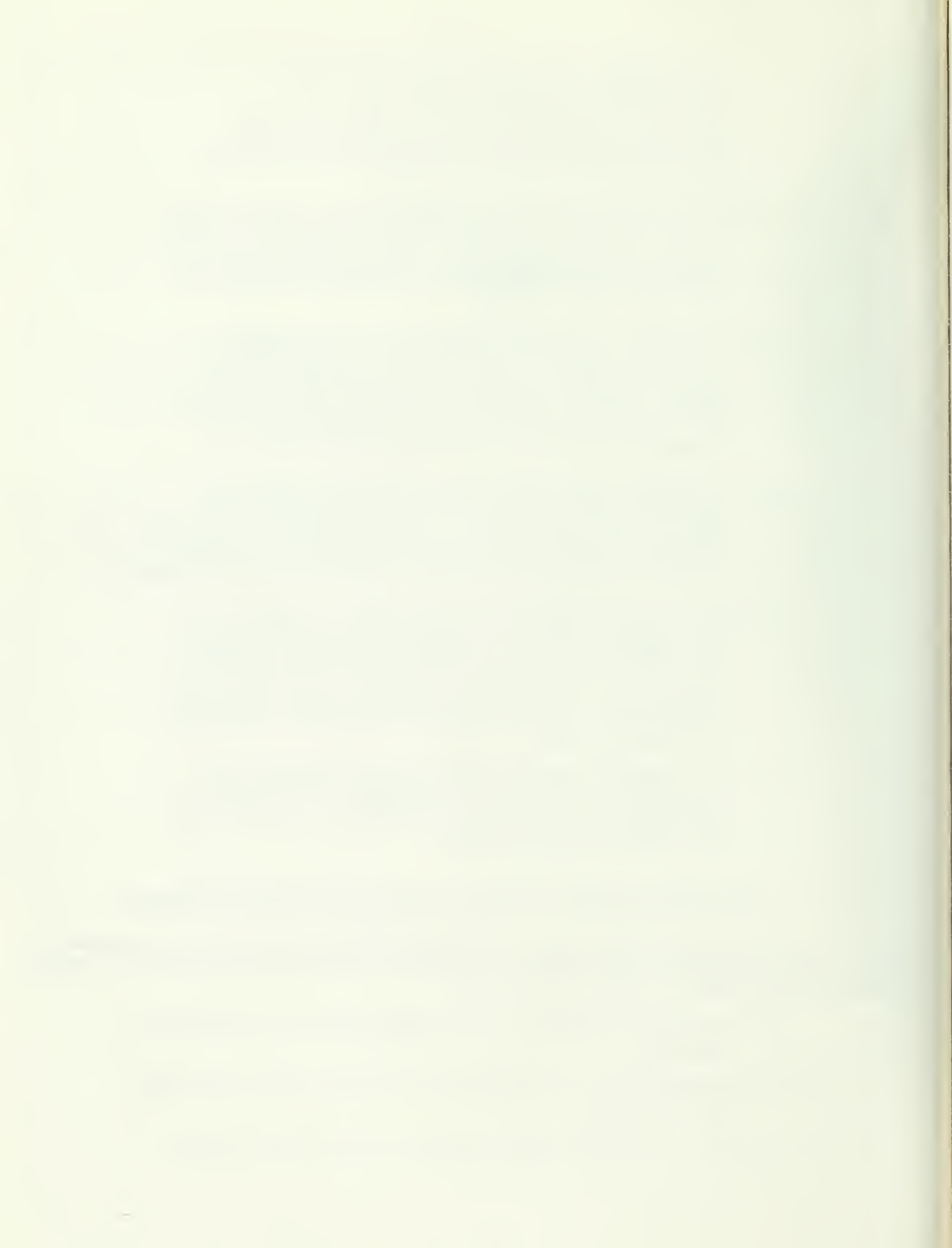
of the City, each board should express its willingness to grant the other use of its facilities and areas generally in preference to non-public agencies, consistent with such rules and exceptions as may be considered necessary and desirable;

- (e) land acquisition policies should be set forth with due consideration for location, size, influence area, site design and development cost. Site acquisition should precede, wherever possible, the urban development of the area it is to serve;
- (f) agreement concerning responsibility for area and facility design and development in keeping with the principle that in general the Park and Recreation Board is better equipped to develop recreation areas and facilities, and the School Districts are better equipped to construct educational facilities;
- (g) agreement concerning responsibility for maintenance in keeping with the principle that in general the Park and Recreation Board is better equipped to maintain outdoor areas and facilities, and the school district is better equipped to maintain its own indoor facilities;
- (h) supervision responsibility agreement in keeping with the principle that in general, when one agency uses the other's facility, it shall accept full responsibility for the provision of qualified supervision over the activity, and responsibility for any damages resulting from the use of the facility other than normal wear and tear; and,
- (i) cost sharing agreement, which should generally be determined on the basis of exchange of services and privileges rather than on the basis of cross-billing for services and privileges.

#### ALLOCATION OF PUBLIC SCHOOL FACILITIES FOR RECREATION PURPOSES

The most desirable way to allocate school facilities is to establish a policy, and to make this policy known to prospective users of this facility. Policy considerations should include the following:

- (a) A listing of facilities which may be used for recreational purposes.
- (b) A description of each facility and the purposes for which it is suitable.
- (c) Rules and regulations governing the use of the facility.





(d) Cost for the use of the facility.

(e) Method of deciding priority of allocation. This should be clearly stated in order to avoid misunderstanding and conflict.

Groups seeking permits for the use of Board of Education physical education and classroom or auditorium facilities should be recognized on a priority basis such as the one indicated below.

#### SUGGESTED PRIORITIES FOR ISSUING PERMITS

1. Local Schools

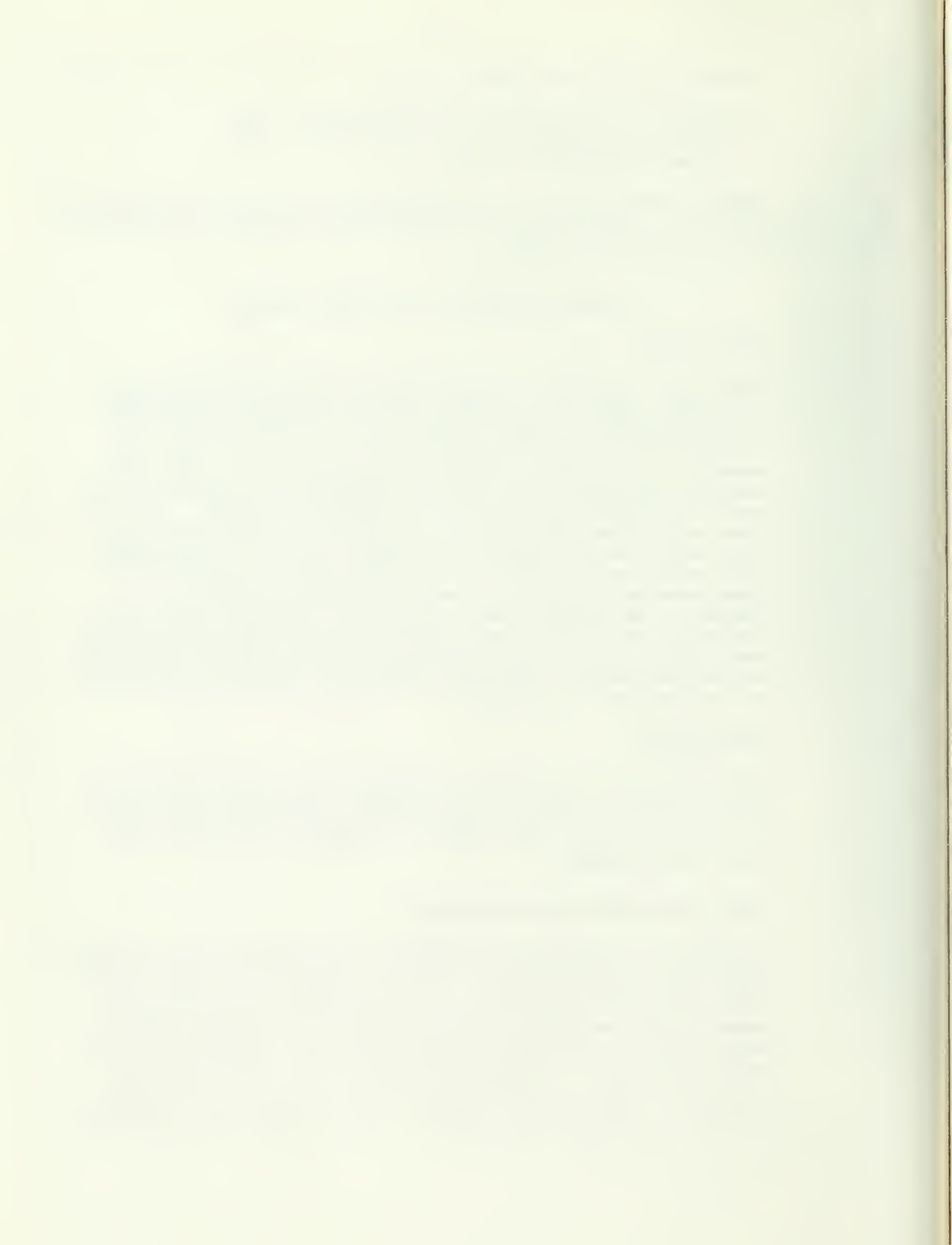
Each school should have the full use of its own facilities during the regular school day and until 6:00 p.m. except as noted later in this paragraph. Following this hour, the facility should be considered open for permit requests on a "city-wide" basis, with requests from the local schools being honored first. Each school desiring the evening use of physical education or other facilities should anticipate its needs for one semester in advance. Lists of these anticipated needs should be sent to the central school district office for one semester in advance. Lists of these anticipated needs should be sent to the school district office for the first semester by October 1, and for the second semester by January 1. No requests need to be made for a school's own facilities before 6:00 p.m. except when due to lack of gymnasias and swimming pools, it is necessary for that school to share its facilities with another school. Under such conditions, the facilities should be considered as "city-wide."

2. Other Schools

The requests of other schools for recreational activities should be honored ahead of those of outside groups. The lists of the anticipated needs of all schools submitted to the central office should be used in assigning permit times of the various schools to the facilities available.

3. Public School Recreation Activities

In addition to the physical education or the athletic use of school plants by the public schools, schools occasionally wish to schedule other recreational activities. It is understood that small group dances and parties and other recreation activities involving small numbers should be scheduled wherever possible in smaller rooms in order that the main gymnasium rooms may be kept available for those recreation programs requiring the larger space. If, however, a large school dance is to be sponsored for a school having a gymnasium or by a public school wishing to use another school's gymnasium, the large gymnasium rooms should be made available on a permit basis.



4. Park and Recreation Board

When the needs of the schools (including P.T.A. groups) have been met, the requests of the Park and Recreation Department facilities for their use in promoting community recreation programs should be recognized first for the remaining time.

5. Other Recreation Groups

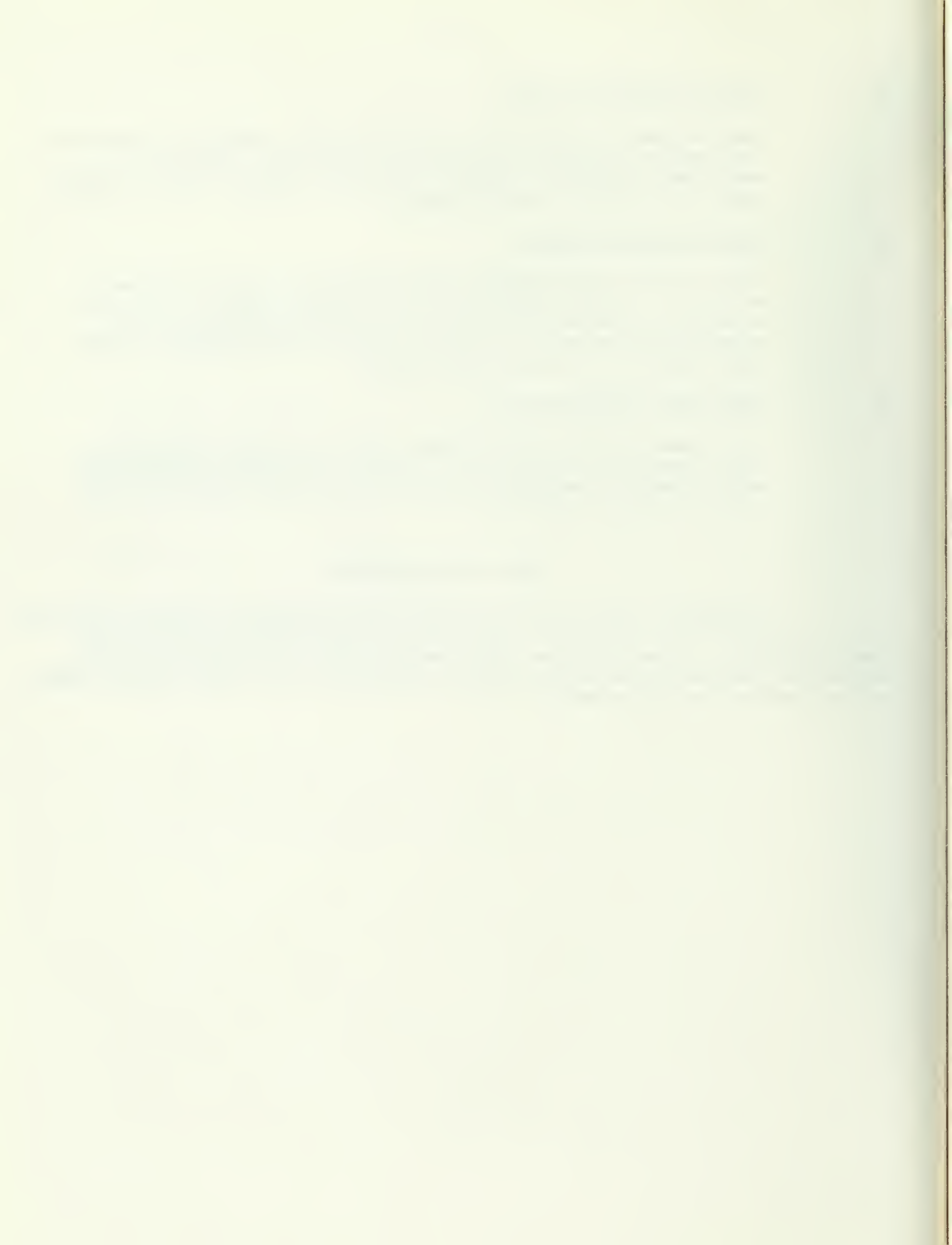
After the Park and Recreation Department has set up its program of activities in such a manner that time to be consumed in the facility is definite, the requests of other individuals and organizations should be considered with preference given to those requests involving activities of a recreational nature.

6. Other Non-recreation Groups

The requests of other miscellaneous community groups and organizations conducting activities not related to recreation should be honored if there is remaining time and the activities are appropriate for the facility requested.

#### RULES AND REGULATIONS

The central school district office should prepare the necessary bulletins and application forms to be issued to the various groups seeking permits to use school facilities. These bulletins should be approved by the Superintendent of Schools and the policies outlined should have approval of the School District Board and the Park and Recreation Board.



APPENDIX E

SAMPLE LEASE

OF

SPACE AND GROUNDS

AROUND SCHOOL BUILDING

THIS INDENTURE, made in the Village of Glenview, County of Cook and State of Illinois, on this \_\_\_\_\_ day of \_\_\_\_\_, A.D. 1950, between Board of EDUCATION OF COMMUNITY CONSOLIDATED SCHOOL DISTRICT NO. 34, Cook County, Illinois, hereinafter referred to as the Lessor, and GLENVIEW PARK DISTRICT, a municipal corporation of Glenview, Cook County, Illinois, hereinafter referred to as the Lessee.

WITNESSETH:

That the Lessor, in consideration of the rents hereinafter reserved, and of the agreements, conditions, covenants and terms on the part of the Lessee hereinafter contained hereby demises and leases to the Lessee, and the Lessee hereby takes from the Lessor, for the establishment, equipment, operation and maintenance for Parks, Playground, Recreation grounds, and Athletic fields, the following properties and parcels of land hereinafter referred to as the demised premises laying in Community Consolidated School District No. 34, Cook County, Illinois and more particularly described as follows:

Insert legal description:

TO HAVE AND TO HOLD the said demised premises by the Lessee to be maintained and operated by said Lessee as part of the Lessee's Park and Recreation system for the term commencing on the 1st day of June 1950, and ending on the 31st day of May 1975, unless sooner terminated as hereinafter provided, at the net rental of ONE DOLLAR (\$1.00) per annum for said period and in further consideration of Lessee rendering to Lessor the services mentioned in Paragraph 2 hereinafter.

That it is the intention of the parties hereto, and it is mutually understood and agreed that the purpose of this lease is to provide adequate playground and recreation facilities for the pupils enrolled in the schools under the jurisdiction of the Lessor, and for the inhabitants of said Park District at the most economical cost to the legal resident and taxpayers of said school district and park district.

It is further intended and mutually agreed that this lease is executed in conformance with the provisions of the School Code of Illinois granting authority to the Lessor to establish playgrounds, recreation grounds and athletic fields; equipping, operating and maintaining same; and to take such steps to provide for the protection, sanitation, care and management thereof as it deems appropriate, and in conformity with Statutory authority vested in Park Boards to lease properties for park and playground and recreational facilities; and in accordance with other provisions of the statutes of the State of Illinois.

It is hereby further mutually covenanted and agreed that this indenture is made upon the foregoing and upon the following agreements, conditions, covenants and terms, viz:



1. That the Lessee will plan the development of said demised premises for the laying out and constructing and erecting swings, slides, play courts, or other playground or recreational equipment at its own expense; and that all such improvements made on said premises shall remain upon and be surrendered with the premises as a part thereof at the termination of this lease except movable equipment which shall remain the property of the Lessee and may be removed from said premises by the Lessee at any time the existence of this lease or at its termination.

2. That the Lessee shall provide for and pay the cost of construction and installing, and of maintaining and operating any play area, recreation area, playgrounds, courts or equipment placed on said demised premises. In order to induce Lessor to make this lease, and in partial consideration therefor, Lessee agrees throughout the term of this lease to maintain, cultivate and tend all shrubbery and landscaping installed by Lessor on school premises adjoining the lands hereby leased and to mow, trim, reseed and maintain the lawns located thereon.

3. That the Lessee shall pay any and all charges for water or electricity used on said demised premises as may be assessed or imposed upon or grow out of the use of said demised premises.

4. That the Lessee shall keep, save and hold harmless the Lessor from any and all damages and liability for anything and everything whatever arising from or out of the occupancy by or under the Lessee, its agents or servants, and from any loss or damage arising from any fault or negligence by the Lessee or any failure on the Lessee's part to comply with any of the covenants, terms and conditions herein contained or otherwise.

5. That at the expiration of the terms demised if this lease shall then be in full force and effect and the Lessee shall have complied in all respects with the agreements, conditions, covenants, and terms thereof, the Lessor will at the option of the Lessee, grant unto the Lessee a new lease of such of the demised premises as then are not used or needed for school buildings, for a further term of twenty-five (25) years from the date of the expiration of this lease at such annual rental as shall then have been agreed upon by the parties and upon the conditions herein contained.

6. That if the Lessee shall fail to perform the services required of it in Paragraph 2 thereof as partial consideration for this lease, or shall within a reasonable time hereafter fail to construct such playground or recreation area or equip same, or if the Lessee shall abandon, desert, vacate or remove from said demised premises or if said Lessee shall dissolve its corporate existence, then in such event the Lessor may at its election terminate this lease at any time thereafter upon giving of ninety (90) days notice in writing of such election of mail addressed to the Lessee at its established offices, and at the expiration of said period on ninety (90) days this lease and all of the estate, right, title and interest herein granted to or vested in the Lessee thereupon shall cease and terminate.

7. That Lessor reserves unto itself and is hereby granted the right, option and privilege to cancel this lease at any time during the term thereof or any extension or renewal hereof insofar as the same is applicable to any one or more or all of the separate parcels leased herein, in the event that any of such parcels included in this lease are needed for school purposes, by giving written notice





by mail to Lessee at its office address of ninety (90) days of its intention to so terminate said lease as to any or all of said properties, and at the expiration of said ninety-day period Lessee shall surrender the possession of the property or properties designated in said lease and this lease shall thereupon be terminated as to such property or properties.

IN WITNESS WHEREOF, the parties hereto have hereunto caused these present to be signed by their duly authorized officers and attested the day and year first above written.

ATTEST:

\_\_\_\_\_  
Its Secretary

ATTEST:

\_\_\_\_\_  
Its Secretary

BOARD OF EDUCATION COMMUNITY  
CONSOLIDATED SCHOOL DISTRICT  
NO. 34, COOK COUNTY, ILLINOIS,  
Lessor

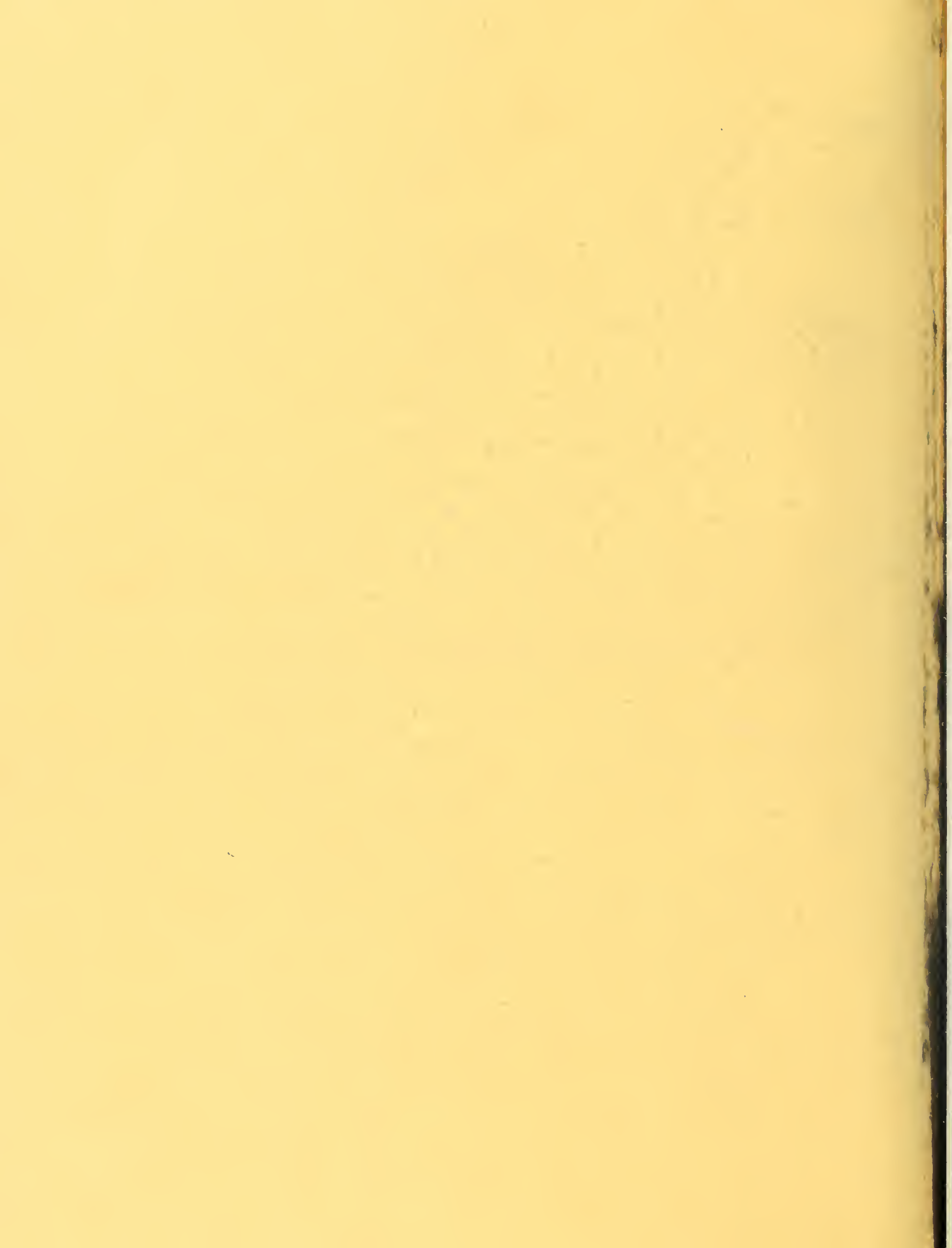
By \_\_\_\_\_  
Its President

GLENVIEW PARK DISTRICT, Lessee

By \_\_\_\_\_  
Its President











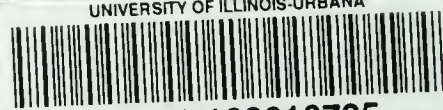








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