A CASE STUDY OF MUNICIPAL RECREATION PROGRAMS FOR
SENIOR CITIZENS AND THE HANDICAPPED

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This investigation is concerned with determining the extent of involvement by fifteen Texas municipal parks and recreation departments in providing programs for senior citizens, the mentally retarded, the physically handicapped, and the emotionally disturbed. The two methods of determining this extent of involvement are a statewide feasibility study survey and a case study of the municipal parks and recreation department programs for the special groups of citizens with which this investigation is concerned.

The purposes of this study included the following:

(1) identifying the geographical locations and sociological characteristics of the communities in which the fifteen parks and recreation departments are located, (2) describing the parks and recreation departments in terms of facilities, budget, staff, and participation, and (3) investigating the programs for the special groups in terms of when and how the programs began, philosophies, finances, leadership, methods of locating participants, ways of determining activities, communications and public relations, cooperating agencies,
transportation, liability coverage, medical clearance and physical examinations, most and least effective activities, and factors contributing to the success of the programs.

Only those municipal parks and recreation departments which indicated they provided recreation programs for at least two of the four special groups were considered as possible subjects for this study. There were five departments included in each of three categories. These categories included: departments providing recreation services to all four special groups, departments providing recreation services to three of the four special groups, and departments providing recreation services to two of the four special groups.

Criteria used to aid in the selection of the cases were the number of participants in the programs, the population of the communities, and the geographical location of the communities.

Chapter I of this study included an introduction, statement of the problem, purposes of the study, significance of the study, definition of terms, limitations of the study, procedures for collecting the data, and procedures for treating the data. The review of related literature, presented in Chapter II, is sub-divided into categories relating to the senior citizens, the mentally retarded, the physically handicapped, and operating and pilot programs. Chapter III is devoted to a report of the findings of the statewide
feasibility study survey. The feasibility study included all of the municipal parks and recreation departments in Texas, and the results provided sufficient evidence to indicate that a more intensive case study would be warranted. Based upon the findings of the feasibility study, fifteen municipal parks and recreation departments were selected to be included in the study. Chapter IV consists of reporting each of the fifteen selected case studies.

Chapter V presents a composite picture of the findings from all the case studies. The findings obtained in each case were studied carefully for similarities and reported according to the following areas: (1) when and how the programs developed, (2) philosophies, (3) finances, (4) leadership, (5) locating participants, (6) determining activities, (7) cooperating agencies, (8) communications and public relations, (9) transportation, (10) liability coverage, medical clearance, physical examinations, (11) most and least effective activities, and (12) factors contributing to the success of the program. Recommendations for the development of a recreation program for the handicapped and senior citizens in the community are presented, with special attention to each of these areas.
A CASE STUDY OF MUNICIPAL RECREATION PROGRAMS FOR SENIOR CITIZENS AND THE HANDICAPPED

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CHAPTER I

INTRODUCTION

All individuals, handicapped or not, have a right to enjoy a full life, with the things that make life worthwhile—love, work, play, laughter. This endowment leads to continually increasing growth and release of energies, as well as providing joy in achievement. Unfortunately, many individuals do not have the opportunities for such experiences. Lagging community interest often denies them the necessary facilities and programs.

Public and private agencies concerned with recreation generally do not lack the commitment to provide services to the handicapped. However, many obstacles must be overcome to enable these agencies to fulfill their commitments.

In all phases of mental health and mental retardation endeavor, great emphasis is being placed on community-based and community-oriented programs and services for the handicapped. If the handicapped individuals are to make a satisfactory adjustment to community living, attention must be given to socially approved and appropriate recreational opportunities. The municipal recreation departments have a tremendous role to play in providing all handicapped
individuals in the community with recreation opportunities comparable to those available for non-handicapped persons.

This study provides much-needed detailed information concerning the type and extent of recreation programs for the senior citizens and the mentally and physically handicapped in the municipal park and recreation departments in the State of Texas. It provides information concerning trends in programs for the handicapped and the elderly. It discusses problems encountered by the municipal departments in developing these recreation programs. If the information gathered in this study is consolidated, implications can be drawn concerning the problems and procedures involved in conducting municipal recreation programs in the community setting for the handicapped and the senior citizen.

Statement of the Problem

This investigation entailed a case study of fifteen selected municipal recreation programs for the mentally and physically handicapped and the senior citizens in Texas with regard to the problems encountered in establishing and conducting these programs.

Purposes of the Study

To further clarify the problem, the following specific purposes were presented:
1. To identify the philosophies held by the departments providing the recreation programs for these special groups.

2. To determine when the recreation programs for the handicapped and the senior citizens began.

3. To identify those who provided the initial impetus in developing the recreation programs for the senior citizens and the handicapped.

4. To identify any special arrangements that have been made to develop the recreation programs for these special groups.

5. To identify the agencies with which the municipal recreation departments cooperate in developing and conducting programs for the senior citizens and the handicapped.

6. To discover the problems experienced by the municipal departments in developing and conducting the recreation programs for the handicapped and the senior citizens of the community.

7. To identify the procedures followed by the municipal recreation departments in developing their recreation programs for the senior citizens and the handicapped.

Significance of the Study

Given only scattered and fragmentary attention for many years, the noninstitutionalized ill and handicapped are now
beginning to be provided with recreational services.
Information revealed in this study should be valuable in
guiding municipal administrators, recreation specialists,
volunteer organizations, and professional therapists in
increasing and improving the limited recreation services
now offered.

Definition of Terms

The terms as used in this study are defined as follows:

1. Mentally and Physically Handicapped.--In this study
   the mentally and physically handicapped includes the mentally
   retarded, the mentally ill and emotionally disturbed, and all
   types of physically handicapped.

2. Mentally Retarded.--A mentally retarded person is
   considered to have subaverage general intellectual functioning
   which originates during the developmental period and is
   associated with impairment in adaptive behavior (5).

3. Emotionally Disturbed.--A person is considered
   emotionally disturbed when he can no longer function
   adequately in the major areas of social interaction: family
   life, working life, club and voluntary association memberships,
   and recreational life.

4. Physically Handicapped.--There are many illnesses,
injuries, and birth disabilities which handicap people
physically. The most common groups among the physically
handicapped are those who suffer from orthopedic conditions, the blind, and the deaf. Most of these people are not ill, but their disabilities tend to restrict their participation in recreation (3).

5. **Senior Citizen.**—For purposes of this study, senior citizens may be defined as those persons aged sixty-five and older. With age, there is a decline in the number and quality of vital cells and a decreased ability to adapt to changes in the environment (4).

6. **Handicapped.**—A person who has less than normal aptitude and/or ability for performing the ordinary tasks of life, or a particular avocation. The term usually refers to a person who is physically handicapped, e.g., one who has a specific anatomical or physiological deficiency (poor vision, hearing). But the term "handicapped" may also apply to the mentally retarded, the maladjusted, or the educationally retarded person.

7. **Municipal Recreation.**—Recreational services provided by the local governmental agency through public tax funds (2).

8. **Special Groups.**—Special groups refers to the senior citizens, the mentally retarded, the physically handicapped, and the emotionally disturbed.
9. **Case Study.**—The case study method consists of a mode of analysis rather than a set of research procedures. It is "an approach which views any social unit as a whole" (1, p. 168). For the purposes of this investigation, the municipal park and recreation departments under study will be regarded as social units.

**Limitations of the Study**

The basic limitations of this study were:

1. The study included only fifteen municipal recreation departments in Texas selected on the basis of predetermined criteria.

2. The case study was concerned with only those municipal recreation departments which have established recreation programs for the senior citizens and the mentally and physically handicapped.

3. The study was limited to the extent of cooperation from the human sources of data.

4. No effort was made to determine why each respondent answered in a particular way. The study reflects only the actual response.

**Procedure for Collecting Data**

Prior to conducting this study, the following procedures were completed:
1. The Texas Department of Mental Health and Mental Retardation and the Texas Association for Retarded Children were contacted for possible endorsement and financial support of the study. The Texas Department of Mental Health and Mental Retardation contributed the sum of five-hundred dollars toward the completion of the study. The Texas Association for Retarded Children endorsed the study but could not contribute financial support because of its own financial situation.

2. A post card survey was conducted in Texas to identify all those communities that have a municipal recreation department.

3. As part of a feasibility study, a questionnaire was developed to be used in determining the need for the case study.

4. Ten experts in the field of recreation were selected to serve as a panel of judges to establish the validity of the questionnaire.

5. The questionnaire and cover letter were sent to all the municipal recreation departments in Texas addressed to either the recreation director or to the person in charge of the recreation program for the special groups.

The procedures followed in conducting the case study included the selection of the fifteen municipal recreation
departments to be studied. Only those departments were selected which included two or more of the special groups in a recreation program. This procedure identified five departments which had special recreation programs for all four groups listed: the mentally retarded, the mentally ill, the physically handicapped, and the aged. Also included in the case study were five departments which had programs for three of the four groups and five which included two of the four groups.

The next step consisted of developing the interviewing instrument to be used in interviewing the subjects in the case study. The interviewing instrument consists of a series of closed and open-ended questions relating to the community in general, the total recreation department, the recreation programs for the special groups, and the problems encountered in these recreation programs. The interviewing questions were submitted to five experts in the field of recreation. Based upon their comments and suggestions, revisions were made. The questions were then used in conducting two extensive practice interviews. The questions were again revised as faulty items became apparent.

After the interviewing questionnaire was developed and refined and the fifteen municipal park and recreation departments selected, procedures were initiated to arrange
appointments with the appropriate personnel in each of the fifteen departments during the Spring Semester of the academic year 1969-1970. Additional interviews were conducted with key personnel in other agencies that cooperated with the municipal park and recreation departments. All interviews were tape recorded with the permission of the interviewee.

Procedures for Treating Data

From the data gathered in the case study, the appropriate descriptive information was presented and discussed. The descriptive information presented included:

1. Information and data relevant to the communities involved in the case study.

2. Information and data relevant to each municipal park and recreation department.

3. Information and data relevant to the recreation programs for the special groups.

4. Information and data relevant to the problems encountered in the development and conduct of the recreation programs for the special groups.

5. Identification of the procedures the municipal park and recreation departments followed in the development of their recreation programs for the special groups.
Organization of Remainder of the Study

The second chapter is a presentation of the related research and literature. The feasibility study is discussed in detail in Chapter III. Chapter IV presents individual discussions of each case included in the study. Chapter V is devoted to a summary of findings and recommendations for developing municipal recreation programs for special groups and for future studies.
CHAPTER BIBLIOGRAPHY


CHAPTER II

REVIEW OF RELATED LITERATURE

In an effort to substantiate some rather general observations regarding the function of municipal recreation departments in providing services to the mentally and physically handicapped and the senior citizens, a survey of related literature was undertaken. The literature gleaned was essentially limited to journals, books, and research reports containing contemporary issues, trends, and questions which continue to be raised regarding recreation for the handicapped and the senior citizens in the community setting.

Introduction

Social isolation of the handicapped child is a major problem, since a child's most disabling handicap is being denied the active learning experiences of childhood. Mothers often find that the complications involved in taking a handicapped child on trips or errands are so great that it is simply easier to leave him at home. As a result, many disabled children know very little of their own neighborhoods. Even when a disabled child is not kept at home, it is doubtful that he goes to the beach, parties, or movies as regularly.
as normal children. Many handicapped children have never seen a supermarket or been to a baseball game. How can a child who has spent the major portion of his life in his family's home or in a clinic be expected to have the experiential background of a normal child?

Often the disabled child is given very little opportunity to play or socialize with normal children outside the family, and consequently has had very few group experiences. Play for a child is serious business, for it is through associations with other children that he develops as a person and learns how to adjust to life situations. After he has spent much of his life apart from normal children, it is unreasonable to assume that a handicapped child will make an immediate adjustment to an assortment of normal children who have played in groups for years. Many disabled children need some period of preparation before they are ready for group life with their non-handicapped peers.

In order for handicapped children to be realistic about their life situation and to embrace attainable goals, they must be exposed to the same standards as are normal children and not patronized because of physical limitations. Too often, people lower the standards for the disabled individual and thereby cause confusion if his performance is not considered at least average in another situation.
Many patients attempting the transition from hospital to community are sorely lacking in social and diversional recreation skills (15). This deficiency seriously affects the rate of adjustment and determines to a large extent the type of adjustment which is made. In some instances, such a deficiency may determine whether an individual remains out of the hospital. Other patients may remain in the ward for months, even years, after maximum benefits of hospitalization have been received. In both the case of prolonged hospitalization and the case of retarded adjustment upon release, the patients involved may be at some time active in the hospital's recreation program. Does this mean that the therapeutic recreation programs are lacking in activities that are useful in the process of social reintegration? Does this mean that community recreation agencies turn away individuals who do not meet rigid standards of attitude, behavior, and compatibility? The answer to both questions would certainly be negative. The missing link, and one that is important, is the result of the failure of most therapeutic recreation specialists to consistently remember that at some future date many patients participating in the activities within the planned, protective atmosphere of the hospital will eventually leave that situation and have to provide for themselves adequate leisure-time activities (15).
The therapeutic recreation specialist, according to Thompson (36), is in a unique position to play a vital role in the rapidly expanding community recreation programs for the handicapped. His knowledge of the recreation needs of the handicapped and his years of practical application of activities, equipment and facilities make him extremely valuable to agencies working with the handicapped in the community.

It should be readily apparent to anyone who has worked in a therapeutic recreation program that the patients are seldom adequately prepared through involvement in appropriate activities and leisure time consultation to function independently in the community. This is especially true of those patients hospitalized for a number of years. What is often forgotten is that only a very small minority of the handicapped—of all types—are hospitalized. For example, there are approximately 20,000,000 individuals in the United States suffering from some form of mental illness, and at least 250,000 children with less serious disorders are receiving treatment each year at mental health clinics throughout the nation. It is also known that there are approximately 20,000,000 aged citizens in the United States, as well as 6,000,000 mentally retarded, 11,000,000 individuals suffering arthritis, 600,000 cerebral palsy victims, and
500,000 people afflicted by multiple sclerosis and muscular dystrophy (37). These figures do not include people who are orthopedically incapacitated, the blind, the deaf, and those who suffer many other types of disabilities.

Remembering the above statistics, it should be also considered that, according to a study conducted by the National Recreation and Park Association in 1959, there were 6,776 hospitals in the United States, with a total bed capacity equal to slightly less than 2,000,000 (13). It is quite obvious from these statistics that the vast majority of people suffering from some disease or disability are not confined to an institution, but live in the community.

Consider the remarks by Dr. S. T. Ginsberg:

More psychiatric patients now remain in the community. More first admissions for mental illness are now admitted to general hospitals than to mental hospitals. Many patients are cared for in community psychiatric clinics, halfway houses, sheltered workshops, and nursing homes. More patients are being released and discharged from mental hospitals. Comprehensive, coordinated efforts on the part of all community services, health, and welfare agencies and the hospital staffs are required to assist the mental patient in his renewed effort to maintain himself in his home environment. Patients require continuous support from the community, particularly to meet family problems, and leisure time problems (10, p. 3).

Dr. Arthur L. Drew, speaking at Indiana University, drew attention to the problem of mental retardation in the community with the following remarks:
If the figures given by the President's Panel on Mental Retardation are correct, some 96% of the retarded are in the community, and de facto, are the responsibility of the community. Mental Retardation, thus, is in my mind a real community responsibility. The time has come when the community at large can no longer, in good moral conscience, deny the existence of the problem and seek to be relieved of their responsibilities by custodial agencies (7, p. 45).

What little evidence there is reveals that most municipal recreation departments avoid starting the planning of recreation services for the mentally retarded and other special groups. The majority of existing attempts at planning for the retarded appear to be the efforts of other agencies, such as the local associations for retarded children. Hillman (14) indicated that only 15 per cent of the fifty-four states, territories, and other jurisdictions participating in Comprehensive Planning for the Mentally Retarded had a recreation task force aiding the planning efforts for the retarded.

The Mentally Retarded

Early in the 1960's, President Kennedy charged a group, later to become known as the President's Panel on Mental Retardation, to develop a program that could be implemented in an effective attack on mental retardation. This program (28) has yet to be fully developed, and one of its basic objectives, to provide adequate recreation services to the
mentally retarded, has achieved little more than getting off the ground. A major role in providing these recreation services is, and must be, played by municipal recreation agencies. Only a small percentage of these public agencies have risen to meet their obvious responsibility—to provide recreation services for all members of the community, including the mentally retarded. As Shivers has indicated, "Perhaps the greatest inequity relating to recreational service has been contained within the basic principle of equal opportunity to all of the people all of the time" (31, p. 141). Kraus further verifies this non-action in his review of the status of programs:

On every level, then, recreational and social experiences are important to retarded children and adults. Yet, it is a sad commentary that only a small proportion of public recreational agencies in the United States offer program services for the retarded, either in integrated or separate groups (18, p. 323).

In the past several years, investigations have been conducted in an attempt to determine the status of municipal recreation programs for the mentally retarded and other handicapped or disabled groups on both a national and local basis (25).

In 1964, Marson (20) conducted a national study co-sponsored by the National Recreational and Park Association and the National Association for Retarded Children.
The study of 2,000 municipal recreation departments was to assess the status of services being provided the mentally retarded, the mentally ill, the physically handicapped, and the homebound. A total of 1,000 responded to an initial post card survey, with 427 (43 per cent) indicating that they provided some recreation program or facility for either the mentally retarded, the physically handicapped, or both of these special groups. A four-page questionnaire was sent to these 427 departments to obtain further information on their programs. Of the 202 (47 per cent) agencies responding to the four-page questionnaire, 139 indicated the mentally retarded were served separately in such facilities as playgrounds, community recreation centers, parks, swimming pools, and day camps. Additional findings suggested that 87 per cent administered their programs for the handicapped separately from their non-handicapped programs, that 68 per cent provided supervision for the programs. The staffing of these 202 programs consisted of 54 directors, 87 supervisors, 193 recreation leaders, and 40 part-time workers. In addition, 1,100 volunteers were participating at the time of the survey. Transportation was provided by only 36 community agencies. In discussing this study, Thompson indicated that "Despite the tremendous growth of recreation, new developments in medical science
and increased leisure time for Americans, there has been a great dearth in developing recreation services for the handicapped in the community setting" (37, p. 20).

In 1967, Andres (1) conducted a survey study limited to 166 cities in the United States regarding municipal recreation programs for the mentally retarded. These cities included the two largest cities in each of the fifty states, along with other cities of 100,000 or more population. Responses obtained from 121 (73 per cent) of the total, revealed that 66 departments (55 per cent) offered some level of programming for the mentally retarded and that 54 responding agencies (45 per cent) have someone functioning as a director of programs for the retarded. It is also noteworthy that only 45 (37 per cent) of the departments indicated that they offer city-wide or district municipal recreation programs for the retarded. It is suggested that although a higher percentage of programs was reported over the previous study cited, the smaller sample of large city recreation departments may reflect the ability of these departments with larger budgets to implement programs. Andres also indicated that there is probably an increasing number of programs, since many departments indicated their programs were fairly new. A major criticism by the investigator was that the mentally retarded adults in the
community seemed to be ignored. Along with this neglect, there was obviously too much dependence on voluntary agencies to provide recreation services for the retarded.

Peters (27), in a 1967 survey of public recreation agencies in the State of Illinois, sent questionnaires to 232 agencies and received replies from 130 (60 per cent). Thirty-six (27 per cent) of the responding agencies had programs for the mentally retarded. Eighty-seven agencies indicated that they had handicapped individuals, mostly retarded or orthopedically handicapped, participating in their general recreation programs. The major observations relating to public recreation agencies and their role with handicapped individuals were the following:

1. Less than 25 per cent of all public recreation agencies reported they are involved in some way in meeting the recreation needs of the ill and disabled.
2. Recreation services for disabled children are offered to a much greater extent than services for disabled adults.
3. The mentally retarded and the orthopedically handicapped receive more attention in recreation programming than persons with other types of illness or disability (27, p. 4).

It was reported by the investigator that of the 130 respondents, 17 per cent indicated that they feel the recreation needs of the ill and the handicapped in their communities are being met. Only 2 per cent feel that their agency alone is meeting the need, while the other respondents feel that the job is being done either by other community
agencies or by the recreation agency in cooperation with other agencies.

The Division of Institutional Management in the State of Kansas created a Task Force on Recreation and Physical Fitness for the Retarded in 1967 (11). The Task Force was created to study many of the obstacles that hinder agencies from becoming involved in programming for the retarded. The Task Force undertook the responsibility of studying the existing situation to formulate recommendations for enhancing the opportunities for recreation and physical fitness available to Kansas' mentally retarded. The purpose of the Task Force was to determine the extent of recreation and physical fitness programs and services in the communities and to make recommendations accordingly to enhance these services. In order to accomplish this purpose, an extensive survey was conducted of Kansas agencies involved with the mentally retarded or involved in providing recreation service. In reporting the results of this survey, Hayes (11) indicated that of the 482 agencies included in the survey 219 (45 per cent) responded. The list of agencies included special education classroom teachers, municipal recreation departments, local associations for retarded children, YMCA's, YWCA's, Boy Scout and Girl Scout Councils, Red Cross Chapters, State Schools for the retarded, colleges,
and universities. Of the 219 respondents 136 (62 per cent) indicated that they did have either recreation or physical fitness activities for the retarded. The findings of the survey showed the community agencies providing the most diversified programs to be the special education classes, municipal recreation departments, and the local associations for retarded children. The data also revealed that, at an average of almost two-to-one, the community agencies provide programs and services in which the retarded are programmed with the "normal" participants.

Through the efforts of the Task Force Committee, it is evident that the community agencies concerned with recreation and leisure-time services do accept their commitment to serve all the people of the community. Many of the agencies in virtually every size community are doing something for the mentally retarded in the State of Kansas.

The Washington Health and Mental Retardation Planning Committee established a Recreation Task Force on Mental Retardation and charged it, "To survey all city and county public recreation and/or park departments in the State, attempting to locate existing public recreation programs for the retarded" (23, p. 2). The Washington task force, recognizing its need to obtain information about programs operating in various communities of the state, prepared a
survey form. Questionnaires were mailed to all sixty-three
public park and recreation departments in the state which
provided organized recreation programs with paid professional
staff personnel. The purpose of the forms was to establish
the number of programs being offered the retarded. Forty-
seven replies were received, representing approximately a 75
per cent return. Only ten of the forty-seven who replied
to the questionnaire indicated operating recreation programs
for the retarded and physically handicapped. It was noted
in the findings that all ten of these programs were
reported to be under supervision of trained staff and that
each department attempted to utilize volunteers in the
conduct of the programs. Of the forty-seven responding
departments, twenty-one indicated an interest in a workshop
to aid professional recreators in leading recreation
programs for the retarded. Twenty-three stated that some
form of assistance would be most helpful to them in
considering, setting up, and administering a recreation
program for the retarded. Acknowledging that public
recreation departments are not the only agencies to serve
the needs of the retarded, twenty-two community departments
asked for a knowledge of other agencies in their area
which offered recreation programs for the retarded.
Stewart (33) prepared a report on recreation for the mentally retarded in South Carolina for the Governor's Interagency Council on Mental Retardation. The report is entitled *The Unused Swing*. As part of this report, a survey was conducted of all the municipal recreation departments in the State of South Carolina to determine the extent of their involvement with the mentally retarded. Responses were gathered from forty-eight of the fifty-four cities involved—a response of 89 per cent. Seven of the respondents stated that they had programs for the mentally retarded, and three indicated programs for other handicapped individuals. Twenty-three of the departments revealed projected plans for increasing facilities and activities in their total recreation programs, and half of these (twelve) indicated that these projected plans included the mentally retarded. Nine agencies said their plans included other handicapped groups. It is encouraging to note that eleven departments indicated their interest in expanding their programs to serve the retarded if a need could be shown. The survey results also showed that eighteen agencies expressed an interest in seminars on recreational activities for the mentally retarded.

Two of the major recommendations of the South Carolina Study Group on Recreation for the Retarded were the following:
1. That: the South Carolina Association for Retarded Children urge its local ARC Chapters to approach their community recreation agencies for the purpose of increasing recreation programming for the retardates as well as giving assistance in the actual obtaining of these local programs.

2. That: an educational program directed at the general public should be undertaken for the purpose of: (a) making them aware of the recreation needs of special groups; (b) acceptance of special groups at regular facilities; (c) creating a demand for facilities by informing them of what it means to special groups (33, p. 23).

It was stated by the investigator that, "With hard work and imagination, recreation can be provided for the retardate in his home community. More and more the emphasis is toward keeping the retardate out of the institution. Thus, more and more facilities and programs are needed to fill his leisure time" (33, p. 22).

A report of Iowa's Comprehensive Plan to Combat Mental Retardation tells of the formation of another task force on recreation:

When the needs of the mentally retarded are reviewed, often only passing attention is given to many of the activities which result in a rewarding and satisfying life experience for mentally retarded persons. One of these areas is recreation, which is often overlooked. In order to focus on this problem, a Task Force was developed in order to give special attention to the recreational needs of the mentally retarded (27, p. 178).

The impact of mental retardation on the individual and his family, along with the concomitant lack of community understanding, has resulted in the mentally retarded typically not taking advantage of community recreation resources which
are available to him. The structures of organizations such as the YMCA, YWCA, Boy Scouts, Girl Scouts, 4-H, and the like, being oriented to community and neighborhood needs, potentially offer the same recreation advantages to the retarded as to the so-called "normal" individual. The majority of the retarded could benefit from participation in the activities of this type of organization.

In describing the situation as it exists in the State of Iowa, the Recreation Task Force indicated that, within organizations, such as Boy Scouts and Girl Scouts, special units for the retarded are rare. Also, programs of special activities for the retarded offered by organizations such as the YMCA and YWCA are on a limited scale. Normally, it was indicated, such programs are limited to special events and periodic use of special facilities, and these programs are usually limited to the more urban areas. The Task Force reports further that the inclusion of the mentally retarded in the general activities of the volunteer service organizations is even less frequent than the practice of providing special programs for the retarded. According to the Task Force, "This is unfortunate since the majority of the persons considered mentally retarded individuals could effectively participate with other persons in most activities" (24, p. 191).
In other related findings, the New Jersey Association for Retarded Children reports that a 1967 survey conducted by the New Jersey Recreation and Parks Society (26) revealed that, of eighty-one New Jersey municipalities with active recreation departments, only nine conduct programs for the mentally retarded. It is interesting to note that all of these programs are conducted by municipal recreation departments in the Greater New York City area.

Stracke (34) found, in a 1969 survey of 500 community recreation agencies in the United States, that 135 (37 percent) of the 365 respondents indicated that their staff has a person or persons working full or part-time with some element of the handicapped population. Although no breakdown was given related to disabilities, it is probable that a large number of these recreation personnel were working with the retarded. It was also noted in the survey report that 33 percent of the responding departments had personnel who worked with the handicapped at local hospitals and other facilities. The investigator reported that 57 percent of the departments noted that handicapped persons from a local hospital or institution used community recreation facilities. Stracke indicated that it is encouraging to discover that 24 percent of the agencies report that a municipal recreation staff person has regular contact with a local hospital
therapeutic recreation worker who refers handicapped individuals to some element of the community recreation program.

Senior Citizens

Bashford (2) conducted a study examining the nature and extent of the leisure-time interests and desired activities of a selected sample of Old Age Pension recipients residing in Englewood, Colorado, on January 1, 1951. The individuals were approached directly in an attempt to obtain their attitudes and viewpoints. The research was conducted with the assistance and cooperation of the Arapaho County Department of Public Welfare, the Recreation and Leisure Time Division of the Denver Area Welfare Council, Inc., and the Englewood Recreation Department.

The research project was based on a proportional stratified random sample representing one-third, a potential of 111 cases, of one district case load in the Arapaho County Department of Public Welfare. The district was comprised of 333 cases on January 1, 1951, and was the only one in which all the recipients lived within the city limits of Englewood. Of the persons in the sample, eighty-eight were interviewed—fifty-five women and thirty-three men. The rest refused to participate or could not be located.
The age range of the eighty-eight persons was from sixty-three to eighty-nine years. Sixty of them had an eighth grade education or less; sixteen had some work in high school; nine had some college level work; and three had attended a trade school or other institution.

Among the eighty-eight persons interviewed, the most popular activities were gardening, reading, visiting, needlecraft, and listening to the radio. Thirty-nine of the eighty-eight recipients (44 per cent) reported they belonged to groups. Almost one-half of the group interests were church-centered. Association with groups of people was the most frequently desired activity for the group. Perhaps the most significant finding of this study was the fact that approximately half of the subjects wanted new or expanded interests. The two activities most frequently desired, group association and visiting, coupled with the desire to share more activities with family and friends, suggested a need to be with people and to be of service. This study was limited to a specific income group living in a suburban community where most of the subjects either lived in their own homes or those of relatives. Therefore, the findings would not be applicable to all aged persons.

Ford (9) conducted an investigation in the State of Indiana to determine the frequency of participation of 854
aged residents (357 men and 497 women) in 68 leisure-time activities during the twelve-month period previous to the personal interview. During the interviews, the respondents were asked about their selected activities, and the interviewer checked one of the following five possible responses for each item: daily, one to four times a week, one to three times a month, one to four times a year, or never. In order to select the subjects for the study, the number of persons aged sixty-five and over was estimated for each of the twelve cities which were selected at random from the 1960 United States Census Report. Four cities were eliminated, leaving a total of eight cities included in the study. Ten per cent was established as a maximum sampling fraction and 5 per cent as a minimum sampling fraction for each city. The investigator recruited 164 lay volunteers in the cities to conduct personal interviews with the 854 subjects. A training manual was developed for use by the volunteers, and they were given specific training in the methods and techniques of conducting the interviews.

Some of the findings in Ford's study relative to the leisure-time activities and interests of the aged persons sampled included the following:

1. There was no discernible pattern of activities among the aged persons sampled. A great variety of interests was seen, and there was a great difference in the frequency with which the interests were carried out.
2. The rank order of the primary sources of interest in the 68 activities was self, childhood home, friends, spouse, children, other, school, church, club, and municipal recreation.

3. The primary locations of the activities engaged in were, in rank order, private home, other, church, lodge or club, commercial recreation, municipal recreation, school, and volunteer agency (9, p. 195).

Some of the conclusions, based on the findings of the study, include the following:

1. The findings of the study have potential use for schools, churches, municipal recreation departments, organizations interested in the aged, and for the public in general.

2. Schools, churches, and municipal recreation departments are not playing a major role in interesting the aged in new activities nor in providing places for them to congregate for leisure-time activities.

3. There is a need for foresight on the part of present day educators, clergymen, and recreation leaders to interest people in the many activities which can be engaged in during later years.

4. There is need for community, church, and/or club programs which will include the aged as contributing members of heterogeneous groups, not as passive members of a group of old folks (9, pp. 197, 199-200).

In two other studies relating to recreation and the aged, Hinkle (14) surveyed forty superintendents of municipal recreation and fifty-two directors of senior citizens' clubs in the Great Lakes District. It was found in this study that the superintendents and directors agreed that the process of initiation of senior citizens' clubs should be accomplished jointly by prospective club members and the recreation department staff, and that senior citizens' clubs should have an advisory board or council. The club members should
pay no fees or charges (if a situation of undue hardship exists), and the municipal recreation department should provide all facilities for club meetings. McLean (21) in an analysis of leisure-time activities of selected aged residents of Bartholomew County, Indiana, interviewed 100 senior citizens who had exceeded the life expectancy by at least 10 years, on their choice of leisure-time activities, their degree of participation in these activities, and their opinion of the activities. The investigator found that participation or interest in an activity in the majority of cases was initiated before the age of twenty-one and encouraged primarily by the home and family. McLean also indicated that an insignificant relationship existed between number of activities engaged in and age, years of formal education, place of residence, type of residence, number of persons in living unit, number of years in retirement, and mental attitude.

The Physically Handicapped

The field of the physically handicapped has witnessed remarkable advances, especially in diagnosis, treatment, and functional rehabilitation. Increasing attention is being focused on the psychological aspects of rehabilitation and the need for the treatment of the total personality as well
as the body. This recent broadening of the definition of rehabilitation, to include psychological rehabilitation as well as physical rehabilitation, stresses the necessity of meaningful and satisfactory recreational experiences. Recent reports have emphasized that, while the need for recreation and recreational facilities has been recognized, the available resources are often inadequate and inappropriate for serving the handicapped.

It was in response to this kind of need that the Associated YM-YWHA's of Greater New York applied for and was awarded a grant by the Association for the Aid of Crippled Children to conduct research in this area.

According to Schwartz (30), the purpose of the research was as follows:

... to study the socio-recreational patterns of a group of physically handicapped children living within a defined geographic radius of a member agency of the Associated Y's. The agency chosen was the Moshulu-Montefiore Community Center. The major goal was to determine if there was a need and demand for recreational services and facilities for handicapped children and their parents (30, p. 1).

The socio-recreative patterns of a group of sixty-nine orthopedically handicapped children were studied by interviewing the parents of a sample of children of nursery school age (3-5) and of after-school program age (5½-12). These cases were selected according to certain criteria such as age, residence, and absence of mental retardation. The families
were primarily from among the lower-middle class and the working class. They were representative of the ethnic composition in the area of the study. The major findings of the study were as follows:

1. Medical diagnosis and knowledge of onset of illness did not help to understand the children as much as examining them by their estimated degree of disability (functional ability). This showed that, the more disabled the child, the more likely he was to be placed in a special school setting. The more withdrawn he was in relation to the outside world, the more he tended to be left out of the neighborhood informal play, and the less he used organized recreation facilities.

2. Siblings of orthopedically handicapped children did not use organized recreation facilities significantly more than the orthopedically handicapped children did. Furthermore, only a minority of parents knew of the existence of such facilities. This may be because the agencies do not exist or because they are not perceived as existing. The first hypothesis was made less tenable when a comparison was done in areas where there were five or more agencies; a majority of parents knew of only one agency or none at all.

3. The parents of children in this sample did not know of other handicapped children; handicapped children did not play with other handicapped children.

4. The greater the degree of disability, the more the child watched television.

5. A large majority of parents indicated that they "may" or "will definitely" utilize the proposed program at the Moshulu-Montefiore Community Center; the expressed willingness to utilize the Center rose with the estimated degree of disability (30, p. 31).

The study indicated that this type of program would be utilized by a group of handicapped children in the community.

Previous studies have indicated that community centers have hesitated to serve the handicapped because of a variety of
anticipated problems. These difficulties include costs, staff apprehensions and lack of knowledge, presumed resistance by parents of non-handicapped children, and the suitability of physical facilities.

McPhee and Magleby (22) visited and interviewed 100 legally blind persons between the ages of twenty-one and eighty in rural Utah during the summer of 1962. The purpose of the interviews was to determine their personal and social adjustment and leisure-time activities. In general, nearly all of the legally blind persons in the Utah study were making satisfactory adjustments in their families and communities. Loss of vision was seldom a factor in seriously disrupting their lives or in causing undue unhappiness or emotional disorder. Leisure-time activities were adequate to meet their needs.

The investigators made the assumption that many of the visually handicapped in Utah, and possibly those in most areas of the United States, would benefit from a more extensive use of services which are already available or could be made available at little expense. On the basis of the above assumption, the authors made several recommendations for those persons concerned with the adjustment of the visually handicapped. Some of these recommendations included that those persons should be responsible for the following:
1. Encouraging the visually handicapped who are senior citizens (age sixty-five or older) to participate in the social and recreational activities which are available for their purposes.

2. Informing the visually handicapped about the social and recreational services which are provided by local churches and other community agencies which are suitable for the visually handicapped. These persons should be encouraged to participate in normal community activities.

3. Provide counseling and guidance for the visually handicapped which will enable them to gain improved understanding of their interest and personal strengths, and to develop and use to a maximum these strengths for self-improvement, for obtaining more adequate recreation, and in some instances for improving their vocational adjustment (22, p. 34).

An important factor which seemingly motivated active participation in religious, intellectual, social, recreational, and service activities of many of the subjects in the study was their membership in the Mormon Church. Eighty-nine persons in the sample stated they were members of the church, and it is likely that some of the non-members took part in some of the Mormon social activities.

On-going and Pilot Programs

Surprisingly few opportunities exist which prepare disabled young people for group recreation with normal individuals. One of the most successful of these care projects is the community center program run by the New York Philanthropic League, a non-profit, non-sectarian, privately sponsored organization affiliated with the United Order of
True Sisters, and devoted to helping orthopedically handicapped children live in a world in which other children can live (19).

The League operates a "Rainbow Club House," offering a variety of activities geared to normal children and adjusted to fit the needs of the individual. No attempt is made to segregate the handicapped from the non-handicapped, and the children are encouraged to participate together so that they may see that they are not so different after all.

The community Council of Greater New York carried on a demonstration program from 1956 to 1959 (3). This program served children in "segregated" groups in several different community centers. The Council found that recreation with the handicapped child is feasible, and they recommended, among other things, that future recreation programs provide for integration with non-handicapped children instead of isolating them as was done in this demonstration project. One difficulty encountered was that several agencies withdrew before the beginning of the project and several discontinued their participation shortly after its start (39).

A parallel project of the Community Council Program was a questionnaire survey of the directors of community agencies to determine their attitudes towards serving handicapped children. The responses indicated that the more experience the director had with handicapped children, the less he
thought that handicapped children needed special facilities; and conversely, the less experienced the director, the more questions and objections he raised in relation to serving this group. The experienced directors indicated that additional services needed were more of a quantative nature—more group work personnel, more supervisory time—than a qualitative change, such as nurses, doctors, or special equipment (6).

Most public recreation agencies do not lack the commitment to provide recreation services to the handicapped. There are, however, many obstacles to overcome to enable these agencies to fulfill their commitments. A number of studies (1, 4, 5, 8, 11, 12, 16, 35, and 38) indicate that either specific communities have programs in which the handicapped are involved, most frequently with non-handicapped, or that there are a number of municipal recreation departments across the United States providing some kind of recreation service for the handicapped.

There remains, however, a great dearth of municipal recreation services for the handicapped and the aged. Shivers (32) has stated that there are two critical factors chiefly responsible for this situation in the community: widespread attitudes of prejudice toward the disabled and the growth of specialized services.
The usual proposition used to justify segregating the handicapped from the community and its services cites contamination and its attendant fears and the inadequacies of time, money, space, facilities, and personnel. Such reasoning thereby encourages community indifference, often discouraging the participation of the handicapped or virtually denying them the service provided by the agency. Shivers (32) lists stereotyped responses to the plea for services to the ill and handicapped:

1. Our parents would never stand for having their children exposed to the behavior of the retarded even if proper supervision was available.
2. The children might suffer some shocking experience or be frightened by seeing, or being close to, a handicapped person.
3. "Sick" people do not want to associate with those who might be able to perform more competently than they can—embarrasses them.
4. The handicapped "soil" the atmosphere of the center. They bring the smell, or miasma, of the hospital or sick room with them—the smell of iodine, carbolic and uric acid. No one wants to come to a recreation center when sick people are there (3, p. 7).

These are some of the justifications which are used to prevent the integration of rehabilitation patients within the community. We must assume that such attitudes are not insurmountable and they can be changed. Otherwise, little can be done to provide the equal opportunities that the handicapped have a right to receive.
The handicapped person may be free to utilize public recreation places, but this is not enough. The facility may be made available, but unless there is directed supervision and leadership of the handicapped in the various activities of the recreation program, the association between atypical and typical will remain strained. Averted eyes, exaggerated solicitation, and fear of inadequacy are not answers; they are rationalizations and evasions of obligations.

Such attitudes notwithstanding, there are other real problems which are also present. These are the practicalities which tend to preclude recreational services. They are logical and consistent with the problems that most community recreation departments face. The following statements given by Shivers may be considered:

1. I do not have the space to take care of the normal people of the community, much less the special equipment, structure, or facility required to program for the handicapped.

2. I do not have enough personnel. I do not have personnel who are trained with the technical skills to work with the handicapped. The handicapped need specialized personnel to handle their needs. The job of working with the ill and handicapped belongs to the special agency. I would rather refer such cases to an agency especially equipped to work with them. I do not know how to meet the needs of the handicapped.

3. I do not have the finances required to meet present community needs. How can I meet the needs of the handicapped?

4. We are spread too thin now. I do not have the time to service the needs of minority groups when I have the whole town to cover. I do not have the necessary assistance to carry on the work. No one wants to
work with the handicapped. I am a one-man department, what can I do?

5. Many of our handicapped are homebound. How can I reach them? Is it my responsibility to provide service to those who cannot even come to the center? (32, p. 8).

There are many excuses for avoiding any new activity. But the one major reason for attempting to expand services is professional obligation. This is the challenge to the recreation profession.

This review of the related literature has provided insight into the problems, issues, and concerns related to the role and responsibility of municipal recreation for the mentally and physically handicapped and the aged. The literature also served as an aid in developing the items contained in the research instrument which was utilized in the feasibility study and the questions used in the case study approach to the selected recreation departments in Texas. Special consideration was given to some of the more obvious questions being raised in recreation by educators, municipal recreation personnel, and therapeutic recreation specialists.
CHAPTER BIBLIOGRAPHY


CHAPTER III

RESULTS OF FEASIBILITY STUDY

Before this investigation could be undertaken, it was necessary to establish a need for such a study. Subsequently, a feasibility study survey was conducted in the state of Texas. All of the municipal park and recreation departments were sent a questionnaire (see Appendix A) to determine which departments included recreation activities for the mentally and physically handicapped or the senior citizens as part of their departmental recreation services.

Purposes of the Feasibility Study

The specific purposes of this study included:

1. To ascertain which municipal park and recreation departments offer recreation activities for the senior citizens, the mentally retarded, the physically handicapped, and the emotionally disturbed.

2. To ascertain the number of municipal recreation departments that provide the use of recreation facilities to the handicapped, and/or the senior citizens.

3. To ascertain the number and type of recreational activities offered, and the facilities made available, to the handicapped and the senior citizen.
4. To ascertain the number of municipal recreation staff working either full-time or part-time in the programs for the handicapped and the senior citizens.

5. To identify the approximate amount of public financing of the recreation programs for the handicapped and the senior citizens.

6. To identify the kinds of information and/or assistance that would be of help to municipal recreation departments personnel that wish to develop programs for the handicapped and the senior citizens.

Procedures for Collecting Data

Procedures involved in conducting the feasibility study:

1. A postal card was sent to the mayor's office in those cities in which there was some doubt as to the existence of a municipal recreation department. This was to help identify all the departments in the state of Texas.

2. A list of items was developed that constituted the trends, issues and problems in the area of special recreation programs for the mentally retarded, other handicapped groups and the senior citizens. This list of items was used in the construction of a questionnaire to be utilized in the survey study.
3. A panel of ten experts was selected to serve as judges for the purpose of establishing validity of the questionnaire.

4. The questionnaire was sent to all the municipal recreation departments in the state. Enclosed with the questionnaire was a stamped, self-addressed envelope to aid in receiving a high percentage of returns.

5. As the data were received from the respondents, procedures were established to transfer all data to IBM cards to aid in the analysis of the data.

6. The data were processed in the Computer Center of the Texas Woman's University. Computations were made; tables were devised; and the results, summary, conclusions, and recommendations are presented in this report.

Report of the Findings

As of February 1, 1970, questionnaires were sent to 110 cities that supposedly have municipal park and recreation departments. Eighteen questionnaires were returned indicating there was no organized recreation department within these cities.

Table I indicates that responses were received from every population category with the exception of the under 5,000 class. It is generally known that very few communities
of under 5,000 will have an organized municipal recreation agency. It is noted that the largest number of departments that have established recreation programs for the senior citizens or the handicapped is in communities of the population category 100,000 to 499,999, with 12 respondents.

**TABLE I**

NUMBER OF MUNICIPAL PARK AND RECREATION DEPARTMENTS ACCORDING TO POPULATION OF CITY

<table>
<thead>
<tr>
<th>Population</th>
<th>Number of Respondents</th>
<th>Number of Respondents With Recreation Programs for Special Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 5,000</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>5,000 to 9,999</td>
<td>8</td>
<td>1</td>
</tr>
<tr>
<td>10,000 to 24,999</td>
<td>21</td>
<td>6</td>
</tr>
<tr>
<td>25,000 to 49,999</td>
<td>17</td>
<td>11</td>
</tr>
<tr>
<td>50,000 to 99,999</td>
<td>11</td>
<td>6</td>
</tr>
<tr>
<td>100,000 to 499,999</td>
<td>13</td>
<td>12</td>
</tr>
<tr>
<td>over 500,000</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>72</strong></td>
<td><strong>36</strong></td>
</tr>
</tbody>
</table>

Table II provides a distribution of the number of recreation programs for any one, or more, of the special groups. Since a department may provide a program of
activities for more than one group, the total number in this table is greater than the total number of departments that are providing programs for the handicapped and/or the senior citizens. It is noted in Table II that the great majority of the programs (72 per cent) are either for the mentally retarded (34 per cent) or for the aged (38 per cent). Although some services are provided for the other two handicapped groups, the extent is considerably less, with only sixteen departments providing activities for the physically handicapped and six departments providing services for the emotionally disturbed.

### TABLE II

THE NUMBER OF MUNICIPAL PARK AND RECREATION DEPARTMENTS OFFERING ACTIVITY PROGRAMS OR THE USE OF FACILITIES TO THE SENIOR CITIZEN AND THE HANDICAPPED

<table>
<thead>
<tr>
<th>Group</th>
<th>Number of Respondents Offering Activities</th>
<th>Number of Respondents Offering the Use of Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior Citizens</td>
<td>30</td>
<td>37</td>
</tr>
<tr>
<td>Mentally Retarded</td>
<td>26</td>
<td>35</td>
</tr>
<tr>
<td>Physically Handicapped</td>
<td>16</td>
<td>22</td>
</tr>
<tr>
<td>Emotionally Disturbed</td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>78</td>
<td>104</td>
</tr>
</tbody>
</table>
There is a slight increase in the number of departments that provide the use of facilities to the handicapped and the senior citizens. In many instances a volunteer group or an agency that serves the handicapped may request the use of a recreational facility independent of the department sponsored program. In many cases, the recreation department does not have the personnel to establish or conduct programs necessitating the offering the use of facilities. Table II shows that each group is more involved in using the facilities for program purposes than in participating in the departmental programs.

The municipal park and recreation departments were asked to indicate how many senior citizens or handicapped individuals participated in their programs. Many responses were according to approximate numbers, and some merely indicated a range of numbers of participants. Several respondents did not indicate how many participants were involved in their programs. Listed in Table III are the number of departments and the number of senior citizens and handicapped participants involved in the recreation programs. Not shown in table form are the raw figures that indicate approximately 3,992 senior citizens or handicapped individuals participate in the municipal programs. These figures include a low number of five participants to a high number of
1,500 senior citizens. According to Table III, most responding departments have less than 104 senior citizens or handicapped participants with about one-half of the respondents having less than sixty participants.

### TABLE III

**NUMBER OF HANDICAPPED AND SENIOR CITIZENS INVOLVED IN MUNICIPAL RECREATION PROGRAMS**

<table>
<thead>
<tr>
<th>Number of Handicapped and Senior Citizens</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 15</td>
<td>7</td>
</tr>
<tr>
<td>15-19</td>
<td>7</td>
</tr>
<tr>
<td>30-44</td>
<td>6</td>
</tr>
<tr>
<td>45-59</td>
<td>3</td>
</tr>
<tr>
<td>60-74</td>
<td>0</td>
</tr>
<tr>
<td>75-89</td>
<td>3</td>
</tr>
<tr>
<td>90-104</td>
<td>4</td>
</tr>
<tr>
<td>105-119</td>
<td>0</td>
</tr>
<tr>
<td>120-134</td>
<td>1</td>
</tr>
<tr>
<td>135-149</td>
<td>0</td>
</tr>
<tr>
<td>150-164</td>
<td>1</td>
</tr>
<tr>
<td>165-179</td>
<td>0</td>
</tr>
<tr>
<td>180-194</td>
<td>0</td>
</tr>
<tr>
<td>195-209</td>
<td>3</td>
</tr>
<tr>
<td>210-224</td>
<td>0</td>
</tr>
<tr>
<td>225-239</td>
<td>0</td>
</tr>
<tr>
<td>240-254</td>
<td>1</td>
</tr>
<tr>
<td>255. over</td>
<td>1</td>
</tr>
</tbody>
</table>

Since it is believed to be a fairly common practice to segregate the senior citizens or the handicapped from the so-called "normal" participants, an attempt was made to determine how these participants were grouped in the program, if indeed they were grouped.
According to Table IV, the procedure most used to group the participants is by chronological age. This is not surprising, since 38 per cent of the departments offer programs for the senior citizens. It may be difficult, however, to form an adequate picture, since several respondents did not complete this item on the questionnaire. The second most common method of grouping the participants is by the particular handicap or condition of the participants. This would appear to be more prevalent, since many times the practice seems to be not to put a handicapped individual, or more specifically a retarded person, with the "normal" individuals in the program.

TABLE IV

METHODS BY WHICH HANDICAPPED INDIVIDUALS ARE GROUPED

<table>
<thead>
<tr>
<th>Methods of Grouping</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chronological Age</td>
<td>15</td>
</tr>
<tr>
<td>By Handicap</td>
<td>11</td>
</tr>
<tr>
<td>Mental Age</td>
<td>6</td>
</tr>
<tr>
<td>IQ</td>
<td>1</td>
</tr>
</tbody>
</table>

Since it is seemingly common that many municipal park and recreation department personnel feel that it requires some special expertise to work with the handicapped, they
often seek special assistance. There are many groups and agencies in the community that are qualified and willing to provide assistance in establishing or conducting programs and services for the handicapped and the senior citizen. Table V provides a list of the agencies or groups with which some cooperation has been achieved in connection with the recreation program for the special groups.

### TABLE V

**TYPES OF AGENCIES OR GROUPS WITH WHICH MUNICIPAL PARK AND RECREATION DEPARTMENTS COOPERATE IN RECREATION PROGRAMS FOR THE HANDICAPPED AND THE SENIOR CITIZENS**

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Red Cross</td>
<td>14</td>
</tr>
<tr>
<td>Hospitals</td>
<td>8</td>
</tr>
<tr>
<td>Home for the Aged</td>
<td>2</td>
</tr>
<tr>
<td>Welfare Agency</td>
<td>4</td>
</tr>
<tr>
<td>Special Education</td>
<td>8</td>
</tr>
<tr>
<td>Local Association for Retarded Children</td>
<td>25</td>
</tr>
<tr>
<td>Teens Aid the Retarded</td>
<td>11</td>
</tr>
<tr>
<td>Schools</td>
<td>1</td>
</tr>
<tr>
<td>Civic Clubs</td>
<td>6</td>
</tr>
</tbody>
</table>

It is not surprising that most municipal recreation departments cooperate with a local association for retarded children, since 33 per cent of the departments providing activities to the handicapped serve the mentally retarded. Other common reasons for this cooperation are the purposes of the
associations and the composition of their membership. The membership consists primarily of parents of retarded children, and a major purpose of their programs is to provide recreation for retarded children.

In Tables VI and VII, the number of leaders provided by the parks and recreation departments and other agencies for the recreation programs is shown. Here again, a major weakness is that some respondents did not answer the questions pertaining to leadership. A common occurrence was that several departments did not provide paid leadership, but relied on other agencies for leadership in the recreation programs. Listed in Table VI are the number of departments that provided full-time and part-time paid leadership for the program. As seen in the table, the most common practice is either to provide one full-time leader or several part-time leaders.

**TABLE VI**

NUMBER OF LEADERS PROVIDED BY PARK AND RECREATION DEPARTMENTS FOR THE HANDICAPPED OR THE SENIOR CITIZENS PROGRAMS

<table>
<thead>
<tr>
<th>Number of Full-Time Leaders</th>
<th>Number of Respondents</th>
<th>Number of Part-Time Leaders</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>8</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>3</td>
<td>2</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>4</td>
<td>1</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>5</td>
<td>0</td>
<td>5</td>
<td>0</td>
</tr>
<tr>
<td>6</td>
<td>0</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>7 or more</td>
<td>1</td>
<td>7 or more</td>
<td>2</td>
</tr>
</tbody>
</table>
As shown in Table VII, the agency that provides the most paid leadership for the special recreation programs is the local association for retarded children, as six municipal recreation departments indicate that this agency provided paid leadership for their program.

**TABLE VII**

<table>
<thead>
<tr>
<th>.agencies other than municipal recreation providing paid leadership for the handicapped or the senior citizens programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agencies</td>
</tr>
<tr>
<td>Association for Retarded Children</td>
</tr>
<tr>
<td>Kennedy Foundation</td>
</tr>
<tr>
<td>Dallas Association for Handicapped</td>
</tr>
<tr>
<td>Dallas Association for the Blind</td>
</tr>
<tr>
<td>Angels Incorporated</td>
</tr>
<tr>
<td>Local Association for Mental Health</td>
</tr>
<tr>
<td>Mental Health-Mental Retardation Center</td>
</tr>
<tr>
<td>East Texas Treatment Center</td>
</tr>
<tr>
<td>County Welfare</td>
</tr>
<tr>
<td>Special Education</td>
</tr>
<tr>
<td>Childrens Psychiatric Hospital</td>
</tr>
<tr>
<td>Texas Department of Mental Health and Mental Retardation</td>
</tr>
<tr>
<td>Child Study Center</td>
</tr>
</tbody>
</table>

There are two common methods of operation of the recreation programs for the special groups, as shown in Table VIII. The most common method is that the programs
are operated on a year-round basis, with twenty-eight respondents following this pattern. The second most common method is that of operating the programs only on a summer basis, with thirteen respondents following this procedure.

**TABLE VIII**

**TIME OF YEAR WHEN THE RECREATION PROGRAMS FOR THE HANDICAPPED OR THE SENIOR CITIZENS ARE CONDUCTED**

<table>
<thead>
<tr>
<th>Time of Year</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Year-round Basis</td>
<td>28</td>
</tr>
<tr>
<td>Summers Only</td>
<td>13</td>
</tr>
<tr>
<td>Certain Months of Year</td>
<td>2</td>
</tr>
<tr>
<td>School Year Only</td>
<td>0</td>
</tr>
</tbody>
</table>

There are a variety of times during the day, week, or month of program operation, with the most common being that programs are conducted at various times during the week (Table IX). Several departments indicate that their programs are either after school and week-ends, week-ends only, morning hours only, or after school only.
TABLE IX

TIME OF DAY AND/OR WEEK WHEN THE RECREATION PROGRAMS FOR THE HANDICAPPED OR THE SENIOR CITIZENS ARE CONDUCTED

<table>
<thead>
<tr>
<th>Time</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Various Times During Week</td>
<td>20</td>
</tr>
<tr>
<td>Morning Hours Only</td>
<td>9</td>
</tr>
<tr>
<td>Week-ends Only</td>
<td>4</td>
</tr>
<tr>
<td>After School and Week-ends</td>
<td>4</td>
</tr>
<tr>
<td>Special Monthly Programs</td>
<td>3</td>
</tr>
<tr>
<td>After School Only</td>
<td>1</td>
</tr>
</tbody>
</table>

The handicapped and the senior citizens participate in a variety of activities in the municipal recreation programs. In fact, the recreation programs for the handicapped and the senior citizens are usually limited only by the creativity and desire of the leaders responsible for the activities. The activities most frequently included in the recreation programs for the special groups are listed in Table X.

It is readily seen that the five most common activities—swimming, arts and crafts, table games, active sports, and picnicking—are the same for the mentally retarded, the emotionally disturbed, and the physically handicapped although not in the same order of occurrence. Three of these (arts and crafts, table games, and picnicking), the more sedentary activities, are also the most common activities provided for the senior citizens by the municipal recreation
### TABLE X
ACTIVITIES OFFERED TO THE HANDICAPPED AND THE SENIOR CITIZENS

<table>
<thead>
<tr>
<th>Activities</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arts and Crafts</td>
<td>21</td>
</tr>
<tr>
<td>Table Games</td>
<td>28</td>
</tr>
<tr>
<td>Picnicking</td>
<td>16</td>
</tr>
<tr>
<td>Music Appreciation</td>
<td>5</td>
</tr>
<tr>
<td>Music Participation</td>
<td>10</td>
</tr>
<tr>
<td>Spectator Sports</td>
<td>12</td>
</tr>
<tr>
<td>Active Sports</td>
<td>0</td>
</tr>
<tr>
<td>Nature Activities</td>
<td>5</td>
</tr>
<tr>
<td>Special Shows</td>
<td>5</td>
</tr>
<tr>
<td>Dramatics</td>
<td>5</td>
</tr>
<tr>
<td>Carnivals</td>
<td>1</td>
</tr>
<tr>
<td>Fishing</td>
<td>7</td>
</tr>
<tr>
<td>Hiking</td>
<td>3</td>
</tr>
<tr>
<td>Swimming</td>
<td>6</td>
</tr>
<tr>
<td>Day Camp</td>
<td>0</td>
</tr>
<tr>
<td>Discussions</td>
<td>9</td>
</tr>
<tr>
<td>Gymnastics</td>
<td>0</td>
</tr>
<tr>
<td>Rhythm and Singing</td>
<td>8</td>
</tr>
<tr>
<td>Dancing</td>
<td>12</td>
</tr>
<tr>
<td>Special Trips</td>
<td>3</td>
</tr>
<tr>
<td>Cook-outs</td>
<td>0</td>
</tr>
<tr>
<td>Playground Activities</td>
<td>0</td>
</tr>
<tr>
<td>Bowling</td>
<td>0</td>
</tr>
<tr>
<td>Minature Golf</td>
<td>0</td>
</tr>
<tr>
<td>Bridge Lessons</td>
<td>0</td>
</tr>
<tr>
<td>Bazaars</td>
<td>6</td>
</tr>
<tr>
<td>Kitchen Band</td>
<td>1</td>
</tr>
<tr>
<td>Dinners</td>
<td>1</td>
</tr>
<tr>
<td>Painting Class (Oil)</td>
<td>1</td>
</tr>
<tr>
<td>Active Games</td>
<td>6</td>
</tr>
<tr>
<td>Motor Skills</td>
<td>0</td>
</tr>
<tr>
<td>Variety Activities</td>
<td>4</td>
</tr>
</tbody>
</table>
Traditionally, a great many of the handicapped participants in the recreation program are children, and many of the programs are conducted only during the summer. For these reasons and because the children need to be physically active, there are more active activities, such as swimming and sports, for the handicapped children than for the senior citizens.

Listed in Table XI are the facilities which the municipal recreation departments are making available to the special groups. There is neither much deviation in the kinds of facilities offered or in the order of occurrence.

### TABLE XI

**FACILITIES MADE AVAILABLE TO THE HANDICAPPED AND THE SENIOR CITIZENS**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Playgrounds</td>
<td>0</td>
<td>31</td>
<td>19</td>
<td>24</td>
</tr>
<tr>
<td>Swimming Pools</td>
<td>18</td>
<td>31</td>
<td>15</td>
<td>22</td>
</tr>
<tr>
<td>Parks</td>
<td>46</td>
<td>33</td>
<td>19</td>
<td>25</td>
</tr>
<tr>
<td>Recreation Centers</td>
<td>46</td>
<td>28</td>
<td>11</td>
<td>18</td>
</tr>
<tr>
<td>Meeting Rooms</td>
<td>36</td>
<td>19</td>
<td>11</td>
<td>14</td>
</tr>
<tr>
<td>Arts and Crafts Room</td>
<td>23</td>
<td>13</td>
<td>9</td>
<td>12</td>
</tr>
<tr>
<td>Day Camp</td>
<td>0</td>
<td>5</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Botanical Gardens Museum</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Golf Course</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Shuffleboard</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
The only exception is that the senior citizens either do not have access to, or do not use, playgrounds as the handicapped persons do. Communities are, however, making parks available to the senior citizens more than any other facility and more than to any other group. Because of the physical condition and the interest of the senior citizens and because of the nature and structure of playgrounds, it is not likely that this group would utilize a playground to any great extent.

The majority of responding departments have no charge for their recreation programs, as indicated in Table XII. It was discovered in the survey that only five of the respondents stated that their programs are not free of charge to the handicapped and the senior citizens. In these instances two of the departments assessed small fees for specific activities, two departments have a small fee for registration, and one department has a small fee to help offset the cost of transportation.

<table>
<thead>
<tr>
<th>Type of Fee or Charge</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free of Charge</td>
<td>31</td>
</tr>
<tr>
<td>Charge for Registration</td>
<td>2</td>
</tr>
<tr>
<td>Fee for Specific Activity</td>
<td>2</td>
</tr>
<tr>
<td>Fee for Transportation</td>
<td>1</td>
</tr>
<tr>
<td>Fee for Using Facilities</td>
<td>0</td>
</tr>
</tbody>
</table>
In almost half of the departments responding to the question regarding financial support, there are no tax funds provided for the conduct of the recreation programs for the special groups. In those departments that do have tax funds available for the programs, they are equally divided between either providing up to 50 per cent of the support of the program by tax funds or by financing 100 per cent of the program through tax funds. Both instances represent from 15 per cent to 25 per cent of the departments indicating they have a recreation program for the senior citizens and the handicapped. The most common methods of obtaining financial assistance are through the cooperation of other agencies, by voluntary contributions, and by assessing fees and charges. Voluntary contributions and cooperating agency funding each were mentioned by 25 per cent of the municipal recreation agency as sources of financial assistance to their programs.

Transportation is quite frequently a problem that causes some difficulty, especially when physically handicapped or retarded individuals are participating in the program. This is also true with regard to the senior citizens if the elderly person has to commute a considerable distance to a recreation center with no means of personal transportation. According to the data obtained in this study, approximately 95 per cent of the municipal recreation departments do not
provide transportation (Table XIII). More than half of the departments rely on volunteers, and almost 75 per cent rely on parents to provide transportation for the participants in the programs.

**Table XIII**

TRANSPORTATION PROVIDED BY THE MUNICIPAL PARK AND RECREATION DEPARTMENTS FOR THE HANDICAPPED AND THE SENIOR CITIZENS

<table>
<thead>
<tr>
<th>% Provided</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>28</td>
</tr>
<tr>
<td>Less than 25%</td>
<td>5</td>
</tr>
<tr>
<td>25%-49%</td>
<td>2</td>
</tr>
<tr>
<td>50%-74%</td>
<td>1</td>
</tr>
<tr>
<td>75%-99%</td>
<td>0</td>
</tr>
<tr>
<td>100%</td>
<td>0</td>
</tr>
</tbody>
</table>

The respondents were asked to indicate whether or not they believed it was a responsibility of the municipal park and recreation agency to provide programs and services to the handicapped and the senior citizens. As shown in Table XIV, the opinions were evenly divided.
TABLE XIV

NUMBER OF MUNICIPAL PARK AND RECREATION AGENCIES INDICATING IT IS THEIR RESPONSIBILITY TO PROVIDE PROGRAMS FOR THE HANDICAPPED AND THE SENIOR CITIZENS

<table>
<thead>
<tr>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes: 33</td>
</tr>
<tr>
<td>No: 30</td>
</tr>
<tr>
<td>No response: 9</td>
</tr>
</tbody>
</table>

Table XV provides an indication of the kind of information and/or assistance that the municipal recreation personnel believe would be of value in helping them develop or conduct recreation programs for the handicapped and/or the senior citizens. It is not surprising to see that additional staff and additional finances are at the top of the list. It is surprising to see that additional, or special, transportation was not listed by many of the respondents, in view of the fact that so few departments provide transportation. This is perhaps a problem more from the participant's viewpoint than from the department's, since the departments rely quite heavily on other sources for transportation.
TABLE XV

TYPES OF ADDITIONAL INFORMATION AND/OR ASSISTANCE NEEDED BY MUNICIPAL RECREATION DEPARTMENTS

<table>
<thead>
<tr>
<th>Information or Assistance</th>
<th>Number of Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Additional Staff</td>
<td>35</td>
</tr>
<tr>
<td>Additional Finances</td>
<td>31</td>
</tr>
<tr>
<td>Special Knowledge About Handicaps</td>
<td>30</td>
</tr>
<tr>
<td>Specially Trained Staff</td>
<td>28</td>
</tr>
<tr>
<td>Inservice Training for Staff</td>
<td>24</td>
</tr>
<tr>
<td>Additional Facilities</td>
<td>23</td>
</tr>
<tr>
<td>Special Knowledge about Activities Suitable for the Handicapped</td>
<td>19</td>
</tr>
<tr>
<td>Additional Transportation</td>
<td>16</td>
</tr>
<tr>
<td>Special Transportation</td>
<td>10</td>
</tr>
<tr>
<td>Adaptation to Present Facilities</td>
<td>10</td>
</tr>
<tr>
<td>NR</td>
<td>6</td>
</tr>
</tbody>
</table>

The municipal recreation personnel responding to the survey questionnaire stating that they included activities for the mentally or physically handicapped and the senior citizens are listed in Table XVI. The respondents are listed according to the city in which they are located. Provided in the table is a categorization of the cities according to the number of special groups served. It is shown in the table that six municipal park and recreation departments stated that they included activities for all four of the special groups. The population of the cities in which the departments are located is given, as is the number of handicapped and senior citizens served by the park and recreation departments.
# TABLE XVI

DEPARTMENTS OFFERING RECREATION PROGRAMS FOR THE
HANDICAPPED AND THE SENIOR CITIZENS

<table>
<thead>
<tr>
<th>City</th>
<th>Population</th>
<th>Special Groups</th>
<th>Number of Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>A. All Four Groups</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Stephenville</td>
<td>5,000-9,999</td>
<td>MR, ED, PH, SC*</td>
<td>10</td>
</tr>
<tr>
<td>2. Bellaire</td>
<td>10,000-24,999</td>
<td>MR, ED, PH, SC</td>
<td>12</td>
</tr>
<tr>
<td>3. Lake Jackson</td>
<td>10,000-24,999</td>
<td>MR, ED, PH, SC</td>
<td>20</td>
</tr>
<tr>
<td>4. Wichita Falls</td>
<td>100,000-499,999</td>
<td>MR, ED, PH, SC</td>
<td>30</td>
</tr>
<tr>
<td>5. Padadena</td>
<td>100,000-499,999</td>
<td>MR, ED, PH, SC</td>
<td>40</td>
</tr>
<tr>
<td>6. Austin</td>
<td>100,000-499,999</td>
<td>MR, ED, PH, SC</td>
<td>200</td>
</tr>
<tr>
<td>B. Three of the Four Special Groups</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Texas City</td>
<td>25,000-49,999</td>
<td>MR, PH, SC</td>
<td>100</td>
</tr>
<tr>
<td>2. McAllen</td>
<td>25,000-49,999</td>
<td>MR, PH, SC</td>
<td>150</td>
</tr>
<tr>
<td>3. Fort Worth</td>
<td>100,000-499,999</td>
<td>MR, PH, SC</td>
<td>75</td>
</tr>
<tr>
<td>4. El Paso</td>
<td>100,000-499,999</td>
<td>MR, PH, SC</td>
<td>90</td>
</tr>
<tr>
<td>5. Lubbock</td>
<td>100,000-499,999</td>
<td>MR, PH, SC</td>
<td>100</td>
</tr>
<tr>
<td>6. Dallas</td>
<td>500,000 over</td>
<td>MR, PH, SC</td>
<td>1,500</td>
</tr>
<tr>
<td>7. San Antonio</td>
<td>500,000 over</td>
<td>MR, PH, SC</td>
<td>450</td>
</tr>
<tr>
<td>C. Two of the Four Groups</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Rosenberg</td>
<td>10,000-24,999</td>
<td>MR, PH</td>
<td>50</td>
</tr>
<tr>
<td>2. Edinburg</td>
<td>10,000-24,999</td>
<td>MR, SC</td>
<td>15</td>
</tr>
<tr>
<td>3. Richardson</td>
<td>50,000-99,999</td>
<td>MR, SC</td>
<td>25</td>
</tr>
<tr>
<td>4. Victoria</td>
<td>25,000-49,999</td>
<td>PH, SC</td>
<td>40</td>
</tr>
<tr>
<td>5. Grand Prairie</td>
<td>50,000-99,999</td>
<td>MR, SC</td>
<td>30</td>
</tr>
<tr>
<td>6. Farmers Branch</td>
<td>25,000-49,999</td>
<td>MR, SC</td>
<td>15</td>
</tr>
<tr>
<td>7. Garland</td>
<td>50,000-99,999</td>
<td>MR, PH</td>
<td>35</td>
</tr>
<tr>
<td>8. Mesquite</td>
<td>50,000-99,999</td>
<td>MR, SC</td>
<td>25</td>
</tr>
<tr>
<td>9. Arlington</td>
<td>100,000-499,999</td>
<td>MR, SC</td>
<td>280</td>
</tr>
<tr>
<td>10. Waco</td>
<td>100,000-499,999</td>
<td>MR, SC</td>
<td>...</td>
</tr>
<tr>
<td>11. Corpus Christi</td>
<td>100,000-499,999</td>
<td>MR, SC</td>
<td>...</td>
</tr>
<tr>
<td>12. Denton</td>
<td>25,000-49,999</td>
<td>MR (summer) SC</td>
<td>15</td>
</tr>
<tr>
<td>13. Orange</td>
<td>25,000-49,999</td>
<td>MR, SC</td>
<td>42</td>
</tr>
<tr>
<td>14. Beaumont</td>
<td>100,000-499,999</td>
<td>MR, SC</td>
<td>...</td>
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### TABLE XVI—Continued

<table>
<thead>
<tr>
<th>City</th>
<th>Population</th>
<th>Special Groups</th>
<th>Number of Participants</th>
</tr>
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<tbody>
<tr>
<td>D. One of the Four Groups</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1. Deer Park</td>
<td>10,000-24,999</td>
<td>SC</td>
<td>2</td>
</tr>
<tr>
<td>2. Temple</td>
<td>25,000-49,999</td>
<td>MR</td>
<td>15</td>
</tr>
<tr>
<td>3. Bryan</td>
<td>25,000-49,999</td>
<td>PH</td>
<td>50</td>
</tr>
<tr>
<td>4. Houston</td>
<td>500,000 over</td>
<td>SC</td>
<td>200</td>
</tr>
<tr>
<td>5. Texarkana</td>
<td>25,000-49,999</td>
<td>SC</td>
<td>..</td>
</tr>
<tr>
<td>6. Abilene</td>
<td>100,000-499,999</td>
<td>SC</td>
<td>100</td>
</tr>
<tr>
<td>7. Irving</td>
<td>100,000-499,999</td>
<td>SC</td>
<td>60-90</td>
</tr>
<tr>
<td>8. Euless</td>
<td>10,000-24,999</td>
<td>MR</td>
<td>5</td>
</tr>
<tr>
<td>9. Kingsville</td>
<td>25,000-49,999</td>
<td>MR</td>
<td>40</td>
</tr>
<tr>
<td>10. Odessa</td>
<td>50,000-99,999</td>
<td>SC</td>
<td>200</td>
</tr>
<tr>
<td>11. Killeen</td>
<td>25,000-49,999</td>
<td>MR</td>
<td>250</td>
</tr>
<tr>
<td>12. Brownsville</td>
<td>50,000-99,999</td>
<td>SC</td>
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**Summary**

The results of the feasibility survey study conducted in the State of Texas was presented in Chapter III. It was disclosed through the survey results that, although 41 per cent of the respondents did not believe it was their responsibility to provide services to the handicapped and the senior citizens, 53 per cent of the municipal recreation departments are providing programs for the special groups included in this study. The more prevalent practice among the municipal park and recreation agencies is the providing of facilities to the special groups rather than conducting.
programs for them. There was a significant increase in the number of departments offering the use of facilities for each of the special groups over the number of departments providing programs.

The population of the community appears to have some influence on the prevalence of activities for the handicapped and/or the senior citizens offered by the municipal park and recreation agency. The larger the community, the higher the percentage of departments with recreation programs for the special groups.

Data were collected in the survey study that could be useful in determining the nature and extent of municipal park and recreation programs for the handicapped and the senior citizens. The data revealed the types of activities and the types of facilities available to the special groups. The respondents also indicated the approximate number of participants in their programs as well as the times when the programs were offered, how the programs were financed, how the participants were grouped in the programs, the extent of transportation provided by the municipal park and recreation departments, and the kinds of information and assistance that would be of help in developing or conducting programs for the handicapped and the senior citizens.
The feasibility study reported in this chapter provided credence to the proposition of conducting a more thorough investigation into the operation and administration of fifteen selected municipal park and recreation departments that offer programs to two or more of the special groups.

Chapter IV will be devoted to presenting the case studies of the fifteen selected municipal park and recreation departments and their recreation programs for the mentally and physically handicapped and the senior citizens.
CHAPTER IV

PRESENTATION OF FINDINGS

Research Methods Employed

In preparing and conducting the interviews and in observing the recreational programs for the mentally and physically handicapped and the senior citizens, the investigator repeatedly reviewed the objectives for the case studies. With these in mind, a concentrated effort was made to collect as wide as possible a variety of information which could be considered as relevant details facilitating deeper insights into methods, techniques, and problems involved in establishing and conducting municipal recreation programs for four special groups—senior citizens, mentally retarded, physically handicapped, and emotionally disturbed. A conscious attempt was made to present material that was objective and unbiased. The investigator was not aware of any pressures that affected distortion of the information presented in this study.

Each case study was designed to include interviews with the highest responsible staff member of the park and recreation departments who was most directly concerned with the programs for the senior citizens and the mentally and
physically handicapped. These interviews included the director of recreation and parks, superintendent of recreation, assistant superintendent of parks and recreation, supervisor of community centers and playgrounds, community center director, and supervisor of mental health and mental retardation programs. Interviews were also conducted with personnel employed by agencies that cooperated with the municipal parks and recreation departments in conducting the programs for the senior citizens and the handicapped. These cooperating agencies included the local associations for retarded children, special schools for the retarded and the handicapped, state centers for the mentally retarded, state mental hospitals, and special centers for the senior citizens.

In an effort to gain more knowledge and information concerning the cities involved in the study, interviews were conducted with members of the chambers of commerce, planning departments, finance departments, and the city manager's offices.

Many of the activities for the senior citizens and the handicapped were attended, during which conversations were held with the leaders of the activities as well as many of the participants. These visitations assisted in gaining insight into the nature of the activities provided in the programs and the effectiveness of the programs.
Each of the interviews followed a sequential pattern of questioning, and each parks and recreation department staff member who was interviewed was mailed a copy of the questions at least a week in advance of the scheduled interview. All interviews were tape recorded and later transcribed by a professional secretary employed specifically for this purpose. All interviews were conducted in the most convenient space in the respective interviewee's place of business. In writing the report of the interviews, the wording of the original interviews was used as often as possible.

Sources of Data

Only those municipal parks and recreation departments that indicated they provided recreation programs or activities for at least two of the four special groups were considered as possible subjects for the study. Six departments indicated they provided programs or activities for all four groups. However, one department was eliminated after the initial interview, when it was discovered that only one group was actually programmed for and that only the facilities were available to the other groups. There was no evidence that any mentally or physically handicapped persons took advantage of the opportunity. The remaining five departments were included in the study. It is questionable that any more than two of the groups, senior citizens and mentally retarded,
are included in the program in Austin’s Parks and Recreation Department since the data only support the two groups mentioned above. It was emphasized, however, that the other two groups, physically handicapped and emotionally disturbed, do participate, only to a lesser degree and not in organized groups. Many of the mentally retarded in the program are also physically handicapped, and some also suffer from emotional disturbances.

Six of the municipal parks and recreation departments stated that three of the special groups were included in their programs. All six of these agencies were going to be included in the study. However, one department was eliminated because of a lack of cooperation, and another was eliminated after the initial interview revealed that the department was not actively involved with the handicapped but only offered the use of the municipal recreation facilities. San Antonio was included in this group after this department had completed its first year of operation with a staff member employed specifically for the purpose of developing programs for the mentally retarded, the physically handicapped, and the emotionally disturbed. Therefore, five departments were included in this category.

Fourteen departments recorded recreation programs or activities for two of the four special groups. The names
of two of the seven departments in the immediate Dallas-
Fort Worth area were drawn at random to be used for the
purpose of pre-testing the interview questionnaire. This
eliminated Garland and Denton from inclusion in the case
study. Five departments were selected from the remaining
twelve on the basis of the number of participants in the
programs, population of the city, and the geographical
location of the city. Two of the original five departments
selected were eliminated because of an unwillingness to
participate in the study, and two more were selected to
comprise the total of five departments in this category.

The case studies of the fifteen departments are
presented according to the number of special groups served.
The cities, which identify the departments, are presented in
alphabetical order in each of the three categories. The
first five cases represent the departments that provide
programs or activities to all four groups. The second five
cases represent those departments providing programs or
activities to three of the four groups, and the last five
cases represent the five departments that provide programs
or activities to two of the four special groups.
Austin

Austin, the sixth largest city in Texas, has experienced a steady, stable growth rate exceeding that of the state as a whole. A 102.6 per cent increase since 1950 now gives Austin a population of 268,000, with a metropolitan area total of more than 297,000. This growth is expected to continue, with the population now predicted to exceed 400,000 by 1980. Austin is the center of Texas, with 87 per cent of the population of the state within a 300 mile radius. It is the Texas capitol city and the seat for Travis County government.

The socio-economic and educational levels of the citizens of Austin are higher than the average, because Austin is the state capitol, with the major offices of many local, state, and federal agencies located in the city. There are also seven colleges and universities within the city, a factor which may account for a higher educational level than many other communities. The population of Austin is composed of approximately 74.2 per cent Anglo, 14.4 per cent Mexican-American and 11.4 per cent non-white. There are very few extremely wealthy or extremely poor families in Austin; most of the population can be categorized as white, middle-class citizens with a median household income of approximately $10,322.00.
There is no one industry or firm that dominates Austin's employment force or economy. The state is the largest employer, and Austin has over 350 manufacturing operations and a stable employee force that does not fluctuate drastically. The manufacturing fields are research, granite and other stone, office machines, printing, furniture, instruments, bricks, chemicals, and others. Also, Bergstrom Air Force Base employs more than 7,000 persons and covers more than 3,000 acres of land.

The high quality of Austin's parks and recreation program was emphasized by the recent Gold Medal Award received by the Parks and Recreation Department as the 1968 national champion among cities of similar size. The award is presented annually by the Sports Foundation, Incorporated, for excellence in the field of parks and recreation management.

Parks and Recreation Department

The municipal parks and recreation department maintains many areas and facilities for the recreation use of the citizens. There are 10 major park areas with over 5,820 acres, 40 parks and playgrounds, 18 free neighborhood swimming pools, 20 free wading pools for tots, 6 municipal swimming pools, 4 community recreation centers, 42 tennis courts and a tennis center, 11 athletic fields and several unique museums.
There are only two indoor gymnasiums, but a cooperative agreement with the schools allows the department to utilize the school gymnasiums and playgrounds. There are activities provided for everyone from the very young to the very old, as well as for the handicapped. Whether one wishes to be a participant or a spectator, there are ample opportunities to enjoy one's leisure time in programs sponsored by the parks and recreation department of the city of Austin.

The director of the parks and recreation department is responsible directly to the city manager, although there is an eleven-member advisory park and recreation board. The board makes recommendations to the city council for changes in the master plan; it reviews the budget and selects budget priorities; but it does not hire or discharge the director of parks and recreation.

There are fifteen major supervisory positions in the parks and recreation department, with six of these allocated to the recreation division within the department. Since this is a combined department, it is difficult to delineate between what is parks and what is recreation. Nevertheless, approximately 238 positions are allotted to duties and responsibilities that are oriented more to park and facility maintenance. And approximately 232 positions are assigned to services that are more recreation-oriented. There are
approximately twenty-five positions that are designated as various levels of supervisory positions within the recreation area of the department.

All supervisory positions have the specific requirement of a four-year academic degree plus three years of experience. In some areas of supervision, such as that of the natural science center, less experience will be accepted. All supervision level positions require a college or university degree in recreation or in a field suitably related to recreation. Many of the personnel have degrees in physical education.

A comprehensive study was conducted in 1965 by the parks and recreation department to determine the extent to which volunteers are used within the programs of the department. It was determined that volunteers are the single greatest asset of the recreation program. The number of volunteers varies with the activity, but volunteers are important in almost all of the programs of the department. It was determined through the survey that there were 3,433 individual volunteers in service to the parks and recreation department. The greatest number of volunteer hours was recorded in the program area of sports and athletics, including individual and team, with a total number of 9,161 hours. It was also noted in the survey that the greatest number of volunteers
were involved in non-leadership roles, with 2,579, as compared to the activity leadership roles and the administrative and advisory types of roles. However, the greatest number of volunteer hours were recorded in the activity leadership category.

The Austin Parks and Recreation Department operates on an annual budget of approximately 2,360,000 dollars. Because of the nature of the combined parks and recreation department, it was impossible to obtain a breakdown of the budget expenditures for parks as opposed to those for recreation.

The municipal funds allocated to the parks and recreation department come from the general fund of the municipal budget. The city tax rate is $1.29 per 75 per cent of market value. There is no specific share of the tax rate designated especially for parks and recreation, and there is no special tax for recreation. The department has occasionally received some financial aid from federal sources, but these funds are generally earmarked for specific items, such as the special grant under the Older Americans Act to start the senior citizens program and the grant from the Junior League to help start the natural science center. An additional method of obtaining some financial support is the small fee charged for arts and crafts activities and occasionally other activities that may involve obtaining supplies or special leadership.
In reporting the annual participation in the parks and recreation program, the assistant superintendent of recreation emphasized that his does not represent an individual count. Rather it represents a visitation count, or the number of visitations and/or participants involved in the program during the year. The greatest number of visitations was recorded on the metropolitan parks operated by the department. This accounted for 1,484,480 visitations. The next highest number of visitations, 1,062,910, was recorded on the municipal playgrounds. The total number of visitations for the year was estimated to be at least 5,000,000 to all the facilities operated by the department and all the programs and activities offered or sponsored by the parks and recreation department, from little league baseball to visits to the natural science center and the garden center.

Since the composition of the citizens is largely of the white, middle income, middle-class, this is the group that seemingly participates most in the recreation program. There are no statistics to indicate which group participates most, but it is estimated that even if participation were considered on a pro-rated basis, the white, middle-class citizens would still be the largest group participating in the program. The Mexican-Americans as a group seemingly participate the least in the activities. This is especially
true of the elderly Mexican-Americans, primarily because of their traditions and culture.

The objective of the department is to program activities for all people of the community from the cradle to the grave. Again, it is difficult to determine which age group has the greatest amount of participation since there are programs for tiny-tots, teenagers, adults, and senior citizens. It is estimated, however, that the age group from nine years to fifteen years probably is represented more than any other age group in the program. Since there is no really effective program for the teenagers provided by the department, this is the age group that has the least amount of participation in the sponsored program. There are the usual dance programs for the teenagers, but this is virtually all there is for this age group.

The greatest strength of the Austin Parks and Recreation Department is the apparent, very positive use of volunteers in all phases of the departmental program. Another strong consideration is the excellent cooperation the department has enjoyed with other community agencies and groups. It is also recognized that Austin has one of the finest municipal programs for the senior citizens in the state of Texas and the entire Southwest. The weakest links in the department are the token programs for the teenagers and lack of adequate indoor recreation facilities.
Recreation for Special Groups

Philosophy and goals.—The Austin Parks and Recreation Department provides service to the senior citizens and the mentally retarded individuals in the community. There is no special indication on the departmental organizational chart that related to the programs for the elderly and the handicapped. This service is the responsibility of the department, just as providing service to all other citizens of the community is one of the department's responsibilities. It is the stated philosophy of the department to provide recreational opportunities to all members and all groups within the Austin community. The handicapped and the elderly perhaps have a greater need for recreation service than other individuals because of their inability to take advantage of many of the standard opportunities within the community.

The major goal of the department with regard to the retarded and the senior citizens is to simply provide the best possible program that will best serve the needs of the total handicapped and elderly population. Part of this goal is the cooperation with appropriate community agencies or groups that can help in this endeavor.

When the programs began.—The program for the senior citizens began in 1957, when several community groups began
to seek help in providing some kinds of service to the elderly citizens of Austin. The interest for such a program grew and was presented to the city administration. The presentation resulted in the writing of a grant by the parks and recreation department with the assistance of the Community Councils Committee on Aging and the obtaining of funds under the Older American Act to help establish a program and help construct facilities. Interest was slow in developing, but when the three-year grant expired, enough interest had been garnered that made it possible to get $5,000.00 in donations and an equal amount pledged by the city to continue the senior citizens program. Now there are three community centers devoted to the senior citizens' program.

*How programs are financed.*—The grant provided by the Older American Act totally financed the senior citizens program for the three years it was in effect. Since the grant expired, the city has provided sufficient funds within the department's regular budget allocation for the continuation of the program. The funds received are primarily utilized for personnel. The remainder of the program is now almost totally self-supporting. This situation has been achieved through the assessment of dues for all club members, fees
and charges for many of the activities, and accepting donations. The recreation department does all the printing and other little odd jobs for the senior citizens program, but the members themselves raise their own funds and put on their own programs. Dues range from $1.00 to $4.00 a year at the three centers and other facilities housing the senior citizens programs.

The churches that are utilized as senior citizens centers and the housing authority used for another senior citizens club provide the space, utilities, and maintenance for the program. These considerations are the three major expenses of most programs. The churches will also occasionally donate furnishings. The members raise money for their phone bills, and they realize some profits from their snack bar. The members must also furnish their own art supplies, and the teachers of the activities volunteer their services for the program.

Leadership. -- The assistant superintendent of recreation is the person who supervises the progress of the senior citizens programs and, in general, the program for the mentally retarded. However, each senior citizen center has a director and an assistant director to organize, direct and supervise the program within the respective center.
The mentally retarded program is almost entirely conducted and controlled by the Austin Association for Retarded Children. The primary reason for this type of organizational structure is that prior to becoming the assistant superintendent, the individual functioning in this capacity was the supervisor of special activities.

The assistant superintendent has been closely associated with the program for the senior citizens from its inception and, in fact, was a prime mover in getting the program established. As the program grew and expanded, control has been decentralized into the three senior citizens community centers. However, the directors of the centers still report to the assistant superintendent.

The philosophy of the administration of the department is that persons working with either the mentally retarded or the elderly should have special training. The major area of specialization for personnel working with the senior citizens should be gerontology. However, there are very few people with this background. Therefore, people with degrees in recreation, social work, sociology, or physical education are employed if this academic experience is overlaid with a great big heart, a good deal of understanding, sympathy, a willingness to help, and patience enough to work with the problems of aging and with people who are aging.
The directors and leaders of the senior citizens centers are provided with specific in-service training, as are the volunteers, before they begin working with the elderly. Seminars are scheduled; special speakers come into the centers for meetings; and personnel participate in local, regional, and state training sessions and workshops. The directors and staff of the Austin senior citizens centers now enjoy such a fine reputation that they are now functioning in leadership capacities in many of the workshop sessions. As a result of the outstanding program and the training received by the staff, there is very little turnover in the staff of the centers. Most of the leaders now employed first served as volunteers in the program.

The department has experienced little difficulty in finding qualified leadership for the program because the present supervisory staff has been employed in the program for such a long time. However, it is evident that the lack of financial resources and the resulting inability to pay more than an adequate salary have made it extremely difficult to employ persons who are academically qualified. Most of the personnel employed possess the bare minimum requirements, and they are then given in-service training. After the training and experience, if there are insufficient budgeted
finances to consistently allocate salary increments, the capable people will go where the opportunities are the greatest.

Another problem related to leadership involves providing summer replacement leaders for the regular staff. College students are usually employed, and these young people do not seem to work out as well as the older leaders. The senior citizens do not react as well to the college student as they do to the older leaders.

The most recent major problem of leadership in the program for the elderly occurred when a young person was hired to work as a leader in the program. The individual was quite enthusiastic about the challenge of working with the elderly. However, this person could not operate within the established rules and policies of the agency and therefore was more a disadvantage to the program than an advantage.

A continuing problem in the Austin senior citizen program is trying to start a program for the Mexican-American population of the city. The living pattern of these people seems to make it impossible for the older members of their cultural background to participate in such a program outside of the home. There are the added problems of having the stipulations placed on the program that there must be Mexican-American leadership and that the program must be conducted in Spanish. Here the difficulty is finding
qualified leadership among the Mexican-American people. In an attempt to overcome the aforementioned problems, the staff of the parks and recreation department have even made house-to-house calls in the neighborhood trying to determine what the residents would like and if there are any qualified persons in the area who could function as leaders for the program.

How participants are located.---The coverage and publicity given by the news media in Austin have been major factors in attracting many of the members of the senior citizens program. The tourists have consistently constituted a large segment of the participants in one of the centers for senior citizens, and they are largely attracted by the publicity given by the newspaper and the radio and television stations. The brochure explaining the senior citizens program is put into the Austin Welcome Wagon, and this is distributed to all people over a certain age who are visited. Probably the most effective method of attracting members is by word-of-mouth. Members tell their friends about the program, and the word spreads in this fashion. The churches and nursing homes are also kept informed of the program, and they will occasionally refer an elderly person to one of the centers.
How activities are determined.—The senior citizens have their own social council in each center; this council has as one of its major concerns the planning of the recreation program for the members of that center. They plan the entire program. The directors and leaders in each center, if they are astute and clever leaders, can function in their advisory, consulting, and arranging capacity to help the members plan and carry through an effective program, and the members will gain the satisfaction as though they had planned the entire program. The primary function of the center personnel is the implementation of the program. The members of the center will welcome the advice and assistance of the center personnel, but it is of more benefit to the members if they are made to feel that the program is theirs, the center is theirs, and they truly belong to the center and the program.

What municipal recreation facilities are used.—The use of facilities for the senior citizens program is almost entirely confined to the three community centers designated for the senior citizens and the eight churches that provide meeting places for the members living in the neighborhoods of the sponsoring churches and the housing project. There are some exceptions, such as the art class conducted in the clubhouse of the municipal golf course. Some of the activities, by their very nature, mean that the elderly will
go from their center to other areas. These include attending a special program or going on a tour.

There are very few difficulties experienced with regard to using the facilities, especially since two of the centers were constructed especially for the senior citizens. Here there are no architectural barriers. In the churches that are used for the program, only the lower floor is used. There are no stairs to be climbed, and the furniture is all very suitable. The arrangements made with the churches could not be better. They have made wonderful landlords for the program.

It must be remembered that obtaining these facilities and arrangements did not occur overnight. It was only after many people had worked very hard to make the program a success that the department was able to begin construction on facilities solely for the senior citizens and that the churches offered their very unselfish cooperation and support.

Cooperating agencies.—It is possible that the program for the senior citizens involves more cooperating agencies than any other single area of the parks and recreation program. There are, and have been, several governmental agencies, state and federal, that are important allies in obtaining financial grants. There are, however, several local organizations more directly involved with the program.
for the elderly, such as the public library that maintain a branch in the senior centers. Other cooperating agencies are the East Austin Community Association, the Home Demonstration Agency, the Welfare Agency, the Volunteers Bureau, the Exchange Club, and the Garden Club as well as the churches and nursing homes. All of these agencies provide some kind of service to the senior citizens program either in the form of advice, financial support, materials or supplies, volunteer leadership or programs.

There have been few, if any, real problems in the cooperative venture with the agencies mentioned above. Most of the cooperation came about as as results of parks and recreation staff approaching the agency concerning a particular aspect of the program. Many times the agency has approached the department, or a specific senior center, to inquire if they could help in any way. Most of the agencies that do cooperate are members of the Council of Social Agencies, of which the recreation department is a member, where they have discovered some of the needs of the senior citizens programs.

Communications and public relations. The Austin Parks and Recreation Department employs a full-time public relations secretary. Unfortunately the position is exactly what it is labeled—a secretary's position. The primary concern of the
secretary for public relations is insuring that news of the department's activities is channelled to the news media. The secretary also keeps a file and a scrapbook of the news releases concerning the parks and recreation department. Important items concerning the senior citizens and mentally retarded programs are also handled by the public relations secretary. The employing of a secretary of public relations is the parks and recreation department's attempt to help develop a positive public image of the department, as well as the best means of keeping the public informed of the department's activities.

The department utilizes all the available communications media in the community. Very seldom are there problems relating to the communications and public relations activities of the department. The most recent problem involved the new city manager giving directives to the director of parks and recreation that were in direct conflict with the best interest of the department. Under the city manager's orders, the directives had to be carried out, and the director had to accept the responsibility for the origination of directives which resulted in a drastic change in one area of service provided by the department. Under the pressure of the directives from the city manager's office, the director arranged a staff meeting which excluded the press. After the
press became aware of what happened, they were very much upset and for a long time gave very bad press releases concerning the parks and recreation department—especially the director of the department.

Because of the size of Austin, as in other large cities, there is little compassion between the press and many public departments and offices. The best possible method of overcoming or preventing this kind of problem, according to the assistant superintendent of recreation, is a continual working relationship with the people of the press and other departments. This would include a continuing series of workshops or an exchange series whereby the people concerned with the communication media would be kept informed of the circumstances of the department. It would also include sharing ideas informally over coffee and at informal gatherings.

Transportation.—Transportation is the biggest problem faced by the Austin Parks and Recreation Department with regard to the senior citizens program. The administration confesses that it does not expect to find a 100 per cent effective answer. The transportation problem means that the program for the elderly cannot serve as many members as could be served if transportation were provided. Consequently, the centers have to operate for those members who are able
to solve their own transportation problem. An added complication is the fact that the City of Austin has an inadequate public transportation system since there are areas within the city that are virtually inaccessible to the individual without personal transportation. The inadequate transportation system for the senior citizen was one factor in determining the lower age limit for admission to membership at fifty years of age.

Some of the centers for the elderly serve one or more nursing homes. One nursing home had a government grant that provided a bus for transportation. In this situation, the nursing home brought its residents to the center and returned them to the home. In the senior citizens church clubs, which meet once a week, the women of the churches have organized themselves to provide transportation for the members of their respective church club. There is a voluntary United Church Women's Group called FISH that provides transportation services in emergencies. If the members are taking a touring trip, or if they need transportation to attend a major event in the city, busses will be rented and the members have to pay a fee to cover the cost of the busses.

The City of Houston has an Older American Act Grant that provides funds for busses; however, when the grant expires
they will have to find other sources of funds to finance the bus transportation. No one seems to have a definite answer to the transportation problem. At this point, Austin's Department of Parks and Recreation (except for the exceptions noted above) has had to subscribe to the philosophy of letting the participants find their own means of transportation if they wish to be members of the senior citizens' program. If the program is good enough, the members will find a way to attend.

Liability coverage, medical clearance, physical examinations.—When the program for the senior citizens began under the government grant, required medical examinations presented a real problem, because the program was more of an activities program. At the present time, the closest thing to a medical examination for the members is when a person joins and registers. The name of his doctor is also registered, as well as information as to whether or not the individual has any special medical problems, such as a heart condition or diabetes.

The members must sign a waiver form, and the department and city assume that the person knows whether or not he is able to participate and knows his limitations and will not go beyond these. They are never pushed into anything and they
have the right to accept or reject any of the program features or to decline to participate due to inability or personal preference.

There is no special liability coverage for the senior citizens in the program at this time; and it is believed not to be too important. However, in the near future some form of liability insurance may be a necessity. The program is not an active one; it does not take much physical energy to participate. The members like to dress up and come to the center and socialize and not come to join in an exercise class. So the sedentary nature of the program negates some of the need for liability coverage.

**Most effective and least effective activities.**—The activities that seem to be the most effective are those that allow the member the most satisfaction and that involve a good deal of effort on behalf of the member. Many of these activities are of a community service or community involvement nature. Most of this type of activities begin by involving the member in some table games and then move from there. This practice has been effective except with the Mexican-American membership. A center program cannot totally rely on table games. Any activity planned should take the member from his level of skill and emotional development and
enlarge his scope, even if it means enlarging his scope through a simple armchair travelogue program.

The Mexican-Americans seem to enjoy crafts most, especially those crafts that involve a lot of bright colors. Handwork on baskets, rugs, etc., and making paper flowers or something familiar to them is very effective with this group. For this group, and for most groups in general, table games, if continued over a long period of time, become the least popular and therefore the least effective of the program. This does not mean that all table games should be eliminated; it means they should be evaluated and regulated more carefully.

**Factors contributing to the success of the program.**

If any one single factor had to be designated as the major cause of success, it would be leadership. Leadership is the key. The department has had excellent personnel with few turnovers. This seems to be due to the fact that the personnel prepare for the job with a great deal of training, which includes participation in institutes, workshops, training sessions, and conferences. The personnel have been reliable and trustworthy. This reliability and trustworthiness has been instilled through the confidence placed in the leaders by the administration and the care taken by
the administration in training and preparing them for the responsibilities of the program.

The only factor that remotely resembles a stumbling block is the constant struggle to "sell" the administration of the parks and recreation department and of the city on providing sufficient financial and moral support to keep the program going. This problem was especially crucial when the three-year government grant expired and the department was left with no funds for the continuation of the program.

The Recreation Program for the Mentally Retarded

The Austin Association for Retarded Children. --The Austin Association for Retarded Children is a voluntary, non-profit organization comprised almost entirely of parents who have retarded children. There is a paid executive director and secretary as well as a few part-time employees, such as the ones who work during the summer to conduct the recreation program.

The Association secures, orients, and trains a great many volunteers to work in various aspects of service to the mentally retarded. The Association obtains probably $50,000.00 worth of volunteer time each year. Workshops are conducted for leaders in other agencies and groups of individuals like the Teens Aid the Retarded group (TARS) that does a tremendous job in working with the retarded. The Association
staff and volunteers also work with parents of retarded children to help them become acclimated to the problems in helping the retarded grow and learn to the best of their ability.

**Philosophy and Goals.**—The philosophy of the executive director of the Association concerning recreation for the retarded is that there are no two greater areas than recreation and socialization, and that the two are inseparable. Many people take for granted the kinds of things that are considered play or recreation, and they often do not realize that if a retarded youngster can benefit from play, recreation and socialization, he has a much greater chance of remaining in the community. The major goal of the Association concerning recreation is to improve services and involve every retarded child in a socialization and recreation program that will help teach them the proper social and leisure time behavior that is a must for re-entry into the mainstream of community living.

**When the program began.**—The recreation program for the mentally retarded began in 1964 with a cooperative venture between the Austin Parks and Recreation Department and the Austin Association for Retarded Children. The Association provides the recreation service to the retarded, and the
Parks and Recreation Department provides the budget for the program. The primary interest and impetus was provided by the Association for the Retarded as a result of their having many children to serve and a lack of facilities and funds.

**How programs are financed.**—The Association operates its recreation program for the mentally retarded on a total sum of $3,000.00 a year. The program is limited to approximately eight weeks during the summer and is a summer program only. The $3,000.00 is given the Association by the parks and recreation department and can be used in any way the Association deems necessary. The majority is used for salaries.

**Leadership.**—Each summer the recreation director of the Austin Mental Health and Mental Retardation Center is hired to direct the recreation program for the children. The Association believes he is the best man for the job. The director then hires two assistants for the summer program. There is no job description for any of the positions involved in the recreation program. However, the National Association for Retarded Children does provide some guidelines to help select the personnel. The Austin Association does stipulate that someone with a college or university degree in recreation, physical education, special education,
or a closely related field may be employed as the director of recreation. The two assistants' positions are generally filled by college students. There are no specific written requirements. Other than the three positions mentioned above, all others are volunteer leaders, mostly members of the TARS group. The recreation director is directly responsible to the Executive Director of the Austin Association for Retarded Children and not to the Assistant Superintendent of Recreation of the Austin Parks and Recreation Department.

There has never been a real problem in finding qualified leadership for the recreation program because there are so many sources to turn to for assistance. The leaders who are employed are involved in a short but intensive in-service training program conducted by the staff of the Association, as well as participating in local workshops that help people to work with the retarded.

How participants are located. -- The Austin Association for Retarded Children has a mailing list of approximately 600 names. The parents on the list receive news of the programs each month in the form of a newsletter and special bulletins. This is the primary method of attracting children to the total program and the recreation program of the Association. The newsletter goes not only to the families
of the retarded but also to many interested citizens and civic leaders. There was no special method used in achieving a list of 600 names. The list grew over the years, starting with a few interested people who kept adding names of others to the list as they became known to them. Several referrals also have been made over the years by different agencies like the state schools in the area as well as the Mental Health Center and Mental Retardation Center.

Both the Travis State Schools, the Austin State Schools, and the State Department of Mental Health and Mental Retardation distribute newsletters to parents of retarded children, interested citizens, and professional persons concerned with the mental retardation field. The local communications media also publicize the programs offered by the association, informing many people for the first time that there is a program for the retarded.

There are a great many agencies and organizations of a public and private nature in the Austin area that are working with the retarded. Many times these agencies will refer a child to the Austin Association for Retarded Children for evaluation, counseling or recreation. Many, but not all, of these children may become involved in the recreation program of the Association if it is thought that they would receive
some benefit. Also the special education teachers in the public school system occasionally refer a child to the Association.

How the activities are determined.—There is a basic philosophy guiding the determination of activities to be included in the recreation program. The administration believes that recreation and socialization leads to all other things that the retarded child can do successfully. Activities are planned that emphasize group interaction, in which the children can learn to interact as individuals within a group, where they can learn to take instructions and develop the ability to follow through with these instructions. Activities are also planned that help the retarded with their social behavior, such as their eating and drinking habits. The activities provided by the Association are guided by rules established by the community at large, because the retarded must learn to live by these rules. Therefore, the Association offers programs that will help the children learn what is appropriate in the community as opposed to what is not appropriate.

Subscribing to the above philosophy, the director of the recreation program and his assistants attempt to develop the activities for the program. The development of the program is usually in the form of a brainstorming session.
and will occasionally involve the Executive Director of the Association and members of the TARS organization. From the brainstorming session, the director of recreation will formulate the program.

What municipal recreation facilities are used.—The primary facility used for the activity program is Peach Park, which is a city facility of the Parks and Recreation Department. The outstanding feature of working with the city department is that now all of the facilities of the parks and recreation department are opened to the recreation program of the Association. The director of recreation for the Association has managed, in the past, to make good use of all the available facilities. The children go to parks and playgrounds, swimming pools, petting zoos and many other facilities as well as many commercial-recreation facilities, such as bowling alleys, movies, and restaurants. If there is a specific interest in any special facility, the use of that facility is cleared and coordinated through the Parks and Recreation Department.

There have been virtually no problems in trying to schedule the use of municipal facilities, but what problems there have been were only minor, involving a scheduling of an appropriate time. The use of facilities, when they need to be scheduled, is usually on a first-come-first-serve basis,
and the program for the retarded has not been refused the use of any facility because they were retarded children nor have they simply been given what was left over from the remainder of the programs. When scheduling the activities at Peach Park, the activities for the retarded are given just as much consideration as are the activities of any other group using the facility.

Cooperating agencies.--Along with the tremendous cooperation between the Association and the Parks and Recreation Department, the Association does cooperate with several other agencies, organizations, or groups in the community. Probably the next greatest degree of cooperation is achieved with the Austin Mental Health and Mental Retardation Center. This center allows the Association to employ one of the key staff members of the Center as the director of recreation for the summer program. The Austin and Travis State Schools cooperate, as mentioned previously, by helping the Association locate participants for the program. They also assist in establishing the summer recreation program and in giving advice concerning activities for the mentally retarded. Several local civic organizations assist the Association by giving money to buy supplies and equipment for the recreation program. The special education programs within the public school system are relied upon insofar as
the occasional employment of special education teachers as assistants to the recreation director for the summer program.

Such an extended recreation program for the mentally retarded is made possible only through the tremendous cooperation between the Austin Association for Retarded Children and the Austin Parks and Recreation Department. The Parks and Recreation Department allocates $3,000.00 of its budget to the Association, primarily for salaries of the recreation staff. The department also makes available specific facilities to be used for the retarded program, as well as making arrangement for the use of other public and private facilities in the community.

Communications and public relations.--Communication is very important to an agency such as the Association for Retarded Children. It is the backbone of the entire program of services. A great deal of time and effort is expended in attempting to achieve the best and most effective means of communicating with parents of the retarded, professional persons in the field and other agencies that might be of assistance to the retarded. Most of the efforts are of a personal nature, either through personally written communications or by personal contact. It is believed that this is the best possible method of achieving effective communications even though it involves a great deal of time and effort.
There is a tremendous reliance on the local communications media of the community not only to publicize the program but also to help establish a positive image for the Association. Perhaps more important is the image of the Association's cause, namely to help overcome the problems inherent in mental retardation. It is realized that only through effective and comprehensive communications and public relations can the Association achieve the greatest service for the mentally retarded.

The greatest problem encountered in communications and public relations is that of too many personnel from all agencies taking things for granted or assuming that other agencies know what they are doing and thinking. Neither the Association for Retarded Children nor the Austin Parks and Recreation Department have any definite answers or procedures to overcome the problems in the area of communications and public relations, with the exception of giving more personal attention to the processes involved and the people and agencies most important to effective communications and public relations.

Transportation.—At the present time, the Association has very few transportation problems relating to the recreation program. The parents have been organized to provide transportation for the children participating in
the recreation program. The Association once operated a small bus, but this became so expensive that it was given up. This was when the parents and volunteers were pressed into service. For the recreation program transportation, the director of recreation functions as the coordinator of transportation. It is his responsibility to make sure that all children have transportation and that the persons providing transportation know what they are to do, where and when they are to go, and who their passengers will be. The parents providing the transportation service have been very reliable.

Liability coverage, medical clearance, physical examinations.—The Association is very sensitive about liability coverage, but they do not have any special liability coverage or medical examinations for the participants in their programs for recreation. The administration operates on the assumption of governmental immunity, since they are so heavily involved with the city. Also, as expressed by the Executive Director, it is difficult to sue a non-profit health service agency. However, with the recent Tort Law passed by the State Legislature, these assumptions are no longer valid.

The Association requires that the family of each of the retarded children participating in the program sign a
release waiver which, according to the Executive Director, releases the association of any and all responsibility and liability in case of an accident. This waiver covers the participants in the recreation program as well as parents who provide transportation.

Where the association is cooperating with another agency, they usually use whatever the cooperating agency has to cover their children participating in that area. However, the Association does not have any type of specific coverage of its own. The administration has checked into the possibility of purchasing some coverage, but it was too expensive for the Association.

**Most and least effective activities.**—It is difficult to determine the most and/or the least effective activities of the recreation program, because the staff is constantly trying new and different ideas in the program. If something proves to be unsuccessful, it is immediately dropped from the program. For the purposes of the Association's recreation program, the table games, arts and crafts, and skill activities are the least frequently programmed in attempting to achieve the standard purposes. The most successful of the activities for teaching group activity and which involves a skill is bowling, because it is always available to the children, and they can participate in bowling throughout life.
Also, they learn the appropriate social graces so as not to be embarrassed in public.

Anything that has transfer value later in life for the retarded is worthwhile and effective. One kind of activity provided by the Association to achieve the socialization and recreation values inherent in the philosophy subscribed to by the staff is eating out: the retarded go to dinner in various restaurants in the community. Another is swimming in the municipal pools: the youngsters must follow rules and procedures in order to get to the pool, pay a fee when entering the swimming area, obtain a clothing basket, check valuables, etc. Movies are delightful and fun but not especially effective as far as achieving the goals of the association is concerned. This kind of activity interests the youngsters and keeps them coming back to the program.

For any municipal recreation agency wishing to start a recreation program for the retarded, a first step would be to contact the local association for retarded children, if there is one. If there is no such agency in the local community, then any agency that has anything to do with the mentally retarded should be consulted for advice and cooperation. Also, any association, such as the Austin Association for Retarded Children, is usually more than willing to assist other agencies in starting programs for the retarded.
Bellaire

The city of Bellaire, known as the "City of Homes" or the "Biggest City in Houston," is an exclusive residential city located on approximately 3.6 square miles completely surrounded by Houston. The city has a population of approximately 22,000, whereas in 1910 there was only a population of 100.

It is said that more executives live in Bellaire than in any other city in the greater Houston area. The median value of the houses in Bellaire is reported to be approximately $22,446.00 and the median salary of the families in the city is between $8,800.00 and $10,000.00. There are no records to indicate the composition of the population of the city, but it is estimated that there is less than 1 per cent of either Black or Mexican-American in the city. Of the 6,000 families in Bellaire, the median age of the residents is 29 years.

Parks and Recreation Department

The city of Bellaire has in its organizational chart a parks and recreation department. However, the entire focus of the department is directed toward recreational services provided to the residents of the city. There is virtually no park involvement in the department of parks and recreation.
The extent of involvement with parks is the maintenance of three municipal park areas which are used for recreational purposes.

The Bellaire Parks and Recreation Department has developed from a "recreational area" in 1932 to its present level. The city operates two municipal swimming pools for the residents of the city. Other city owned properties include three parks, four playgrounds, a gymnasium valued at $150,000.00, a recreation community center, four tennis courts, sixteen ball fields and a park field house.

In the council-manager form of government, which is prevalent in Bellaire, the director of the parks and recreation department is responsible to the City Manager. There is no park and/or recreation board to serve the department in an advisory capacity. The current director of parks and recreation is a young lady with a bachelor's degree in music. The director began her employment with the department in 1963 on a part-time basis as a recreation leader. She assumed the position of director of the department when the position became vacant in 1965. There is a total of seven full-time, year-round employees, including a secretary and five maintenance workers. There are also four leaders working on a part-time, year-round basis and nineteen summer employees in recreation and for the swimming pools. None of
the positions except the director's, requires a college or university degree. The remaining positions are filled with persons who are best qualified on the basis of experience.

The parks and recreation department receives slightly more than 7 per cent of the total city budget and expends $5.08 per capita for recreation services. The city has assessed a property tax rate of $2.20 per 33 per cent of the market value, and the records indicate that recreation receives its funds through the general fund of the city. There are no federal grants or funds that enhance the existing budget. There are fees and charges especially for the swimming pools, where the citizens may purchase a family season ticket or attend on a pay-as-you-go basis. The revenue realized from the swimming pool programs is returned to the general fund of the city.

The department utilizes volunteers in the recreation program, and the volunteer personnel are devoted and consistent in their involvement in the program. There are over 400 dedicated volunteers who participate in the recreation program on a regular basis.

There are many activities provided by the parks and recreation department on both a year-round, fall-winter-spring schedule, and a summer schedule. A variety of activities is included in the program for all ages and
groups of people. The activities include Spanish for three-
to nine-year-olds and very sedate types of activities for
senior citizens.

There are no statistics recorded to give an indication
of the total number of participants in the recreation
program, nor is there any indication of the age group that
participates most in the program. There is, however, a
heavy concentration of school age children involved in the
program. Because of the nature of the city, the partici-
pation is mostly from the middle-class citizens.

The obvious weakness of the total department is that it
is structured very heavily in favor of recreation with no
emphasis other than maintenance of parks and buildings in
the park consideration of the department. The lack of well-
trained staff on a full-time basis is another weakness of
the department.

The strengths of the department are located in the
services provided to the citizens on a year-round basis and
the programs in which the senior citizens and handicapped
may participate on a year-round and summer basis. There are
also ample facilities for recreation and an adequate
variety of activities for the citizens of the community.
Recreation for Special Groups

Philosophy and Goals.—The major philosophy of the parks and recreation department is that it is the purpose of the department to give all the citizens a fair chance to participate in the activities offered by the department. This philosophy applies to the handicapped and elderly as well as to the non-handicapped individuals of the community. A more specific philosophy and more definite goals are evident when the handicapped are considered. The philosophy is that the handicapped should be integrated into the activities and programs with the non-handicapped, and the goal is to help the youngsters perform and participate to the best of their ability.

Included in the parks and recreation program are senior citizens, mentally retarded, physically handicapped and children who are suffering from emotional problems. There is positively no attempt made to publicly identify any of the participants as handicapped in any of the activities. It is the expressed purpose of the department that all participants are to be treated as equals and as fairly as possible. It is quite obvious that some of the participants are handicapped because of their physical appearance, low intellectual capacity, or their apparent behavioral problems. Regardless of the handicap, the child will be in activities
with non-handicapped children, provided that the child has the ability and will not be physically or emotionally injured by this involvement. This determination is made by the director of the department through talking with the parents of the children, through observation of the children in activities and through the medical recommendations of the family physicians.

When the programs began.--The inclusion of all of these types of individuals began, or was first recognized, around 1965, when gradually a few handicapped children were observed in the activities. Through talking with the parents of these youngsters, the director began to realize that there were probably many other handicapped individuals in the community who could participate in the recreation program. Most of the parents expressed a desire that their children be involved in the activities with the non-handicapped children, because it was good experience for their children. However, in some instances the parents simply refused to accept the fact that their child was different from other children. In any event, the director decided that the best approach would be to include the handicapped youngsters in the established recreation activities instead of organizing special groups and activities which would necessitate employing special leadership for these groups. Because of the philosophy
adopted by the director, it was not possible to publicize the activities for the handicapped. The program has grown primarily through the efforts of the director and other staff members in talking with parents of handicapped children or by the parents of children who are participating in the program talking with other parents of handicapped children.

How programs are financed.—There is no special budgetary allocation for any of the activities for the senior citizens or the handicapped. All expenses incurred in these activities are provided for in the total parks and recreation departmental budget. There are some classes that involve a fee or a charge. However, these are part of the regular class offerings to all or any of the participants in the community, and the handicapped or senior citizens are included in these classes. The city policy is that if any individual is unable to pay the fee or charge that is assessed for any activity or for admission to any facility, that individual will not be excluded because of the inability to pay. In these instances, the city will allow the individual to enter the activity or facility free of charge. As a result of this policy established by the city, expense is not a justifiable reason for an individual not participating in the recreation program, and there is no need for additional funds for the recreation services provided the handicapped.
Leadership.--The director of the parks and recreation department is the staff person directly responsible for the activities and staff involved in the recreation services provided to the senior citizens and the mentally and physically handicapped. The director supervises those staff members working with the handicapped.

During the 1970 summer recreation program, at least three of the summer leaders conducted recreation classes and activities in which either senior citizens or handicapped children were enrolled. All personnel are told when they are employed that there may be handicapped individuals enrolled in their classes or participating in their activities and that they must be able to cope with this kind of situation. There are no specific requirements, especially relating to number of years of college, for any of the summer or full-time positions. The basic criteria used in the selection and employment of personnel is that they must be able to work with all types of persons and that they must be extremely interested in working with children.

In-service training sessions are conducted at the beginning of each summer program and periodically throughout the entire year. These sessions are held in the form of conferences conducted by the director of the department.
The director knows the mentally and physically handicapped children in the program and has talked with the parents of all the children and is, therefore, in the best position to know the circumstances of the handicapped participants. If it is needed, outside consultation is called in, but this is rarely needed. The in-service training sessions focus on the recreation program and its problems in general, but when specific questions arise concerning any of the handicapped children, the session is devoted to exploring possible answers to the questions and solutions to the problems.

Little difficulty has arisen in locating leadership personnel for the program, because, first of all, all the departmental leadership personnel may be involved with the handicapped and the senior citizens. No leadership personnel are employed strictly to work with these individuals. Almost all of the leaders are, or have been, teachers in the public school systems in the area and are in need of summer employment. With the vast number of teachers in the area, there are always more than enough applicants for the allotted number of positions.

How are participants located.--There is no special attempt made by the parks and recreation department to locate or recruit participants from among the senior
citizens and the handicapped. They just seem to come to the activities. The most common method of including participants has been by individuals recommending someone for the program. The recommendation has usually come from a neighbor or a relative. These people usually come to the director of parks and recreation telling her that a certain family has a child who is either mentally or physically handicapped and would perhaps benefit from the recreation program. Only on very few occasions has a physician called the director to find out if a particular individual could be involved in some specific kinds of activity.

Probably the most effective method of attracting participants to the program is by the parents of children who are in the program telling other parents about the opportunities or the elderly participants telling other elderly individuals about the activities. The program brochure is widely distributed, as is a specific program flyer that is sent out each month to almost 3,000 individuals, families, groups, and agencies. Also, the newspapers and radio stations give more than adequate coverage to the recreation activities provided by the department. However, the inclusion of the handicapped in any activity, is never mentioned in any of the forms of communication.

Special public attention is never given to the handicapped, nor are the handicapped ever grouped
by themselves. They are always included in the regular recreation activities with all other persons in the activities. In this way, it is not pointed out to other individuals that this individual is "different" from anyone else in the program. During the summer of 1970, there were approximately twelve youngsters in the program who were considered to be either emotionally disturbed, physically handicapped or mentally retarded; the majority of these were considered to be mentally retarded. There were also from eight to twelve senior citizens in the program enrolled in the regular classes, and not as an organized group of senior citizens.

**How activities are determined.**—All of the senior citizens and handicapped individuals are included in activities that are planned by the departmental staff for any and all citizens of the community. There is no attempt made to plan special activities for either the senior citizens or the handicapped children. If they are going to participate, they must participate in the activities that are planned and announced in the departmental program brochure.

Sometimes, as a result of a child's handicap, it may be recommended by the director of the department that a child not participate in a particular activity because the
activity may prove to be frustrating or dangerous. Some of the handicapped youngsters bring a recommendation written by their doctor stating the extent to which they should participate in activities and what their limitations are. In these instances, the departmental director is happy to comply with the recommendations of the physician.

**What municipal recreation facilities are used.** Since the senior citizens and the handicapped are incorporated into the established recreation activities, all of the municipal recreation facilities are used or are subject to use. The handicapped are involved in the sports leagues, swimming, dance activities, arts and crafts activities, and drama. These activities are conducted in all of the facilities, such as the community recreation building, gymnasiums, swimming pools, and park areas.

Although at least one of the youngsters must use crutches, the facilities are so designed that a person with a disability this severe still experiences little difficulty in using the facility. There are very few stairs or other architectural barriers.

**Cooperating agencies.** Since the department does not emphasize the fact that services are provided to the senior citizens and to children who are either mentally or
physically handicapped, there are few agencies with whom they cooperate. The county health nurses will occasionally visit the department to discuss certain children who are in the program, and sometimes the department will refer specific cases to the County Health Department.

The director of the department has attempted on several occasions to get the University of Houston to send to the program students who are interested in recreation, physical education, special education, or those who are just interested in working with children who are atypical. There has been only one student sent to the department by the university. There is not a shortage of leaders, but the director thought that there might be some possibility of starting a student program that would enable students to obtain some experience in working with handicapped children.

Both the Lion's Club and the Chamber of Commerce have offered financial support to the department with regard to involving the handicapped in the recreation program. This has not been in the outright giving of money, but the offer included the provision of free passes to swimming pools and other kinds of financial consideration that would allow a child to become involved in the program free of charge. This kind of arrangement has never been completed because there has been no need for this kind of consideration.
The parks and recreation department has not experienced any difficulties with cooperating groups. There has always been more than enough cooperation from individuals and groups in the community.

**Communications and public relations.**—An effective program of news coverage by the local newspapers has been established, and the reporters are very good about attending programs sponsored by the parks and recreation department and reporting the activities in the papers with pictures and stories. However, in keeping with the philosophy of the department, no mention is made of the handicapped participating in the program or the fact that a program is designed to include the mentally or physically handicapped. The director of the department believes that to give public notice of the participation of the retarded and other handicapped would influence too many people against involving their children in the program.

In an attempt to communicate with the parents in the community, 2,800 program flyers are distributed each month describing the activities in the program. Again, no specific mention is made of activities for the handicapped or retarded. The parents of these children are encouraged by personal contact to bring their children to the program, provided that a staff member has an opportunity to talk
Transportation.—The parents usually take care of the transportation problems, when necessary, by the forming of car pools. If parents anticipate that transportation will be a barrier to their child's participating in the program, they will mention this to the recreation staff. In this case, an attempt is made to place that child on a team with another child whose parents will be able to provide transportation for the child. This kind of arrangement is common in the total recreation program—not just for those children who happen to be handicapped. The coaches of the athletic teams also help provide transportation for their team members to attend practice and games.

In essence, the department provides the activities and hopes that the participants can get to the activities on their own. If they cannot, the staff makes an attempt to help solve the transportation problem.

Liability coverage, medical clearance, physical examinations.—There are no special arrangements made for liability coverage just because the department serves the handicapped. The director of the department does make it a practice to inform the insurance company that provides the existing coverage for the parks and recreation department that there are handicapped children participating in the
recreation program. The company has not increased the insurance rates because of this.

In certain circumstances, when a child is observed to be having some difficulty in functioning, he is asked to bring a letter from his family physician stating that he is able to participate in the program. This is most commonly done in the sports and athletic program, and this letter serves as a medical clearance. This also serves the purpose of a physical examination, since the doctor will usually indicate in the letter that the child has had an examination. There is no physical examination required simply because a person is handicapped.

The department uses a standard form that all parents must sign giving their children permission to participate in the athletic and sports program sponsored by the department. The parents of the handicapped must sign the same form for the same purpose.

Most and least effective activities. Activities that seem to be the most successful for the handicapped are the sports and dance activities. The sports activities are enjoyed and are valuable because of the involvement with other children of similar age and the cooperative efforts that are necessary in playing team sports. The sports and the dance activities are valuable because of the motor
coordination involved in the participation. The least effective activities appear to be those that involve the youngsters in isolated kinds of activities or the activities in which the children may participate without the need for interaction with other children. Also, the activities that require the individual to remain stationary for an extended period of time and do not let the child move around and expend energy are not enjoyed as much as other activities.

The senior citizens that participate in the program enjoy the arts and crafts activities, such as the knitting classes. There has been a small group of elderly individuals who consistently take advantage of a swimming activity during the noon hour when the pool is relatively empty of other swimmers. There has been one elderly lady who has been coming to the exercise class since 1967 and participating every time the activity is scheduled. The number of senior citizens in the program is small, and there is a wide variety of interests among the small number of members. There does not seem to be a least effective activity with the senior citizens, because they participate in only those activities which they enjoy.

Factors contributing to the success of the program.

The philosophy of the director of parks and recreation is that the handicapped should be included in the recreation
program but that they should not be isolated and labeled as being handicapped. This philosophy, and the ability of the director to adhere to this philosophy, appear to be major success factors in the department's program. However, the philosophy also serves as the major limiting factor. As a result of this philosophy, the program for the handicapped is not widely publicized and, therefore, not widely known. This has resulted in a very small number of participants in the program, but for this small number of participants the program provides a very effective and beneficial experience.

Other important factors that have contributed to the success of the program are the quality of leaders employed in the program and the type of in-service training and counseling given the leaders by the director. The leaders are aware that there may be handicapped participants in their classes and activities, and when problems arise, appropriate consultation is provided to help solve the problems. The fact that the director recognizes the individual as the most important aspect of the program is a key issue in the success of the program.

Lake Jackson

Lake Jackson is the largest city in the Brazosport area, with a population of approximately 16,000. The population consists almost entirely of middle and upper middle
class Anglo, white collar workers with a median household income of $10,204.00. This is primarily a residential area. The majority of the citizens are employees of Dow Chemical Company, which has in excess of 20,000 employees.

Manufacturing industry is the largest single element in the Brazosport economic picture, with a vast variety of industrial and manufacturing firms ranging in size from two and three-man operations to the huge Dow Chemical Company complex.

Brazosport and Lake Jackson are located on the Gulf of Mexico just fifty-nine miles south of Houston, and outdoor sports and fresh and salt water sports abound. Brazosport is a composite community, including within its areas five municipalities, four major villages, numerous residential and commercial areas, a vast industrial complex, deep sea harbor facilities, and focal services for a sizable offshore petroleum industry just now being developed. Brazosport has a single, consolidated school district, a single chamber of commerce, country club, and planning commission. Most of its civic, social, charitable and cultural institutions are unified to represent the entire community.

Parks and Recreation Department

The parks department and the recreation department were combined into a single department in December of 1968, when
the current director accepted the position of department head. Before this time, the parks department was part of the public works department, and the recreation department functioned by itself. The department now functions under the advisory influence of a five-member park and recreation board, but the director of the department is directly responsible to the City Manager as are all the major department heads in this city manager-council form of government.

For the young city of Lake Jackson, the outdoor facilities, meaning the park areas, are rather extensive. The director of the parks and recreation department does not know exactly how many acres of park area are in the city limits because of the irregular formation and placement of a very great number of large and very small areas designated as parks. There is also one outdoor swimming pool and a lighted softball complex. The major attraction of the department is the all-encompassing 19,000 square-foot recreation center that includes an indoor swimming pool. During the summer, the department also uses the facilities of two local schools.

Because of the recent joining of the parks and the recreation departments, there is still a separate budget for each area. The park area has an allocated budget of approximately $38,600, while the recreation area has a
budget of $69,800. The higher recreation budget is a result of the cost of operating and maintaining the recreation center and its programs. All of the funds for the parks and recreation department come from the general fund of the city. The city tax rate is $1.90 per 40 per cent of market value. There is no special tax rate or portion of the existing tax rate directly allocated to the parks and recreation department.

There is only one professionally qualified person on the parks and recreation staff, and this is the director. At the present time, there are no positions other than the director's position that call for extensive qualifications. It is stated by the director that within the next few years there will be added to the staff a superintendent of parks and a superintendent of recreation and that both of these positions will require someone with a college education and at least two years of experience. Presently there are approximately fifteen full-time personnel in the department and about forty-five summer employees. The majority of these summer employees are conducting recreation programs. There is one supervisory position in the recreation program. This position is a supervisory position over the Teen Center located in the Recreation Center. All the rest of the recreation positions are of a leadership nature.
Volunteers are used when and if they can be located and included in the program. On a regular basis, the number of volunteers is very small, with less than five adults being utilized in the present recreation program. Teenagers will drop in on occasion and volunteer their services to help in the locker room or swimming area. This help, of course, is not regular or controlled. There are a large number of volunteer coaches and officials in the athletic league. But the parks and recreation department is not directly involved in the sports program, since the community has a special group that controls this activity. The department only makes available the facilities and schedules the games.

The recreation program is quite extensive for a city the size of Lake Jackson. There are over thirty-five different classes of activities for the citizens to select from in the Recreation Center in addition to the athletic program in the city which the parks and recreation department does not control. The largest attendance was realized in the Teen Center, with a figure of over 100,000. The attendance for recreation classes in the Recreation Center exceeded 20,000, and the 2 swimming pools brought a total of more than 49,000.

Since Lake Jackson is a city with very little diversification in the composition of the population, there is little
variation in the participation of the socio-economic classes. The participation consists largely of the upper middle class, Anglo citizens, since this is by far the largest group of citizens. Lake Jackson is a residential city of mostly young people, so the recreation program includes more young people in its activities. There is a large teenage participation due to the very fine Teen Center operated by the department. There are a great many young children participating in the recreation classes conducted at the Recreation Center. By and large, young children and teenagers are the greatest number of participants.

The major strong point of the parks and recreation department is that it has a very strong orientation toward recreation, more so than many parks and recreation programs. Recreation is getting more than its fair share of attention in the community, and it is receiving more than adequate support at the present time. Future emphasis will be given the park aspect of the program so that this area, too, will be very strong.

The major weakness at the present time is two-fold. The relationship between the director of the parks and recreation department and the city manager is of very poor quality. The communication and understanding is poor, resulting in difficulties in establishing new programs.
and services. Part of this poor relationship stems from the fact that the director of the department has no control over his departmental budget. The city manager has complete control of the budget, which makes it difficult to conduct an efficient program of services.

Recreation for Special Groups

Philosophy and goals.—The mentally and physically handicapped and a limited number of senior citizens are served by the parks and recreation department in Lake Jackson. Most often, the mentally retarded and the physically handicapped are together in the same program, and many times the retarded and handicapped are in the regular program with the "normal" children of the community.

The philosophy of the director of parks and recreation concerning the provision of services for the handicapped, retarded and elderly is that it is the responsibility of the municipal department to seek out and meet existing needs in the community regardless of the source of the need. People who may be retarded, physically handicapped or elderly are still citizens of the community and entitled to the same quality and type of service as those individuals who are "normal" and well.

Goals for the handicapped recreation program are not structured but exist on an individual basis and are planned
according to each youngster's capabilities. There are two major goals established for the swimming program. First, if a child has the capability, the instructor will attempt to teach the youngster how to swim. Second, if the child does not have this potential, the instructor will emphasize water safety, how to overcome a fear of water, etc., things that may be of benefit to the individual.

When the programs began.--The program for the mentally and physically handicapped began in early 1969, as did the senior citizens program. The senior citizens program began when a small group of elderly people asked the director of parks and recreation about the use of facilities and programs. The director scheduled the group the use of a facility; and they have been functioning independently ever since. They do not want the assistance of the park and recreation department. The small group of single elderly people meet every Monday night for the program which they plan. They do not actively seek the advice of any staff member of the department.

The program of services for the physically and mentally handicapped began because the director subscribes to the philosophy of seeking existing needs in the community and then trying to fulfill these needs. He helped start the
program for the handicapped in Lubbock and wanted to see if there was such a need in Lake Jackson. Through his efforts, with the assistance of a volunteer whom he persuaded to help, the program was well received by the community. The volunteer had a retarded child and was eager to help start a program for such children. Because of her situation, the volunteer knew several other ladies who also had retarded children, and news of the parks and recreation department’s attempts was passed from one to the other by word of mouth. It was not long before several mothers knew that a recreation program for the retarded was being offered. In the beginning, there was absolutely no reliance on publicity or communication by the local news media. The program began simply because of the interest on the part of the director of the parks and recreation department.

How programs are financed.—There is no special method in financing the program for the mentally and physically handicapped. It is considered as part of the regular program, and funds are budgeted in the regular department budget, which comes from the general fund of the city. This is the only financial assistance for the program, since there are no special governmental grants and there are no fees and/or charges assessed for any of the activities in the program for the handicapped. The department head
believes that the community owes something to the mentally and physically handicapped and that providing a program that is absolutely free may be partial payment to them.

There are some registration fees and activity fees for the non-handicapped youngsters, but to date there has been no problem relating to the charging of fees to some participants and not charging fees to other participants.

Leadership.—The director of the parks and recreation department is the overall supervisor of the program for the mentally retarded and the physically handicapped. There is a woman leader employed to develop, conduct, and supervise the programs. There is no one assigned to the program for the senior citizens.

The leader for the handicapped program is a community housewife who was originally a volunteer in the regular recreation program. The director approached her about the handicapped program because of her interest and enthusiasm in the total program. She is now the paid leader for the program.

As far as education and training for such a position is concerned, the leader has had none, but she has a great deal of dedication, enthusiasm, and an excellent personality which enables her to establish a very effective rapport with the youngsters very quickly. An unusual thing about this
lady is that she does not have a handicapped child to spur her interest. Since this was a rather quickly conceived position, there is no job description concerning the duties and responsibilities of the leader. There is no special training for the leaders or volunteers in the program. The leader meets with the director on the average of three times a week to discuss progress, problems, and program ideas. She is learning by doing, and the director enhances this learning by interjecting his professional knowledge based on his education and experience to assist the leader in making the right decision.

How participants are located.--Participants for the mentally and physically handicapped recreation program have been located primarily through the personal efforts of the parks and recreation director and the supervisor of the program. Their efforts consisted essentially of spreading the word about the program and speaking with parents of handicapped children. In addition to the personal contacts, the local schools were contacted. Special education teachers and teachers of the physically handicapped were notified of the program, and notices were sent home with the children. Since the program has become well established, it is now publicized through the regular departmental program brochure.
The small size of the community has made it relatively easy to locate participants without soliciting local physicians and agencies. The local association for retarded children is a county level organization, and the City of Lake Jackson Parks and Recreation Department does not enjoy a particularly close relationship with this agency. This aloofness stems in part from the competition between the cities of Lake Jackson and Freeport; there is a strong rivalry. There are, however, a number of physicians who refer people to the recreation department because they are in need of some special kind of exercise or swimming program.

There have been few problems experienced in locating participants for the recreation program for the mentally and physically handicapped. At the present time, there are approximately twenty youngsters enrolled in the program. But because of the financial and staff situation, this is about the ultimate number that can be satisfactorily included in the program.

How activities are determined.—The supervisor of the handicapped program is the primary person responsible for planning the activities. This is done, however, with the clearance of the director of parks and recreation. Since the group of youngsters is rather small, the supervisor has the time to consider the youngsters on an individual basis.
The activities are pretty well established, since they consist primarily of pool activities. The important consideration is the individual manner in which each person is to be treated to achieve the maximum benefit from the activity. When there is some need of special consideration, the supervisor will have a conference with the director of parks and recreation during which individual problems will be considered.

Swimming pool activities are the only activities especially scheduled for the mentally and physically handicapped, and the two groups of children are grouped together during the activities. There are arts and crafts and gymnastic activities in which the handicapped participate. These activities are offered the non-handicapped youngsters as part of the regular program. The only difference is that the handicapped are not charged a fee in the programs, while the other participants are assessed a small fee.

Few difficulties arise in the scheduling of activities, since the director of the department is responsible for the scheduling. However, since the program is relatively new the swimming activities are not scheduled as part of the regular present program. The handicapped are scheduled in the pool during the free hours after the rest of the program has been solidified. As the program grows and is continued, it will receive more attention in the overall program schedule.
What municipal recreational facilities are used.--The major facility utilized for the handicapped recreation program is the swimming pool, which is enclosed. Generally, the handicapped are in the pool by themselves as a group. However, occasionally there will be other people in the pool area, a practice which necessitates roping off an area designated for the use by the handicapped.

During the activities in which the handicapped are involved with the non-handicapped, they are in the arts and crafts room of the recreation center or in the room designated for the gymnastics. There are no activities programs which involve taking the mentally and physically handicapped to other facilities in the community outside the municipal recreation center.

Cooperating agencies.--There are very few agencies or groups with which the municipal parks and recreation department cooperates in conducting the program of activities for the mentally and physically handicapped. The most cooperation is with the local school system in locating participants and with the intermediate and with high schools in locating voluntary leadership for the program. Other than this cooperation, there is very little interaction with other groups—with the exception of a local civic group showing a
a small amount of interest in the form of support in the program. Many of the children participating in the program also participate in a special school program in the morning and the recreation program in the afternoon.

Communications and public relations.—There is no active attempt to establish a public relations program. Public relations is achieved through the communications process. All the local news media are used to publicize the regular parks and recreation program. Therefore, the program for the handicapped is also publicized. The departmental bulletin is also used to announce the activities for the mentally and physically handicapped.

The relationship between the parks and recreation department and the schools and other groups such as the parents is seemingly very good. The school helps the department publicize and announce the recreation activities for the handicapped. The parents receive written communications concerning the activities. These communications include the notice that parents are not allowed in the pool area when their children are involved in the program. This regulation has apparently caused a few problems in the past, so the announcement is now included in the communications sent home to the parents.
Transportation.—There is no transportation provided by the parks and recreation department for the handicapped youngsters participating in the recreation program. The director has to subscribe to the philosophy that it is the responsibility of parents to provide the transportation. The department does not have the funds nor the means to provide transportation for all the children.

Liability coverage, medical clearance, physical examinations.—The department does not carry any special liability coverage for the participants in the handicapped program. They are covered just as any other participants are covered in the total recreation program. The parents of handicapped youngsters do, however, sign a waiver form to allow the children to participate in the recreation program. The form is to release the department from legal responsibility. The director of the department also stated that his agency enjoys municipal immunity since it is a city department. This, however, is no longer true under more recent law.

There are no physical examinations required before the youngsters are allowed to participate in the program. Since the program began, there have been no problems relating to liability or medical coverage. The director stated that he
has experienced fewer problems of all kinds with the handicapped program than with the non-handicapped program.

**Most and least effective activities.**—The activities for the mentally and physically handicapped youngsters are limited in the parks and recreation program. The only program that is specifically scheduled for the handicapped is the swimming program; therefore, this program of activities would have to be labeled as the most effective. This program does appear to be meeting the needs of the handicapped. As the program grows and gains support, other activities will be included for the handicapped individuals of the community.

**Factors contributing to the success of the program.**—Leadership, in the form of the lady who is the supervisor of the handicapped program, has been the consistent success factor of the program. The lady began as a volunteer in the department and did such a tremendous job and liked the work so much that she was hired to supervise the program. Dedicated leadership is the key to a successful program.

At the present time, the major handicap the director is faced with is the lack of adequate funds to expand the program or to pay adequate salaries to the people already employed in the program. He believes that he could do much more if the funds were made available.
Pasadena

Pasadena is now the fifteenth largest city in Texas, with a population of approximately 100,000. Located between Galveston Bay and Houston on the turfline of the gulf coast, the population density in 98 per cent of the city is 6.25 persons per acre, or 4000 per square mile. The last census reports that Pasadena has a population composed of 82 per cent Anglos, 17.9 per cent Mexican-Americans, and less than 1 per cent Blacks. Forty-four per cent of the population is under 18 years of age, with the median age of the residents being 23.4 years.

Pasadena is a middle-class city with a median household income of $10,816.00; a large majority of the citizens are categorized as middle-class, leaving very few either lower or upper-class residents. High school graduation is the median level of education completed by the citizens, with skilled labor occupations being the major vocations of the working class. The major products of the area are oil field equipment, machinery and tools, chemical products, iron and steel, synthetic rubber, paper, building materials, and clothing. Petroleum, cottonseed, livestock, rice, and flour are also processed in Pasadena.

Pasadena adopted the present home-rule charter form of government in December of 1964. The mayor is elected by the
voters of the city for a four-year term; the six councilmen are elected by the voters of the city for two-year terms. The major departments are maintained by the city to serve the citizens, with the heads of the departments appointed by the mayor and confirmed by the members of the city council.

**Parks and Recreation Department**

Pasadena has fourteen parks and playgrounds which are used primarily for organized recreation such as little league baseball and pee wee football. The new municipal swimming pool in Strawberry Park has a swimming and diving area of more than one-third acre, plus a wading pool. It is a 50-meter Olympic pool with 11 lanes and a capacity of 800 persons. Strawberry Park now includes the recently completed pavilion which provides many recreation facilities for all. Many of the industrial plants in the area have recreational facilities such as golf course, picnic grounds, and club houses for their employees. The Neighborhood Center Association provides both adult and youth programs for the residents of Pasadena. Taylor Hall Canteen operates a youth center for teenagers. The Pasadena Police Officers Association sponsors programs in their gymnasiums for young boys in the city. Other facilities include theaters, skating, bowling alleys, swimming pools, picnic grounds, sports clubs, and membership clubs. Outstanding fresh and
salt water fishing is within a few minutes' drive. The area abounds in game such as deer, ducks, geese, dove, quail, and squirrel for the hunter. Boating and swimming are popular in the Gulf of Mexico and in the fresh water lakes and streams.

The Pasadena Parks and Recreation Department is an important and prominent department in the city administrative structure. The director of the department reports directly to the mayor, as do the other major department heads. As a result of some administrative changes made by the director of parks and recreation, there is no longer a park and recreation board to act in an advisory capacity to the department.

The parks and recreation department operates on a budget of approximately $450,000 a year. Since this is a combined parks and recreation department, it is extremely difficult to determine how much of the budget is allocated to parks and how much to recreation. However, in this situation it is estimated that about $250,000 of the budget is for parks and about $200,000 is for recreation. The great majority of the funds for the departmental budget are drawn from the general fund of the city. There is no special share of the city tax rate earmarked for recreation. The tax rate for the city is $1.15 per 60 per cent of the
market value. Overall, the parks and recreation department receives about 9.5 per cent of the total city budget. The other few sources of income for the parks and recreation program consist of special trust funds that are usually designated for certain things like equipment or fees and charges for needy children.

The staff of the parks and recreation department includes five professional persons serving in a full-time professional capacity in either parks or recreation positions. This figure does not include the part-time and summer employees who are hired to work as playground leaders, life guards, swimming instructors, park maintenance assistants, and special recreation leaders. Depending on the budget flexibility, there will be from fifteen to twenty summer employees on the payroll.

It is strongly recommended by the administration that a college or university degree be a requirement for professional level personnel in the department. At the present time, all of the full-time professional personnel in the department are holders of four-year college degrees. A degree in Recreation Administration, Parks and Recreation, or Park Administration is the most desirable. However, the philosophy of the director of the department, who holds a Master's degree, is that he will employ the best qualified
candidate for a position regardless of the area of specialization of his college or university degree. It is also the philosophy of the director that, although a degree is desirable, it is not absolutely mandatory. He will employ someone without a degree if that person is the best qualified person for the position.

The philosophy concerning the use of voluntary assistance in the recreation program is that, in order to get a job done properly and on time, there must be a paid staff to do it. Consequently, there are very few volunteers used in the recreation program except for special projects and the sports and athletic programs.

There is no accurate record kept on attendance, because it is impossible, according to the director, to determine how many people utilize a park or picnic area. The total participation visits during the preceding year are estimated to be close to 500,000, according to the director of parks and recreation. Since the director of the department does not believe in making an annual report, it was impossible to ascertain the statistics that usually comprise such a report.

Pasadena, by and large, is a middle-class community. Therefore, the vast majority of citizens participating in the recreation program are middle-class. The lower-class individuals seem to participate the least in the recreation
program. This seems to be consistent even when considering the participation on a pro-rated or percentage basis within each class. Also, the age group that is most represented in the recreation program is the age group from six to twelve years, and the senior citizens group is the least represented in the program. Again, the answer lies in sheer numbers; there are many more youngsters than senior citizens in Pasadena.

Misapplication of funds or the duplication in spending of funds seem to be a major weak point of the total recreation departmental program. This is not a phenomenon peculiar to the parks and recreation department as it applies to all the municipal functions, but it has a strong adverse effect on the parks and recreation program. The strength of the parks and recreation department is directly related to the progressiveness and foresight that the staff has consistently displayed in keeping abreast of the needs and interests of the community as the city has grown at such a tremendous pace over the past few years.

Recreation for Special Groups

Philosophy and goals.—The Pasadena Parks and Recreation Department provides service to the mentally retarded, physically handicapped, and the senior citizens of
the community. It is professed by the department administration that these individuals are just as important as anyone else—no more so or less so. They are, therefore, entitled to the same opportunities as other citizens of the community and should receive no preferential treatment. Just as these individuals comprise a minority of the total Pasadena population, they receive a minority of services, i.e., finances, time, programs. There is no way to justify giving a minority group a majority of time, money, and program. The major goal of the department for the handicapped and elderly is to serve them with the best possible program within the means of the departmental staff.

When the programs began.—The recreation program for the handicapped and the elderly began in the early 1960's when the parks and recreation department began working with the special education program in the city schools to provide some type of programs for the exceptional children. The school system probably played a greater role in developing the recreational program for the mentally and physically handicapped, since the schools were more involved with the children; the accomplishment was, however, a joint effort between the schools and the municipal parks and recreation department. As far as the director of the department can
recall, there were no great problems in developing the program. The support given the program by the city and schools was tremendous, as was the interest and support shown by the citizens of the community. The parents of the handicapped and the retarded became involved and provided a tremendous effort in establishing the program.

How programs are financed.--The recreation program for the handicapped does not occupy any special slot in the departmental organizational chart, and there is no job description for positions for personnel working with the handicapped groups. The special group program is merely a part of the total effort of the department. The program is financed in the same manner. There is no special stipulation that part of the budget is earmarked strictly for the handicapped and another part of the budget for the remainder of the departmental program. The program for the mentally and physically handicapped and the senior citizens is financed through the regular budget of the department. When the budget for the parks and recreation department is submitted to the council, adequate funds are included that will allow for the continuation of the senior citizens and handicapped program.

To assist in the financing of the program, small fees are charged the senior citizens for registration or
membership fees and very nominal fees are assessed the handicapped for certain activities like swimming lessons and arts and crafts. Other than these small fees, the program is entirely free to the participants. The department has never received any special governmental or private grants for the programs which include the mentally and physically handicapped and the senior citizens.

Leadership.—The direction of the program for the handicapped and the elderly is under the supervision of one of the general recreation supervisors of the department. The supervisor was not employed specifically to supervise this part of the program; it is merely one of his assigned duties. He has had no special educational training to prepare for this kind of supervisory task. He has been employed by the parks and recreation department for several years. Prior to coming to the department, he had worked very briefly with the physically handicapped and mentally retarded. Since coming to the parks and recreation department, the supervisor has participated in several workshops devoted to preparing recreators to work more effectively with the mentally retarded in the community. The director of the department believes that individuals working with the handicapped groups should have special training and/or educational background. The leadership staff working with
the handicapped and elderly groups in Pasadena are professional people, either in special education or physical education. At the present time, a University of Houston professor is conducting the motor development program for the retarded. This professor has authored a book on motor development for the mentally retarded.

The parks and recreation department does not provide special training for the personnel working in the handicapped and senior citizens program. However, the personnel are involved in workshops conducted by professional experts in the field of physical education and recreation for the mentally retarded and recreation for the senior citizens. Other than this type of involvement, a learn-as-you-go approach is adopted. The philosophy of the department head is that a person cannot possibly learn all there is to learn in a training program, since much of the knowledge must be acquired on the job.

There is a good deal of cooperation between the parks and recreation department and local colleges and universities in securing leadership for the programs of the department, especially the program for the handicapped and the elderly. Therefore, the department experiences very little difficulty in securing leadership for the program. The major problem is that it is extremely difficult to hire full-time, and
sometimes part-time, well qualified people because there is not enough money budgeted to pay the salaries commanded by these people.

How participants are located.---Participants, if they are mentally retarded or physically handicapped, are most often contacted through the public school system. The teachers, especially the special education teachers, are most helpful in sending notices home with the children to their parents to let them know what the program is and where and when the program is to be conducted. The other primary source for locating children for the program is the local association for retarded children. This organization is composed of parents of retarded youngsters, and they are very helpful about involving their children. They also help spread the word to other parents that there are activities for the retarded and handicapped.

The senior citizens are usually contacted or informed by someone who is already involved in the senior citizens program. The churches are also helpful in informing their elderly members about the programs.

The greatest problem in the Pasadena parks and recreation program for the physically and mentally handicapped is that it is impossible to contact all the individuals in the
city who are handicapped. This is a problem the departmental staff has not yet overcome.

How activities are determined.--The activities for the mentally and physically handicapped are determined on the basis of the needs of the individuals. The recreation staff responsible for the program attempts to determine the needs of the individuals and plans the activities in accordance with these discovered needs. The activities are the basic types of activities for the physically and mentally handicapped. There is a year-round motor conditioning program, a summer learn-to-swim program, and a summer arts and crafts program. It is believed by the departmental administration that these basic activities are successfully meeting the needs of the participants who are enrolled in the program. The decisions for including certain activities rests with the leadership personnel and the general supervisor. Rarely, if ever, will there be any personnel from other agencies helping to determine what activities are to be included in the program.

At the present time, there are three sections of the learn-to-swim classes, with from fifteen to twenty in each section; there are as many as forty enrolled in the arts and crafts classes; and there are approximately twenty
youngsters in the motor conditioning classes. According to the figures given by the director of the department, there are approximately 120 youngsters enrolled in the program for the mentally and physically handicapped. There were no figures available to indicate the number of senior citizens involved in the recreation program.

The physically and mentally handicapped children are involved in the program together, and only in the swimming activity is there any form of grouping apparent. Here the participants are grouped according to their height and their ability. Otherwise, there is no attempt made to group the individual in any of the activities.

The activities for the senior citizens are almost entirely determined by the senior citizens themselves. The general supervisor in charge of this program performs the duties of a consultant and resource person to help implement the decisions of the group. The senior citizens schedule activities such as arts and crafts, films, dances, and table games of all kinds.

What municipal recreation facilities are used.—Since the activities provided for the handicapped and elderly are limited, the number and type of municipal facilities used are also limited. The municipal swimming pool, two micro
centers, and the regular community center are used for the activities for the children. Several churches offer the use of their facilities for meeting rooms and space for the arts and crafts activities, especially for the senior citizens. There are few, if any, architectural barriers that limit the use of facilities by the handicapped. Although there are no ramps in the swimming pool, the handicapped have little difficulty in entering or leaving the pool. There are seldom any activities programmed in which the youngsters are taken to other public, private, or commercial facilities in the city.

The activities and facilities for these activities are scheduled so that there is as little interference as possible with the general public's program and use of the facilities.

**Cooperating agencies.**—There are several agencies with which the municipal parks and recreation department cooperates in offering a program of services to the handicapped and the elderly. There is a good deal of cooperation with the University of Houston and San Jacinto Junior College and the local high schools. This cooperation is limited primarily to the area of leadership, or utilizing professional personnel from the University to act as consultants. The Pasadena Association for Retarded Children plays a large role in the program for the retarded.
The association is a great help, especially in providing transportation for the youngsters in the program. The special education programs in the independent school district are very cooperative in sending notices home to inform the parents about the programs. Leadership personnel are sometimes obtained from the special education classrooms. The local Red Cross chapter has proved to be of tremendous assistance in the learn-to-swim program by providing materials and advice. The local churches provide not only space for many of the activities but often supply some materials for the programs.

Communications and public relations.—The biggest problem faced by the parks and recreation staff in developing the program for the handicapped has been the attitude of the parents. Many of the parents are too protective of their children; they will not let their children participate fully in a program without being there to say, "Watch out Johnny," or, "Oh, he can't do that." In the department's informal attempts at effective communication and public relations concerning this aspect of the program, an attempt is made to communicate to the parents that it is best if they do not remain at the center or pool while their children are participating. This idea is stated in the written notices
sent home to the parents as well as in direct verbal communications, when necessary.

All kinds of media are used to announce and publicize the program for the youngsters, but the most effective still seems to be the notices sent home with the children after school. There are, however, problems in this endeavor also. The major problem is that the parents will not bring their children to the programs after they have received the notices. This problem has not been solved by the recreation staff.

There is no outward positive attempt to institute a public relations program either with the parents or relatives of the participants and prospective participants or with other community groups and citizens. The philosophy is that the program will speak for itself. If it is good, this is the best public relations method that can be attained.

**Transportation.**—The parks and recreation department does not provide any means of transportation for any of the programs for the mentally and physically handicapped or the senior citizens. If a person wants to participate in the program, or if a parent wants his child to participate in the program, it is up to the parent to solve the transportation problem. Transportation is a major problem, according to the staff of the recreation department. However, without
busses or special liability coverage, there is nothing the department can do to solve the problem of the lack of transportation. The local association for retarded children renders some assistance in providing some transportation. However, the amount that they can provide is limited, and it does not meet the total needs of the program. If transportation could be provided, the enrollment in the program would increase by a significant number, according to the director of the department.

Liability coverage, medical clearance, physical examinations.—There is no provision made for liability coverage of any sort by the department. The only procedure instituted to guard against any liability difficulty is that the parents of the participants must sign a waiver form before the child can participate in the program. There is no medical examination required of any of the participants in the recreation program. The department has never experienced any difficulty or problems relating to liability since the program began almost ten years ago. The prevailing philosophy is that the handicapped participants and the elderly are participants just as anyone else who participates in the program and that there is no need for special coverage or medical consideration.
Most and least effective activities.—The director of parks and recreation did not attempt to evaluate the activities in progress in order to divulge which was the most effective and which was the least effective in achieving the goals established for the program. It was indicated, however, that the learn-to-swim classes proved to be the most popular.

The attitude of the leadership and supervisory personnel involved in the program for the handicapped and senior citizens has proven to be the greatest factor in the success of the program. The careful selection of personnel with an interest in the area and most generally with a background in either special education or physical education, and involving these personnel in professional workshops to expose them to innovative and creative ideas and methods have added immeasurably to the positive attitude of the staff.

Wichita Falls

Wichita Falls, the eleventh largest city in Texas, with a population in excess of 115,000, is the home of more independent oil companies than any other city in the United States. The city, located 145 miles northwest of Dallas and 145 miles southwest of Oklahoma City, has agriculture as the leading industry of the trade area. With a population
composed of 92 per cent white (including native born Mexican-Americans), 7 per cent black, and 1 per cent non-white, Wichita Falls has a median household income of approximately $9,172.00. With moderate temperatures and a climate conducive to flying 95 per cent of the year, there is one of Texas' largest military installations adjacent to the city. Shepard Air Force Base has more than 20,000 personnel and is five miles from the city.

**Parks and Recreation Department**

The primarily park-oriented parks and recreation department of Wichita Falls maintains over 2,000 acres of developed park area, which includes fifty-nine developed park-recreation areas within easy access of most of the citizens in the immediate residential areas of Wichita Falls. Twelve of these fifty-nine areas are staffed with recreation leaders during the summer months. Facilities on the park areas include shaded picnic areas with barbecue pits, playground equipment, lighted softball and baseball fields, tennis courts, model airplane circles, and casting pools. There are also two tennis center complexes, one municipal eighteen-hole golf course, and one municipal swimming pool. Four lakes in the immediate area provide ample opportunities for all types of water sports and recreational activities.
The budget for the Wichita Falls Parks and Recreation Department was approximately $382,472.00 for the 1970 fiscal year. Of this total, $250,940.00 was allocated to salaries, with only $28,625.00 of this total being used for salaries of both full-time and part-time recreation personnel. The tax rate for the city is $1.92 per 50 per cent of market value, with the parks and recreation department receiving about .4 of 1 per cent of the city tax rate. Approximately 4.4 per cent of the city's annual budget is allocated to parks and recreation.

The director of parks and recreation functions under a nine member advisory parks and recreation board, but he is directly responsible to the City Manager. There are four major divisions of the parks and recreation department: recreation and planning, parks, cemetery, and the golf course. There is a superintendent of recreation and planning, three recreation supervisors, an athletic director, and thirty-two seasonal employees in the recreation division. The cemetery division includes three permanent employees, and the golf division includes six seasonal employees. The largest number of personnel are employed in the parks division, with a total number of approximately forty-nine permanent and eighteen seasonal employees.

The three highest positions, Director of Parks and Recreation; Assistant Director of Parks and Recreation; and
Superintendent of Recreation and Planning, require persons with college degrees. The recreation supervisor positions merely require someone with the equivalent of two years experience and two years of college education. The salary scale is such that it is difficult to recruit persons with college degrees for supervisory positions.

No attempt is made to recruit, train, or utilize volunteers in the recreation program. On occasion someone will offer his services for a few days with the recreation program for the handicapped and senior citizens. This volunteer help does not usually last for more than a few days. No information was available concerning the number of individuals who volunteer their time and efforts in the athletic program.

There was a great dearth of statistical information and data available regarding the recreation division of the parks and recreation program. The only figures available concerning participation in the recreation program is an estimated 30,000 participation figure during the 1969 summer program. This figure included supervised playground programs on twelve park-playground facilities for a nine-week period which begins on June 1.

The strong point of the total parks and recreation department is very definitely the existence and maintenance
of facilities, since the department is primarily interested in and concerned with parks. The weakest area of the total program is the employment of qualified personnel in recreation and the existence of an adequate recreation program for a city the size of Wichita Falls.

Recreation for Special Groups

Philosophy and goals.—The Wichita Falls Parks and Recreation Department conducts organized programs for the senior citizens, the mentally retarded, the mentally ill, and the physically handicapped, including the blind and the deaf. All of these handicapped participants are students of special schools or residents of an institution, with the exception of the senior citizens, who are members of an organized club. The department subscribes to the philosophy that the handicapped and disabled are important members of the community and should be given the same opportunities as the non-handicapped citizens. The recreation supervisor who conducts all the programs for the handicapped and senior citizens has established definite goals for his programs. Goals are established in relationship to specific programs and how much the supervisor wishes to accomplish as far as, for example, actually making marionettes projects and giving actual marionette performances. The goals are progressive, with the next step being that the participants will actually
direct and produce marionette shows with only the assistance and advice of the supervisor. The ultimate goal is for the program to be self sustaining in each agency or group.

When the programs began.—The senior citizens program, started in July of 1968, was the first to begin, but this was in the form of offering arts and crafts, bridge classes, and table games. The creative dramatics, or marionette classes, began in early 1969 with the senior citizens. Shortly thereafter, following the success with the senior citizens, the creative dramatics classes were established with a group of adult mentally retarded and a group of emotionally disturbed teenagers from the Wichita Falls State Hospital, with a retarded children's center for trainable retarded, and with the school of the Listening Eyes.

The creative dramatics (marionette) program began as a direct result of the interest of one of the general recreation supervisors in the Wichita Falls Parks and Recreation Department. Before this man joined the department, there was no attempt made to establish programs for the senior citizens or handicapped persons in the community. This was primarily due to the fact that the department is very definitely a park-oriented department, with recreation seemingly a secondary service.
The senior citizens group initially approached the department concerning bridge lessons, arts and crafts and things of this nature. From this point, the supervisor gradually introduced the creative dramatics (marionette) program. The center for retarded children approached the city with a request for any assistance they might give. Again, the supervisor began working with the children's center and introduced the marionette program to the students. Here the director of the school was very hesitant about the potential success of the program and offered little support to the efforts of the recreation supervisor. The program and the sincerity of the supervisor had to be sold to the children and the director of the school. The programs at the state hospital and the school for the deaf were started because the supervisor approached them with the idea. Here again, he had to actually sell the program and his sincerity to the administration of the hospital and the teacher of the deaf before real support was given.

The only problems encountered by the recreation supervisor in starting the programs were overcoming the skepticism of the teachers or administrators and proving that he was not merely another "do-gooder" but that he was there to provide a program for the residents or students and that he was sincere in his efforts. This meant that the supervisor
had to fulfill his promises, that he had to be on time, and that he could not miss his scheduled classes, especially without making arrangements beforehand to meet the class at another time.

The supervisor of the marionette program stated that it was very important to keep the parents of the children in the program informed as to what was going on and to keep them aware of important dates, such as the date when the children were going to present a marionette show.

How programs are financed.—There is no special fund allocated toward financing the recreation program for the handicapped and the senior citizens. The senior citizens program is financed through a government grant; therefore, none of the funds necessary for the operation of this program come directly from the parks and recreation department.

Since there is a $2.50 expense involved in the making of marionettes, the regular classes in the recreation program must pay a fee of $2.00 to enroll in the classes. However, the handicapped do not pay. The center for retarded children is part of the same system that controls the opportunity workshop where the bodies of the marionettes are made, so they get the material free of charge. The state hospital has a workshop that makes the material for the patients.
so there is no charge. The school for the deaf has a godmother who provides all the materials and supplies for the children, and the senior citizens obtain their materials through the funds provided by the government grant.

Leadership.—There is only one permanent staff member of the parks and recreation department employed in the area of recreation for the handicapped and senior citizens. The person is a general supervisor of recreation for the parks and recreation department. He was hired with the intent and purpose of developing services in the area of creative dramatics for the special groups. There is not, however, a special organizational category for recreation services for the mentally and physically handicapped and the senior citizens. Providing services to these special groups is not a part of the job description for this position.

The person presently occupying the supervisory position and who spends approximately 60 per cent of his time with the handicapped and senior citizens has not completed an undergraduate college education. The job description requires only two years of college and two years of appropriate experience. Since assuming the responsibility for such programs, the supervisor has taken it upon himself to obtain special training related to creative dramatics. However, this training was not specifically oriented to the handicapped.
Most of this special training has been completed at the personal expense of the supervisor and has not been subsidized by the parks and recreation department. Also, there was no in-service training program for the supervisor when he began the position. At the present time, when students are utilized in the program, they are involved in a very brief orientation to the program, but most of the training is of the on-the-job variety.

The creative dramatics programs for the mentally and physically handicapped and the senior citizens is essentially a one-man operation. The supervisor is the originator, director, producer, supervisor, and leader of all the activities. The supervisor work from 55 to 65 hours a week, and approximately 60 per cent of this time is spent with the program for the handicapped and the senior citizens. It is extremely difficult for the supervisor to find anyone with adequate qualifications, meaning primarily a sincere interest, to volunteer time in the program, since there are no additional funds to employ either extra full-time or part-time personnel. It is therefore necessary that the supervisor lead and conduct all of the activities himself, with partial assistance from some of the staff in the special schools or hospital.
The primary difficulty encountered by the supervisor in this program was his own initial inability in the area and the lack of financial support given by the parks and recreation department in his attempts to obtain adequate training. The department did, however, give him verbal encouragement to develop services for the special groups. Another difficulty existed in the attempts to establish a marionette program in the various agencies when the initial response by the teachers or directors was one of skepticism or doubt. In this instance, the supervisor had to prove himself to the staff as well as to the residents or patients.

How participants are located.—There has been no difficulty in locating participants for the recreation program, since all of the programs are conducted for a specific school, institution or group. The chronic ward of the state mental hospital was chosen by the supervisor in conjunction with the administration of the hospital because the patients in this area never have the opportunity to participate in anything like this. It provided them with the feeling that someone really cared about them. The specific classes of the children's retarded school and the deaf school were selected, with advice from the teachers, on the basis of which group would most benefit from the program. The program is open to all of the senior citizens.
in the club, and many take advantage of it. However, the selection of who participates from the agencies is more the selection of the agency staff than that of the recreation supervisor. Currently there are approximately forty-five mentally and physically handicapped and seventy-five senior citizens participating in the recreation program.

How activities are determined.--There is more of a variety of activities in the senior citizens program than in any of the other groups. The senior citizens include all kinds of table games, bridge lessons, arts and crafts, and socials as part of their program in addition to the marionette programs. The extent of involvement of the recreation supervisor in all but the marionette program has become minimal, since the senior citizens group has become self-sufficient in teaching and organizing all activities other than the marionettes.

The creative dramatics, or marionettes, offered the other groups was almost entirely upon request of the groups, so there is very little choice or determination as to what kind of activities are to be offered. As the program progresses and the participants become more adept in the construction of the figures and the production of plays, other activities may be introduced. However, at this time,
this the only program that is offered. It can be seen that within the framework of the marionette program other activities are involved. For instance, there is considerable involvement in arts and crafts in the making of the figures and some involvement in good grooming in the dressing of the figure.

What municipal recreation facilities are used.--The use of the municipal parks and recreation department's facilities is very limited, because almost all of the activities are conducted within the agency facility where the participants are either residents, students, or members. There has, however, been some special equipment constructed for use by the participants in the creative dramatics program. Three marionette stages have been constructed and placed in the senior citizens center, the school library, and the retarded children's school room. These stages, as well as a portable stage, were constructed by the parks and recreation department and are used for the creative dramatics programs.

The senior citizens have made more use of municipal facilities than any other group. They often use the picnic areas of the municipal parks and fishing areas designated on the municipal lake areas. Other than these few examples, the extent of the use of municipal parks and recreation facilities is rather limited.
Cooperating Agencies.--There has been a tremendous amount of cooperation with several agencies in the development of the recreation programs for the mentally and physically handicapped and the senior citizens. The programs could not have achieved their present status without the cooperation and support of these agencies. The senior citizens group, which operates as a separate entity from the parks and recreation department, the Wichita Falls State Hospital, the Day Care Center School for Trainable Mentally Retarded, and the Special Education School for the deaf and the hard of hearing have been of great assistance in the development of the creative dramatic programs for their members, patients, and students.

As mentioned previously, the staffs of these agencies were initially rather reluctant to introduce the creative dramatics program to those they served, because it was believed, in some instances, that the children or patients were simply not capable of gaining any benefit from this type of program. The gaining of the confidence and support of the staff members in the various agencies was merely a matter of the supervisor selling himself and the worth of the program to the staff and, most importantly, to the participants. Once this was accomplished, the cooperation and support received from the agencies included the scheduling
of complete classes to participate in the creative dramatic marionette program for a specified period of time each day, assistance by the classroom teacher and nursing service personnel, and the use of the agencies' busses. The one thing that seemed to help most in obtaining the confidence and support of the agency personnel was the constant attempt to keep them informed as to what was to occur, when the activity was to take place, and the how and the why of the activity. It also proved very important that the recreation supervisor be very prompt and consistently reliable in his program endeavors.

**Communications and public relations.**—The parks and recreation department is primarily a park-oriented department, and therefore little attention has been, or is being, given to the recreational services provided by the department. This has definitely created some internal problems in communications and public relations. It has proven difficult to get the department administration to give attention to the many recreational programs, especially the handicapped program. At one point, during 1969, the restriction of the recreational services to summertime only was contemplated. However, the administrative staff realized the importance of the department's recreational services. Important factors in this realization were the interest shown by the special
groups such as the senior citizens, and the establishment of the new programs with the children's center, the state hospital and the school for the deaf.

There appears to be very little difficulty with the community at large, cooperating agencies, or parents of the children involved in the programs. All forms of communications are used, such as newspapers, radio and especially the television station in the city. Also, the special education classes are used to communicate the news of the programs as well as the special schools in the city that serve some segment of the handicapped population. The television station is also used to increase the effectiveness of the public image of the department and the services to the handicapped. On several occasions, and at special times during the year, the groups of handicapped children present a marionette program on the local television channel. This provides a good deal of public exposure to the program and to the children with disabilities.

The most difficult obstacle to overcome in the communication efforts of the supervisor of the recreation for the handicapped program was the feeling of jealousy or competitiveness of an agency thinking that another agency was trying to take over the type of service they should be providing. As a result of some of this kind of feeling, it took a long
time to establish an effective rapport with the staff of a cooperating agency. The only way to overcome this kind of feeling and the resulting fears is by consistent and sincere efforts in the program provided to the agency.

In an attempt to create a good public image and establish solid relationships with cooperating agencies in the handicapped recreation program, seldom did news reports present the function of the park and recreation department as a vital part of the various programs. Many times the department was not even mentioned. This understatement seemed to prove to the various agency staffs that there were no vested interests in the program by the deliberate seeking of publicity for the success of the program. Eventually the director of the parks and recreation staff, after becoming aware of the extent of involvement of the parks and recreation department, started insisting that parks and recreation get some mention in the newspaper articles and television programs.

A very common effort of the supervisor of recreation who conducts the recreation programs for the handicapped and senior citizens is that of constantly keeping the parents aware of what is going on and what the program is all about. Another problem occasionally encountered is that some parents will abuse their children to the point at which the police
have to be called to protect the child or children. This kind of parent is very difficult to communicate with, as are the parents who are overly protective and fail to accept or recognize the fact that their child is disabled or handicapped. These situations cause difficult communication problems and procedures.

Many times parents will attempt to punish their child by restricting the child from participating in the recreation program for a period of time. An attempt is made to communicate to the parents that restricting the child from the program of recreation activities in which the handicapped participate should not be used to discipline the child. If a child is restricted from participating, it affects the entire activity. All the other children in the activity will be affected by the restricted child's inability to fulfill his part of the group activity. Denying participation in a recreational activity has been too often used as a means of punishment.

Transportation.—There has been very little need for transportation, since most of the activities have been conducted on the site of the cooperating agency, such as the Wichita Falls State Hospital. With this method of operation, it has been the responsibility of the agency to insure the attendance of the patients, students, or residents.
On several occasions it has been necessary to transport children to either a television station, a special facility or the agency facility on a weekend. When this has happened, the agency involved has always provided an agency vehicle to the supervisor from the parks and recreation department conducting the program. There has never been any department transportation necessary for senior citizens.

This cooperation and trust with regard to transportation has come about only after the staff of the various agencies had accepted the leader and recreation program for their students and residents.

**Liability coverage, medical clearance, physical examination.**—The parks and recreation department has never placed any restrictions on participation in the program with regard to requiring physical examinations, medical clearance, or special liability coverage. One reason for this may be that the program does not include any physically active sports or activities. The cooperating agencies set their own standards regarding participation in activities, and the supervisor from the parks and recreation department abides by any rules or standards established by any of the cooperating agencies. The supervisor has made it a practice not to challenge any rules set by the agencies and not to
get involved in areas of the agency program in which he is not totally qualified, such as handling medical, personality, or discipline crises involving a patient, student, or resident. This sort of problem is the responsibility of the agency staff.

The departmental supervisor feels that he has adequate personal liability coverage to cover him in the event of any type of accident involving a participant during a program, especially during a time when a child is riding in the city automobile or his personal car.

Most and least effective activities.—Since there is only one major activity for all the groups except the senior citizens, this question has little applicability. However, during the marionette activity, the participants must make the marionette figures before moving to the actual production of the presentation. It has been discovered over the months that the actual making of the figures has become of less importance than the total group creative endeavor in composing and presenting the marionette play.

The senior citizens have bridge and other table games as well as the creative dramatics activity of producing a marionette show. The bridge and other table games activities have more participants than the marionette program, and each produces some desired results. For instance, now the parks
and recreation department does not have to teach bridge lessons any more, since the members of the senior citizens club have become so proficient that they now conduct their own lessons to teach new members how to play bridge. In this respect, the major goal of having the group become self-sufficient has been achieved. In the creative dramatics, however, the participants have new and exciting kinds of experiences that result in new social grace and improved self-confidence and self concepts.

Factors contributing to success of the program.--The supervisor of recreation who is responsible for the recreation program for the handicapped and senior citizens began the programs with no personal experience in parks and recreation, no applicable educational background, little skill in creative dramatics and no skill in marionettes. His personal desire and dedication and his ability to communicate with other people have definitely been the success factors in establishment of the program in Wichita Falls.

The major obstacles that had to be overcome were the supervisor's own inability and the apathy of the parks and recreation administrative staff toward recreation. The most important factor that could have been a major detrimental
factor was the lack of patience on behalf of the supervisor. It took a while for the supervisor to adapt to the slower learning ability of the children and residents and to pace himself and the participants accordingly.

El Paso

El Paso, with a population of approximately 360,000, is the fifth largest city in Texas. The city is centrally located midway between the Gulf of Mexico and the Pacific Ocean on the International Boundary between the United States and Mexico. It is in the far western corner of Texas and at the center of the southern border of the state of New Mexico. El Paso is approximately equidistant from the cities of Houston, Texas; Denver, Colorado; and Los Angeles, California. The climate of the region is characterized by the abundance of sunshine (83 per cent of the time), high but not extreme daytime summer temperatures, very low humidity, scant rainfall, and a relatively cool winter season typical of arid areas.

The population includes an approximately 45 per cent Mexican-Americans, 52 per cent Anglos, and 3 per cent non-white. The median educational level of the citizens over 25 years of age is 11.0 grades of school completed, and the median age of all the citizens of the city equals 22.7 years.
The median household income was reported to be $5,211.00 in 1960, but in 1967 the median effective buying income per family was reported to be $7,707.00.

El Paso contains the marshaling yards of the Santa Fe, Southern Pacific, and the Texas Pacific Railroads. The median unemployment rate in El Paso County is 3.9 per cent, and there is a very active and stable work force. The primary sources of employment are government, manufacturing, and retail trade.

Parks and Recreation Department

The City of El Paso system contains 788 acres of public parks and recreation areas. The 118 park sites throughout the city offer sport, rest, and relaxation to all ages with emphasis on wholesome outdoor recreation. There are three golf courses and nine municipal swimming pools to serve the people of the city. Other municipal recreation facilities include twenty-nine lighted baseball diamonds, seven recreation centers (four with gymnasiums), thirty-three playgrounds with play apparatus, eight recreation shelters, and eighteen tennis courts. A zoological gardens is located on one of the community parks, along with a children's amusement park and a skating rink. The Regional Country Park contains the Western Playland Amusement Park, boating facilities, fishing and picnic areas, and a twenty-seven-hole golf course.
The director of the parks and recreation department reports directly to the mayor, since there is no city manager in the City of El Paso. There is an advisory park and recreation commission. All city employees are regulated by the civil service commission, and the mayor and city council may employ any one of the top three candidates for any position.

The budget for the parks and recreation department, $1,273,000, is allocated to the department from the general fund of the city. The tax rate for the city is $1.77 per 55 per cent of the market value, but the department does not realize a specified amount of the tax rate. The parks and recreation department's budget represents approximately 6 per cent of the total city budget. This budget supports 208 employees in the parks and recreation department, including 97 positions allocated to the recreation division of the department.

The personnel in the recreation division include one director of recreation, three recreation program directors, seven recreation supervisors, and twenty-five recreation leaders and recreation specialists. The remainder of the positions are allocated to the swimming pools, clerical, band, custodial, and laborer categories. Only the administrative and supervisory positions in the department have
specific requirements listed in the job specifications alluding to the completion of college or university degrees. Depending on the level of the position, the staff member occupying these positions must possess a college or university degree in recreation or a related field and a certain number of years of experience. It is difficult to adhere to the stated standards because of the lack of available qualified recreation personnel. Many times the department has had to employ someone who does not possess a college or university degree. The philosophy of the director of recreation is that, if a person with a degree and experience cannot be found, then the person with the greatest degree of experience will be employed.

Volunteers are used quite extensively, primarily in the sports and athletic program. However, there is a sizable number of very reliable volunteers who work with the mentally retarded program. The volunteers who work with the handicapped programs are always more reliable and consistent than volunteers in other aspect of the program.

The only area in which accurate figures are kept concerns the swimming pool attendance. The nine municipal pools serve about 350,000 people a year. The athletic teams will include approximately 4,000 participants a year, and roughly 6,000 participants register for the summer
playground programs. Any other figure for attendance at the recreation centers, parks, and recreation shelters would be merely a guess, and no estimate was given by the recreation administrator.

The major percentage of the participation comes from the Mexican-American low and lower-middle class citizens, partly because of the high percentage of Mexican-Americans in the population. However, on a pro-rated basis, this same group would still tend to have the greatest degree of participation. It is difficult to obtain a great degree of participation in the upper-middle and upper class neighborhoods of the city. Another factor that governs participation is the location of the facilities; the facilities are geared to the lower-middle and lower-class districts of the city. For instance, four of the nine swimming pools are located within a mile and a half of each other in a low income area of the city. The location of these facilities definitely deters much of the participation of the upper-middle and upper class citizens.

The youngsters from eight to fifteen years of age constitute the bulk of the participation in the recreation program, although recent attempts have been made to incorporate activities and programs that will attract other age groups. Since there is a full-time center for senior citizens, there is a sufficient degree of participation from
the elderly members of the community. The greatest lack of adequate programs is for the fourteen to eighteen-year-old age group. The city is not meeting the needs of these teenagers.

With the director of recreation's degree and experience in physical education and athletics, the strong point of the recreation program is definitely the athletic program. The department operates an athletic program that is one of the best in the state, considering the size of the city, the number of employees, and the size of the budget. The major factor is, however, the experience and interest of the director of recreation. Conversely, the weakness of the recreation program is in the fine arts area, including activities and programs such as drama and dance. The major difficulty here is that there is no qualified person to develop or supervise a cultural arts program.

**Recreation for Special Groups**

**Philosophy and goals.**—The parks and recreation department of El Paso provides service to the senior citizens, the mentally retarded and the physically handicapped. The philosophy of the department concerning the involvement of these special groups in the program consists of the belief that the parks and recreation department is a public agency
devoted to serving the needs of all the citizens of the community regardless of their abilities or limitations. The senior citizens have not outlived their usefulness to society; they are still part of the social elements of the community. In many cases, they are still tax-paying citizens, and they are entitled to the services of all municipal agencies just as any other citizen in the city. The mentally retarded and the physically handicapped are citizens with, perhaps, more acute need of recreational opportunities in the community. The parks and recreation department should assume its proper role in helping to meet the needs of the less fortunate members of the community.

When the programs began.--The program for the senior citizens began in an informal manner in 1937. Initially the program consisted of a meeting place where elderly men gathered, checked out equipment such as checkers, and merely sat around in the small park playing games. There was no municipal recreation involvement at this point. From this meager beginning, an interested recreation staff member began assisting the elderly men in doing things other than checkers and cards. This recreation department involvement progressed to the establishment of other more semi-permanent facilities, such as horseshoes and shuffleboard,
and eventually to the construction of a full-time recreation center for the senior citizens as it exists today.

The program for the physically handicapped began in 1959 before the present director of recreation joined the parks and recreation department. The director is unsure of just how the program for the physically handicapped began, but it is believed that the Lions Club, which sponsors the program, contacted the parks and recreation department and asked that the department join the club in developing a camping recreation program for the physically handicapped youngsters in the community.

The El Paso Association for Retarded Children approached the director of recreation about developing a recreation program for the mentally retarded children in El Paso. The initial request consisted of asking permission to use a park area that is located adjacent to a private school for the retarded. The director of recreation met with the representatives of the local association to assist in developing guidelines for a recreation program and to establish times for the program since the park was used primarily as an area to be reserved by local groups for activities, parties, and programs. The first year of the program, 1964, consisted primarily of the department furnishing the facilities, some supplies, and the promotion of free food to be used as
refreshments for the children. As the program developed, the parks and recreation department became more involved in making more contacts for the program and by paying the salaries of the leadership personnel for the program.

The only criticism that the director of recreation has of the program is that he does not believe that the association for retarded children is asking for enough money or assistance from the parks and recreation department. It was stated by the director that he would be most happy to double the amount of assistance the recreation department is providing, if the association would ask for it.

How the programs are financed.—All of the programs are funded through the regular recreation operational budget. The center director of the senior citizens center submits her requests on a monthly basis for supplies and equipment. There is no special line item earmarked especially for the senior citizen program. Salaries and maintenance are budgeted as part of the overall recreation requests to the parks and recreation departmental budget.

The extent of the financial support of the parks and recreation department for the physically handicapped program consists of offering minimal assistance in providing suitable supplies and equipment for the camping program, which is conducted during the summer only.
The association for retarded children relies quite heavily on the parks and recreation department for financial support. Leadership personnel are provided directly by the parks and recreation department, which also furnishes many of the supplies and equipment. On occasion, refreshments have been provided through the parks and recreation budget. The department provides approximately 50 per cent of the budgetary needs of the program.

**Leadership.**—There are only one-and-a-half full-time, year-round positions provided by the parks and recreation department for the senior citizens recreation program. The full-time position is comparable to a center director, since the person in the position supervises and conducts activities for the senior citizens in the center that is designated as the full-time center for the senior citizens. The half-time position is one in the leadership category. The persons filling these positions are qualified on the basis of experience only. The position classifications do not require that candidates for the positions possess a college or university degree and experience. Neither of the employees possesses such a degree.

The lady who functions as the director of the senior citizens center was at one time the camp director for the
Lion's Club Summer Camping program for the physically handicapped. The director of recreation met her while she was working in this capacity and enticed her to accept full-time, year-round employment with the parks and recreation department in the senior citizen's center. She did, however, continue to function as the camp director, which was only a four-week summer position, until she reached the age of sixty-five. She now functions as a special consultant to the camping program.

The leadership for the camping program for the physically handicapped is furnished primarily through Girl Scout volunteers. One Girl Scout volunteer working toward a merit badge is present for each camper attending the camping sessions. The Lions Club employs two persons to be the responsible leadership personnel for the camp. The present director of the camp is a Girl Scout Leader. The parks and recreation department is not involved in providing leadership or funds for employing leadership personnel.

For the mentally retarded recreation program, the parks and recreation department provides the salaries for five recreation leaders for the summer program. The association for retarded children employs one person to function as the director of the program and two additional instructors for the program. The parks and recreation department does not
actively recruit or select the leaders for the recreation program. The association recommends possible candidates for the leader positions, and the departments hire these persons on the recommendation of the association. Volunteers are used extensively in the summer vacation program.

There is a training program conducted annually by the parks and recreation department for the summer employees. Both the Lions Club and the retarded children's association are invited to involve their summer personnel in the training session. The Lions Club usually will send their leaders and volunteers to the in-service training; however, the leaders working in the recreation program for the retarded children have never attended the training sessions provided by the parks and recreation department. Even the leaders in the mentally retarded program salaried by the parks and recreation department do not attend the training sessions.

How participants are located.—The parks and recreation department makes no active attempt to locate or recruit participants for the senior citizens program or the physically handicapped program. There is one full-time center for the senior citizens, and it is open to all elderly members of the community. The only way that individuals find out about the program is to read about it in the departmental brochure.
or to hear about it from another person who has been there or knows about it from another source.

This is the only full-time center for senior citizens in the community, and only the Anglo middle-class citizens attend the program. There has never been a black person in the center, and only one Mexican-American man has participated in any program. The average daily attendance at the center is between sixty and eighty.

Involving participants in the camping recreational program for the physically handicapped is strictly the responsibility of the Lions Club. The recreation staff of the parks and recreation department shares none of the responsibilities for this. The club works closely with a local school for the physically handicapped in locating potential campers for the program. The club has an established mailing list of approximately 350 children's names.

The director of recreation does all the coordination work for the camping program, and it is established so that there are two sessions of two weeks' duration each. Each session includes sixty participants.

The local association for retarded children assumes the major role in locating children for the mentally retarded program. The association works closely with the private school for the retarded and the special education classes
in the public school system. Because the association is concerned with all types of services for the retarded, relationships have been established with almost all of the educational, vocational, and rehabilitation agencies in the community that provide service to the retarded. Through these agencies, potential participants are located for the recreation program. The primary resource for children, however, is the private school for the mentally retarded which the El Paso Association for Retarded Children sponsors. The program includes an average of sixty each day.

How activities are determined.—Functioning within the senior citizens center is the Golden Age Club. The club is organized with elected officers and committees to accomplish its purposes. The center director meets with the club's officers to plan the activities for the members. The basic elements of the club's activities are checkers and chess, so there is very little variation in the daily activities. In planning the special events, the members offer many ideas and suggestions which the recreation staff attempts to implement. The special events include such things as dances, special parties, and trips—not only into the community but to Mexico and other parts of Texas.

The Lions Club employs a director for the camping program and recreational activities for the physically handicapped;
it is the responsibility of this person to plan the program for the children. The director establishes a basic program framework, and, with the leadership staff, the total program is planned in depth for the entire summer before the program is begun.

The local association for retarded children employs a recreation director and two leadership personnel. These staff members, in addition to the leaders employed through funds provided by the parks and recreation department, structure the activity program for the retarded children in the program. There appears to be little variation in the activities from year to year, as the staff relies on those activities that have proven to be successful. The arts and crafts, swimming, and active physical activities and games are the backbone of the program. The staff of the parks and recreation department does not consult with the retarded association in the development of specific activities for the program. However, when there is difficulty in obtaining some supplies or equipment needed for an activity, the department will assist in the securing of whatever is needed.

What municipal recreation facilities are used.—The senior citizens program is conducted in a center that is designated as the only full-time center for senior citizens
in El Paso. This constitutes, basically, the only municipal facility that is used by this program. The members will occasionally visit other community facilities, but seldom do they visit other municipal recreation facilities.

The center is a single-story structure with a ramp that makes it more easily accessible to the elderly. The building was constructed in three stages, beginning from an open bandstand in a park. Two later additions were added to this to make the present center for senior citizens.

The physically handicapped are not involved in utilizing municipal recreation facilities, since their camp is conducted in a Girl Scout camp site.

The association for retarded children uses a municipal swimming pool and municipal park area that is adjacent to the private school for retarded children as the primary location for the recreational program. They do not have sole possession of the park, but they must share with other community groups and organizations. The superintendent of recreation has arranged a suitable schedule so that the program for the retarded can be conducted during the time most desirable for the school and for the children. It is a very rare occasion when the children go to another municipal recreation facility. There is also a building in the park area, and two rooms in the building are used for the
activities for the retarded children. The park is conveniently located for the retarded children to use, and there are no physical barriers that limit participation. There is no fee involved for the program for the retarded even though other groups are charged for use of the park facilities.

Cooperating agencies.—The major forms of cooperation come from three agencies or organizations, the Lions Club, the El Paso Association for Retarded Children, and the Sertoma Club, which is a civic organization much like the Optimist or Rotary Clubs. The Lions Club is the responsible agency for the physically handicapped recreation program. The Association for Retarded Children and the Sertoma Club share the responsibility for the retarded children's recreation program. The Sertoma Club assumes more responsibility in the areas of financing and making arrangements for the program, whereas the El Paso Association for Retarded Children still assumes responsibility for programming and leadership. The parks and recreation department associates and communicates more with the association for retarded children than with the Sertoma Club.

The senior citizens program is a regular program of the parks and recreation department. Therefore, there is very little cooperative involvement with other agencies. Sometimes civic or church groups donate volunteer
hours or supplies such as bingo prizes or other small items for the senior citizens program. Other than this type of involvement, there is no cooperation.

Both the retarded children's program and the Lions Club program for the physically handicapped rely on the director of recreation to approach community resources, such as dairies, to obtain food commodities and other supplies or to establish contact with a potential source of supplies for the recreation programs. The resources contacted by the director are too numerous to list.

Communications and public relations.—Communications is a most important element in the success of any endeavor, especially when it involves cooperative efforts between or among people. The director of recreation is vitally aware of the importance of effective communications in his program endeavors. Every attempt is made to insure effective and proper communication between the director of the center for senior citizens and the administrative officer as well as effective communication between the director and the agencies with which he cooperates in offering services to the handicapped in the community. There are no formal efforts, however, on behalf of the parks and recreation department to promote communications or public relations
concerning the senior citizens program. The program is announced in the recreation brochure, but there are no other positive efforts to communicate or to establish effective public relations with the community.

The Lions Club is responsible for all factors related to the promotion of the camping-recreational program for the physically handicapped. The club produced a twenty-minute, sound, color film of the program. The film is used by club members and is also distributed on a loan basis as a basic promotional technique for the program. The individual members of the Lions Club play a major role in the verbal communications and public relations with the community concerning their involvement with the physically handicapped. The director of recreation assists the Lions Club in their efforts by soliciting various community agencies on behalf of the program for the handicapped. Through the efforts of the members of the Lions Club, a mailing list of at least 350 names of physically handicapped children has been established. The club keeps in contact with the individuals on the mailing list by having the parks and recreation department handle all the printing and mailing of letters and applications and mailing these to the people on the mailing list.

The El Paso Association for Retarded Children and the Sertoma Club carry the responsibility of establishing methods
of communication and public relations with the children, parents, and the community at large. Through contacting all the health-related agencies and rehabilitation-related agencies, a very extensive mailing list has been established by the retarded children's association. This agency, however, does all of its own printing and mailing, so the parks and recreation department is virtually not involved in the promotion of the program for the mentally retarded. The program is announced over the radio and in the monthly newsletter published by the association.

Transportation.—The only area in which the parks and recreation department becomes involved in providing any transportation is in the senior citizens program. During special events that involve going on trips, the city will charter busses and provide the bus drivers to transport the senior citizens club members to their destination and back to El Paso at no expense to the individual member. However, there is no transportation provided for the members so that they may get from their homes to the center. This matter is strictly up to the individual members. The center is located close to a main public transportation route, and this is the major form of transportation used by the senior citizens.
The Lions Club is responsible for all transportation for the camping-recreational program for the physically handicapped, and the El Paso Association for Retarded Children and the Sertoma Club are responsible for the transportation for the retarded children. Transportation for the children is provided through renting of a bus by the association. The parents of the retarded children are charged a fee of $1.00 per week to help defray the expenses of transportation. The parks and recreation department is not involved in any way in providing transportation for either of the programs.

**Liability coverage, medical clearance, physical examinations.**—The department does not require that members of the senior citizens center have a physical examination before joining. The center director does fill out a card on each member getting information concerning any physical or medical problems and the name of a personal physician. There is no need to obtain any special, or additional, liability insurance for the senior citizens center program.

The Lions Club is responsible for obtaining medical clearance for the participants in the physically handicapped program. It requires that a form be completed on each child by the parent, giving an indication of the medical condition of the child and stating that the child has had
a recent physical examination. The Lions Club provides its own insurance to cover the participants in the program.

The parents of the retarded children are contacted by the association for retarded children to obtain permission for the children to participate in the recreation program. The parents must sign a form stating that their child has permission to participate in a recreation program sponsored by the association and releasing the association from any legal responsibility. The name of the family physician is also obtained, as is permission to call the physician in case of an emergency. The children must have a physical before participating in the program. Since the children are participating in a recreation program on municipal facilities in activities that are co-sponsored by the municipal parks and recreation department, it is assumed that there is no need for additional insurance or liability coverage merely for this program.

Most and least effective activities.—The more passive the activities and the less the structure and organization, the better the chances of success with the senior citizens. The members of the center for senior citizens will very seldom participate in scheduled ceramics classes, but if opportunity is presented for the members to go to the ceramics area, work on an individual project at their
leisure, and fire it themselves, they will do this. Most of the members will merely come to the center to relax with other people and play checkers, "42" and other table games. They will not participate in organized tournaments which include these games, however. They also enjoy the socials, which include dancing.

The physically handicapped children enjoy the swimming and the musical activities more than other types of activities. Most of the activities revolve around a camping theme with arts and crafts and table games, but the swimming is the most popular.

Swimming is also the most popular and most effective activity with the mentally retarded children, because it aids in the development of coordination. Although not overly enthused about games, the children will participate in them once they have been activated. Swimming is the main attraction of the mentally retarded recreation program. Activities involving music and rhythms are also very effective and enjoyable.

Factors contributing to the success of the program.-- From the standpoint of the municipal parks and recreation department, the major factor contributing to the success of the program has been the excellent cooperation from the agencies involved in the physically handicapped and the
mentally retarded programs. If it had not been for the cooperating agencies, the programs would never have been established. The degree of cooperation between the parks and recreation department and agencies co-sponsoring the programs indicates a high quality and a dedicated standard of leadership.

The factor that has proven to be the greatest stumbling block is the lack of qualified personnel. A department that provides service to special groups of handicapped persons or the senior citizens should have a full-time, year-round supervisory position allotted 100 per cent for that purpose. It would be the duty and responsibility of this staff person to conduct the necessary surveys to discover needs, to make the appropriate contacts, to employ qualified leadership, and to develop an adequate program of services to the mentally and physically handicapped and elderly citizens of the community.

Lubbock

Lubbock, the ninth largest city in Texas, with a population of approximately 175,000, is a bustling agriculture, wholesale, retail, medical, educational, financial, and industrial center. Located in the heart of the vast South Plains of West Texas and Eastern New Mexico, Lubbock is
known as the "Hub of the Plains," because of its being the center of all the major means of transportation of the area.

The community's economy originally was based on agriculture, and still the area is one of the nation's leading cotton and grain sorghum producing regions, producing 16 percent of the nation's cotton crop. Even in the area of agriculture, however, diversification and change have taken place. Lubbock is now in the center of the world's largest beef feedlot concentrations.

Within Lubbock, the age characteristics indicate a continuing large percentage of youth under the age of twenty-four years. Although the middle age groups and the elderly groups are increasing steadily, the youth are still the dominant age group. Also, the percentage of females in the area is dominant, but only slightly above the percentage of males. White is the dominant race (65.5 per cent), with a slight consistently increasing percentage of non-white (15.8 per cent) and white with Spanish surname (18.7 per cent).

Parks and Recreation Department

The Lubbock Parks and Recreation Department was combined into a single department in 1953. It is a division of the Lubbock Department of Public Services, along with the divisions of Library, Health Department, Cemetery, Airport,
and other public services. The director of the department is directly responsible to the Director of Public Services. There is a five-man advisory park board whose members advise the director of the department of parks and recreation on matters of program and budget priorities.

Recreational opportunities provided by the municipal parks and recreation department are numerous and varied in Lubbock. There are thirty-four parks, a very popular state park, five public swimming pools, seven public party houses in the city parks, two municipal golf courses, twenty-four lighted and fifty-four unlighted ball fields, four community recreation centers, a municipal garden and arts center, six small lakes, and many other recreation facilities. The city has a very effective working relationship with the public school system whereby all of the school gymnasiums are used. This negates the need of the city having to construct this kind of facility.

The parks and recreation department operates on a budget of $662,959.00 a year. This is a combined department, and it was impossible for the superintendent of recreation to provide a breakdown of separate budgets for parks and recreation. Lubbock has been, and is, recreation conscious. Funds for the department are drawn from the general fund of the city's budget. The city's tax rate is $1.08 per $66 2/3
per cent of the market value. The city does not divide the
tax rate according to departments or services; therefore,
it is not stated that parks and recreation receives a portion
of the city tax. The parks and recreation department's
share of the total city budget amounts to approximately 3
per cent, and this constitutes the major source of finance
for the department. The department has received a few grants
to develop natural areas into recreation areas, and there
are occasional donations or trust funds established that
provide some funds for the departments. Also, small fees are
assessed for some of the activities. This, however, is in
no way an attempt to put the activities on a self-supporting
basis.

The staff of the parks and recreation department
consists of fourteen supervisory and leadership professional
personnel who are indirectly involved with recreation by
virtue of being committed to both parks and recreation. The
secretarial and building maintenance personnel work for both
parks and recreation. The maintenance personnel are more
concerned with the recreation facilities in the summer
months and during the morning hours in the community
recreation centers. In the summer months, the seasonal and
part-time workers add an additional 200 to 250 employees for
the swimming pools, playgrounds, sports programs and special
activities.
The only positions in the parks and recreation department for which a college or university degree is not required are the maintenance positions. The remainder of the staff positions, especially the recreation supervisors, require a college or university degree. Recreational and allied degrees are sought, and there is a tendency not to employ persons with their degree work in physical education because of the prevailing philosophy of the department that these persons have backgrounds that are too strict or detailed in the area of sports and athletics.

The reigning philosophy of the administration is that programs should be provided for everyone regardless of age, social class, or race. There is no attempt to gear the program to any one segment of the population of the city, and no effort is made to keep a count of participation by social class or race. The newest and largest facilities are located in the Black and Mexican-American neighborhoods. A wide range of activities are offered to all ages from preschoolers through golden agers and to all segments of the population.

There seems to be less participation from the Mexican-American group than from any other group. Members of this group also go less frequently to another center outside of their area. On a per capita basis, the average amount of
participation in the programs of the department are equally divided among the lower-, middle-class, and upper-class citizens in Lubbock; this means that there will be a greater number of white middle-class individuals in the program.

All age groups are well represented in the recreation program. The teen-age activities are centered around music and dancing, and there are usually as many as 400 teen-agers attending a teen dance. The elementary school children and pre-school children participate heavily in the summer recreation program. The senior citizens are involved in three of the community recreation centers, so that age group is significantly represented. The age group that seems to participate less as a group is the young adult and adult. Total participation included more than 3,000,000 participant visits, but there were no statistics to indicate the exact number.

Volunteers are utilized in the recreation program, but they are not used in such a way that the program is dependent upon the volunteers. The philosophy of the superintendent of recreation is that if you want a job done right you will have to pay someone to do it. A successful program cannot rely on volunteer leadership. The most successful area in which volunteers are used is in the Monday night mentally retarded program. In this program, there seems to
be a different kind of volunteer. There are always from eight to ten volunteers attending the Monday night activities. These are not always the same volunteers each Monday, but someone from the group is always there; in that respect, they are dependable. There are about forty-five or fifty volunteers in the mentally retarded program.

The little league and pony league athletics utilize the majority of the volunteers for coaches, assistant coaches, etc. The adult athletic league members must get their own team and sponsors, and the athletic director in the parks and recreation department will organize the league. So, athletics is the area in which the greatest number of volunteers are involved.

The greatest problem with volunteers is that many of them are not consistent in their attending the programs. This has been partially overcome by using volunteers only in areas where the program will not be totally disrupted if a volunteer does not appear.

The strong point of the total recreation program appears to be the little league baseball because it is so popular. The administration believes that this program is reaching the greatest number of children in a very vital age and therefore has a positive effect on the children's behavior. The weakest area of the recreation program may
be the activities offered to the physically handicapped and mentally retarded. There are some 960 children in Lubbock who are considered special education cases, and the recreation department has included 245 of them. The rest are either left to their own devices or are the responsibility of other agencies. This, according to the recreation superintendent, is the department's weak point. However, the extent of involvement and commitment by the parks and recreation department suggests that this part of their program is of prime concern and that it cannot or should not be considered a weak point.

Recreation for Special Groups

Philosophy and goals.--The mentally retarded, the physically handicapped, and the senior citizens are the special groups included in the recreation program of the Lubbock Parks and Recreation Department. There is no special organizational slot on the departmental organization chart allocated to the area of the program relating to recreation for the handicapped and senior citizens. The responsibility of the program falls under the jurisdiction of the Supervisor of Community Centers and Playgrounds.

The basic philosophy subscribed to by the department concerning the handicapped and senior citizens is that they
are citizens just like anyone else and that they are entitled to the same rights and privileges as are the other citizens. It is the responsibility of the recreation department to serve them as all others are served.

The major goal established for this segment of the department's program is that, since the importance of this type of program is recognized, it should be improved as much as possible in quality and quantity. The staff attends workshops and meetings to improve their abilities and understanding so that better programs to the handicapped and senior citizens will result. This program provides the only opportunity that many of the children have for any activity. Too many of them have to sit at home. The program needs to include more of the handicapped over the age of twenty-one.

When the programs began—The senior citizens program dates back to 1954, with the program for the physically and mentally handicapped starting about 1960. The senior citizens program was initiated primarily by the parks and recreation department after the department was contacted by different people in the community who were interested in a senior citizens program. This interest resulted in a campaign to start something for the elderly, and the parks and recreation department provided the impetus that started,
and has stabilized, a program of recreation and leisure time activities for the senior citizens. Finding leadership for the program was the most difficult item, because there were no qualified people around at that time. The department finally found someone with an interest and trained and developed this person to be a leader for the program.

The mentally retarded and physically handicapped program began when the mother of a retarded child asked the supervisor of the community center why they did not start a program for children like hers. With the opening of a new community center in 1960, a Monday night program was begun that included both the physically handicapped and the mentally retarded together. From the beginning, the departmental staff has developed a real desire to serve the handicapped as best they possibly could. As a result, they have developed a fine program.

How programs are financed.—The financial support for the program for the handicapped and senior citizens comes from the general budget of the parks and recreation department. In submitting her budget request, the supervisor of community centers and playgrounds considers the needs and costs of the activities for the handicapped, and these are included with the regular budget request. There is no
attempt made to establish a special budget for the handicapped program. There are some charges assessed for special activities. For example, the senior citizens pay their annual dues and a small fee for some special arts and crafts classes. The handicapped participants provide their own financial resources when their group goes bowling or into the community to have dinner. All other activities are free to the participants.

Leadership.—The supervisor of community centers and playgrounds supervises all personnel directly or indirectly involved with the mentally retarded, physically handicapped, and senior citizens programs, since all programs are scheduled in the community centers. There is a director, assistant director, and a leader in each center and at least two of these staff members are on duty when there is an activity scheduled for the handicapped or elderly. There are three college students hired to work with the Monday evening handicapped program and the senior citizens program.

Each of these positions has specific requirements. There are job descriptions for the community center director, assistant director, and the leader. For the part-time leader positions, there is no specific job description, but
specific kinds of responsibilities are given the leaders. For the assistant director and the director's positions, the requirements are closely adhered to, but because it is sometimes hard to find quality leadership, the requirements are more flexible for the leader and part-time leader positions.

One of the greatest factors of the program is that it provides students with an opportunity to experience working with some of the kinds of children they have been studying about in the classroom. It is seen that the classroom and the real situation are often completely different. Most of the leaders are inexperienced, and there is no specific in-service training program for them. The community center personnel do the best they can with the leaders during the programs. The leaders are, however, involved in center staff meetings, planning meetings, and special workshops whenever possible. This involvement not only helps sharpen the skills of the leaders but also helps the morale of the staff.

The philosophy of the supervisor concerning leadership for the senior citizens program is that the leaders almost have to be middle-aged or older. Leaders under thirty years of age are too young, and the elderly in the program will most likely rebel at the young "upstart" trying to tell
them what to do. It has been the experience of the staff in Lubbock that the senior citizens in their program have a very difficult time relating to any leader who is not from middle age to sixty years old.

Leadership is the key to success, according to the Lubbock formula. If the participants do not like the leader, the program will surely die. This was especially true in the beginning efforts in establishing the senior citizens program. For this reason, leaders for the programs for the handicapped and the elderly are sought who have displayed a genuine interest and concern in this type of program even, if they do not entirely fill all the specific requirements for the position. That "undefinable quality" has been more important to the program in Lubbock than an academic degree. Over the years, several leaders have been dismissed because they lacked the quality of being sincere in their concern for the needs and interests of the handicapped or the senior citizens.

How participants are located.—The participants for the handicapped program are located primarily through the special education classes of the city public school system. The teachers have been very cooperative in sending notices home with the children to let the parents know that there is a
recreation program for their children. The Lubbock Association for Retarded Children has been somewhat helpful to the parks and recreation department in sending children to the recreation program. The department has established no mailing list, nor has anyone contacted other sources such as physicians or health agencies to try to locate more participants. The program is, however, publicized in the program brochure that the parks and recreation department publishes seasonally.

There are no unique methods of locating or attracting participants to either the handicapped or the senior citizens programs, and the departmental staff admit that they have found no way to contact all, or at least the majority, of the possible participants in the community.

How activities are determined.--The departmental staff believe that they made a mistake in the initial development of the handicapped program when they placed the blind and cerebral palsy youngsters with the mentally retarded. The blind and the cerebral palsy children functioned at a much higher intellectual level than did the retarded, and as a result, the physically handicapped were lost for a while. They are now beginning to come back to the program in force. The two groups are not always grouped together now, a system which is a more effective method of programming.
All the staff members who work with the groups are involved in the planning of activities for the participants. Meetings are held in which the staff will discuss the activities that have been offered, the relative success of the activities, the needs of the participants, the kinds of activities that the participants would like to engage in, and the feasibility of these activities. There are no special consultants from the Lubbock State School, Texas Tech University, or elsewhere to help in the planning. The ability of the staff to plan activities for these groups has developed through experience; over the years, the regular staff has developed an understanding of the handicapped and elderly. The TARS and the students working as part-time leaders interject new ideas and enthusiasm that makes the program a success.

The biggest problem in planning the activities for the handicapped in the beginning phases of the program occurred when the recreation staff tried to go strictly by what the parents wanted the children to do. It wasn't too long before the staff discovered that this was not successful. The staff was initially not trained to be attuned to the needs of the children, and there was too little variety in the activities and many activities seemed inappropriate. The recreation departmental staff spent at least six months
carefully reviewing the program and studying the needs of the participants. This evaluation of the program and the staff planning meetings, in which the TARS also participate, have put new life into the program.

Another problem encountered by the recreation department in relation to providing activities for the handicapped and the handicapped participation in the activities is that everyone attempts to give too much of everything to the mentally retarded. With all of the free opportunities provided the retarded, the attendance should be three times what it is, according to the supervisor; but the parents do not seem to care enough to bring the children to take advantage of all the community is willing to provide. The attitude of the parents limits the participation of the children in the program. There is no solution offered by the department.

Still another problem in planning activities for the physically and mentally handicapped is that a lot of the time the members did not want to do something or that they did not like something. It was finally discovered that this was because they had never attempted the activity or because their parents did not allow them to participate in the activity, usually because the parents believed their child could not do it or it might be too dangerous.
This problem was mostly solved by suggesting to the parents, when feasible, that they not stay and watch the children during the activities. Another practice was expressing regret that the child could not participate on a particular week, while urging the parent to bring him next week because a particular activity is planned which he will surely like. More times than not, the parent would bring the child to that week's activity instead of waiting until the next week. The parents were treated gently, because they were needed to help provide transportation for many of the activities.

The handicapped and elderly groups are a regular part of the present program. As the weekly or monthly programs are planned and scheduled, these groups are considered and planned for in the programming and in scheduling the use of facilities. They are not tag-ons, nor are they given what is left over in the scheduling of prime facilities. Neither are these groups catered to; they are treated just as any other group is treated in the program.

At the present time, there are about 100 mentally and physically handicapped youngsters and young adults registered for the program. There are also about eighty mentally retarded youngsters brought to the community center by special education teachers for their physical education classes. However, these youngsters are not counted as part
of the parks and recreation department's program for the mentally and physically handicapped. The average attendance for the weekly program for the handicapped is from twenty-five to thirty. During the summer, the number attending will double to include from fifty to sixty participating each week. There are about 175 senior citizens on the active membership list for this program, with an average attendance of approximately 50 at each program.

Another problem is that there is a tendency for the parents of the mentally retarded and even the senior citizens themselves to want to run the entire program. This has been a real problem in the senior citizens program, where excellent leadership personnel is needed to handle the situation. Also, if one member is involved in a special role, all the other members become jealous, and they too must be involved in some way. One member should not be favored over other members.

With the mentally retarded and physically handicapped, there is always at least one parent who wants to organize the program or tell the staff member in charge how to organize the program. The parents are not told they cannot observe the activities, but they are discouraged from observing and participating with their own children in the program. It is the feeling of the staff that it would be to
the benefit of the program and the children if the parents were barred from the activities. However, since they are needed for transportation, they are allowed to visit the activities.

**What municipal recreational facilities are used.**—The four community centers of the Lubbock Parks and Recreation Department are the primary facilities used for the activities. The senior citizens utilize three of the centers, and the mentally and physically handicapped are using one community center. MacKenzie State Park is occasionally used for cookouts and special outdoor activities such as relays and ball games. The groups almost always meet at their respective community center, and if they have plans to go elsewhere, they will leave as a group from the center. Many times the handicapped group will go into the community either for bowling, out for dinner, or just touring.

For the most part, the facilities are adequate; however, there is one center in which the doorways and stairs are too narrow. This situation presents a slight problem. Other than this, there are virtually no architectural barriers that limit the participation especially for the physically handicapped. This kind of problem should be anticipated before facilities are constructed so that these barriers can be eliminated.
Cooperating agencies.--There are many organizations, groups, agencies, and individuals who cooperate in one way or another with the parks and recreation department in making the program for the handicapped and elderly a success. The special education teachers help tremendously by providing the major avenue of contact with the majority of possible participants. The Lubbock Association for Retarded Children are not very active and have only occasional meetings. They do not have a recreation chairman; however, they do assist the recreation department by trying to help locate children and young adults to participate in the program. The Teens Aid the Retarded group (TARS) of young volunteers are a tremendous asset in providing excellent volunteer leadership. The department discovered that the Lubbock Association for Retarded Children was not adequately equipped for training or utilizing the TARS group, so the recreation supervisor responsible for the recreation program for the retarded began to train and utilize the TARS in new and different ways with a great deal of success. Texas Tech University and the Lubbock State School provide the majority of the part-time leadership for the programs. There is a small church downtown that donates from $50.00 to $100.00 a year for the mentally retarded program, and one of the local civic organizations helps sponsor the olympics for the mentally retarded.
Communications and public relations.--The department has been very fortunate in its communication and public relations endeavors. The news media have been most cooperative. The only exception happened once when a staff member was giving one newspaper the exclusive story every week. After a while the radio stations and other media simply stopped giving any coverage to the total parks and recreation program. The method now subscribed to by the parks and recreation department is that all news items go through the city manager's office, where they are zeroxed and given to all members of the news media at the same time. There is, however, no overt attempt to develop a positive communications or public relations program geared to the recreation program for the handicapped or senior citizens.

The most effective method of communicating with the family, parents, and friends of the handicapped and elderly is by sending to the parents or family written notices of what is to happen and when. It has been determined, at least in this situation, that communication by word-of-mouth is not the most effective way, even though it is more expedient. The written communication has been by far the most effective method of communicating. This method allows the parents to have the notice as a reminder, whereas they too often forget what they have been told about a program
if it is too far in the future. The program also gets excellent coverage by the newspaper and radio and television stations. These members of the media help to communicate information about the activities and to establish a positive public image.

Transportation.--When the senior citizens program was first organized throughout the city, the parks and recreation department provided all the transportation. More recently, staff members have been using their private cars to transport the senior citizens to the programs. Now the philosophy for both the senior citizens and the handicapped program is that, if the program is good enough, the members will find their own means of transportation. This attitude was adopted partly out of necessity: the city would no longer provide any means of transportation, and because of the liability risks the staff members could not continue to use their private automobiles.

The major problem that arose with the senior citizens was that a member would decide one day that she did not want to ride with the person designated to pick her up. When this person arrived at the home, the senior citizen member would either be gone or say, "I'm sorry, but someone else is taking me today." This kind of problem gradually
discouraged the department from providing transportation. The major problem with the physically and mentally handicapped was that the mother often did not have a car with which to bring the child to the program or that the child was too large and confined to a wheelchair, making it very difficult or impossible for the mother to bring the youngster by herself to the program.

It is the opinion of the recreation supervisor in charge of the handicapped and senior citizen program that discontinuing the transportation service has not proven to be significantly detrimental to the number of members participating in the program. It is conceivable that some potential members are not attending because of a lack of transportation, but the thought of the administration is that, if the program is good enough and the desire strong enough, the person will find some means of attending.

**Liability coverage, medical clearance, physical examinations.**—There is no special provision for liability coverage for either the handicapped or the senior citizens program. Neither is there any special consideration given to receiving medical clearance for participants in either program. The members are covered just the same as any other participant in any other program; however, unlike some of
programs in the parks and recreation department program, there has never been a lawsuit brought against the city because of anything happening in the handicapped or senior citizens program. There have been some serious accidents in the senior citizens program. One lady broke a hip, another lady broke an arm, and still another woman died; but there have never been any repercussions resulting in lawsuits.

Most and least effective activities.——The most effective activities for the handicapped group must be considered according to age groups. For the teen-age and young adult group, the activity believed to be the most successful in achieving the goals established for that group has been dancing to a live band. This has been a real motivating factor to the members. They seem to like the western bands more than the popular band preferred by other teenagers.

For the younger aged groups, anything physical will attract them. This keeps them active and alive during the program, helps develop their coordination and balance, releases some energies and helps them to rest better at night. Any kind of physical activity for the younger age group is believed to be of maximum benefit.

The least effective activity for all age groups of the physically and mentally handicapped has been the arts and
crafts activities. The members do not seem to like this and do not participate in the activity; therefore, very few purposes are accomplished. The youngsters seem to be saturated with arts and crafts activities.

For the senior citizens program, the most popular and most effective activities have been hymn singing, the game of "42," and dominos. This may vary slightly from group to group, but by-and-large, these three activities are always very popular with the elderly. The least effective activities with the senior citizens have been book reviews and anything of a cultural nature. Most of the members do not have the patience nor the attention span to wait through this kind of activity. This is especially true of a speaker program when the speaker talks for more than a few minutes.

Factors contributing to the success of the program.— Leadership has been far and away the most successful factor in the development of the program for the handicapped and the elderly. The leadership personnel are entirely engrossed in the programs for these groups. They are, and must be, truly dedicated people with a genuine liking for the kind of people with whom they work. They cannot be working in the program just because it is a good job with a salary. There must be staff members with a big heart, with lots of love
and understanding, before they can establish an effective relationship with the participants in the handicapped and senior citizens programs.

The factor that has been most detrimental to the development of the program also relates to leadership. In this case, the problem concerned was a young man hired to develop the handicapped program. He attempted to achieve his purposes overnight, including making several changes. His swiftness and progressiveness was too much for the parents and the children to tolerate all at one time in a heavy dose. The parents even rejected the authorities brought into the program from the university by the young man.

The young man was dismissed. It was discovered that progress and education must come slowly and with tact if there is to be success with this kind of group.

If the program could be started over again, the one thing that would provide a tremendous asset to the program would be the addition of a gymnasium. The municipal parks and recreation department does not own a gymnasium, and there is none available to the recreation program for the mentally and physically handicapped. The absence of a gymnasium does hinder the full development of the program. The community recreation centers used for the program are merely
meeting places. It is difficult to establish a full and varied recreation program in this kind of facility.

McAllen

McAllen, located in the south central part of Hidalgo County in the lower Rio Grande Valley in the extreme southwestern part of Texas, is a natural center of its region, the hub of air, rail, and highway transportation on a major approach to Mexico.

Employment in McAllen is distributed 44.6 per cent in the basic industries (activities which bring money into the area) and 55.4 per cent in the service industries. Retail trade accounted for the largest per cent of employment and was followed in turn by manufacturing, selected services, agriculture, and the professional groups. Tourism is becoming a very big business in the Rio Grande Valley, a factor which has caused a tremendous growth in the retail trade and service industries. The greatest percentage of tourist trade occurs in McAllen.

Of the 39,000 people in McAllen, approximately 70 per cent are Mexican-American, less than 1 per cent is Black, and the remainder are Anglo. The median age range of the citizens is the 5-19 school age group with 30.3 per cent, followed closely by the 20-39 young labor force age group.
with 29.1 per cent. Only 8 per cent of the population is in the retirement age group of over 65 years of age.

**Parks and Recreation**

The McAllen Parks and Recreation Department emphasizes recreation during the summer months when they operate two municipal swimming pools, four municipal park areas and nineteen school playgrounds, all of the school and municipal athletic fields and tennis courts, and one municipal golf course. The parks and recreation program is primarily a park-orientated one, with the greater amount of emphasis in programming given to sports and athletics. The parks and school playgrounds are not staffed with leadership personnel even in the summer. The schools and the city work very close together.

The parks and recreation department is responsible for the Boys Club, although the Boys Club of America operates the program. The teenagers in McAllen operate a teen center, which they call the Green Flame. It is sponsored and financed by the city, but the youth are responsible for setting and enforcing policy with a minimum of adult supervision.

The total operational budget for the parks and recreation department is $98,185.00. Included in this operational budget is only $6,000.00 for recreation. This amount is
utilized primarily for supplies and equipment for the summer program. In addition to this budget, there is a total of approximately $26,000.00 allocated for the two municipal swimming pools.

The city tax rate is very low, with an assessment of $.65 per 60 per cent of the market value. Parks and recreation realizes $.04 of the assessed property tax. The funds for the department come from the general fund of the city budget, and all revenue produced by the department, such as swimming pool proceeds, is returned to the general fund.

The city of McAllen functions under a commission-manager form of government with a city manager. The director of parks and recreation reports directly to the city commission, but he does have a thirteen-member advisory park and recreation board that functions in the capacity of advising on policy and program. The parks and recreation department staff is composed of one-and-a-half professional positions: the full-time parks and recreation director and a summer position for a recreation supervisor or program director. Both of these positions are filled by men with master's degrees in physical education and considerable experience. Other than the twenty-five summer swimming personnel, the four tennis instructors, and the one golf professional, the rest of the personnel are strictly for the maintenance of
of the park facilities. There are no leadership personnel on any of the park facilities or the school playgrounds which are open all year long.

The director of parks and recreation decided to terminate the employment of recreation leaders after the 1967 program because of a continuing lack of participation as the summer progressed. Attendance would always be very high for the first two weeks of the summer, but then the families would leave McAllen to go north to work in harvesting various crops, either in Texas or other states. This migration would mean the children would be gone for the remainder of the summer. Therefore, the director believed it was not justified to employ recreation leaders for the summer recreation playground program for a very small number of participants.

Volunteers play a major role, especially in assisting with the athletic program in coaching, officiating, and score-keeping for the baseball and competitive swimming program. There are approximately sixty volunteers who are faithful to the recreation program.

There is no active effort to record the number of participants in the recreation program. It was, however, estimated by the director of parks and recreation that there are at least 600 individuals in the learn-to-swim program each summer. There were no figures available for the
number of persons using the swimming pools for recreational purposes. The youth center, The Green Flame, will attract as many as 1,000 youths on a weekend for the dances and the activities which revolve around dancing. There were some 3,650 participants in the other scheduled activities offered by the parks and recreation department. These activities included baseball, tennis, and other sports and athletic activities. It does not include the senior citizens program, the boys club program, or visitors to the Botanical Gardens.

The majority of the participation in the recreation activities is from persons in the lower socio-economic class in the community. Other community citizens seem to seek recreational opportunities other than those provided by the municipal agency. The program is geared to the younger generation and is reaching primarily the seven to twelve age group. There are activities for older age groups, but, beyond the age of twelve, participation seems to drop off significantly. This is the time when boys and girls discover each other, become less interested in organized community recreation activities, and begin to associate more with small peer groups and to do things on their own. The Green Flame Club is the major activity for the teenagers and young college students sponsored by the parks and recreation department.
The only problem is that the college-age students are beginning to exert more power and control than are high school-age students. Because of the heavy emphasis on sports and athletics in the recreation program, the vast majority of the participants are the young boys participating in the athletic leagues.

The real strength of the parks and recreation department's recreation program is the Green Flame Club, which is organized and run by the youth of the city. There is a youth board that establishes and enforces policy. The city provided the initial impetus for the club, but the youth have taken over and done a beautiful job in running the club with only adult sponsorship and no adult interference except when it is asked for by the youth.

The weaknesses of the recreation program appear to be that, first of all, the program is relegated to a summer-only type of situation and with no supervised playgrounds. Another shortcoming seems to be that there is a lack of activities for adults and a lack of a variety of activities for children. The program is very heavy in sports and athletics. There are a great many children not reached by the recreation program. McAllen is somewhat unique, in that a large segment of the population is migratory. After the schools close in the summer, the families leave the area to
work in the harvesting of crops—not only in Texas but as far away as Washington. When the family leaves, all the children leave, because all the members of the family work during the summer months. There are even special school arrangements made for the children of these families; classes begin later and last longer. Also, the classes begin earlier in the day and last longer in the evening, and many times classes are held on Saturdays. So the children of these migrant families are not available when the recreation activities are offered.

Recreation for Special Groups

Philosophy and goals.—The parks and recreation department provides limited services for the senior citizens through providing a facility in which the senior citizens club meets. The club is composed of only men who meet to play checkers, "42," and cards. The department is in no way connected with the club other than by providing the use of the club house.

The mentally retarded, and, to a very limited extent, the physically handicapped, are included in a learn-to-swim program for the trainable retarded and the educable in the regular program. The physically handicapped are included in the activities with the mentally retarded and are in no way considered separate and apart as another group.
The major philosophy and goal of the department concerning the mentally and physically handicapped is to include them in the regular program where possible and to treat them no differently than the non-handicapped. If there were greater numbers of the trainable level retardates, the department would schedule special programs just for this group. However, the small number does not justify employing someone special to plan programs for this group.

When the programs began.--The program of including the educable mentally retarded with the non-retarded youngsters began in 1967. At this time, the public schools began including the children from special education classes in the regular physical education classes in the public schools. The coordinator of health education and physical education in the school system also works with the parks and recreation department during the summer months as the recreation supervisor. With the recreation supervisor functioning in a dual capacity, it proved easy to incorporate the mentally retarded into regular activities which consisted mostly of sports and athletics.

The learn-to-swim program for the trainable mentally retarded began during the same year as the educable program. One member of the park board is the father of a retarded child, and he complained to the parks and recreation
director about his child not having anything to do. When it was suggested to him that his daughter go swimming, the father explained that none of the family swam—certainly not his retarded child. When the father was asked how many other children were in the same situation, it was estimated that some thirty to forty youngsters could be located. The parks and recreation director offered to start a learn-to-swim program for the trainable retarded if a sizable number of children could be included in the program.

How programs are financed.—There is no special consideration of any kind for the inclusion of the mentally retarded in the recreation program. The educables are included in the regular activities; therefore, no special staff or equipment is needed. For the learn-to-swim program for the trainable retarded, two swimming teachers were employed especially to conduct the program. The salary for these instructors came from the money allocated for salaries for the summer recreation staff.

Leadership.—The recreation supervisor is the responsible person for the activities for the mentally retarded. This is because there is no difference in the activities in which the retarded participate and the activities in which the non-retardates participate. The director of recreation
organized the learn-to-swim program for the trainable retarded, but the recreation supervisor supervised the activities.

Initially two young college men were employed to teach the retarded how to swim. In about three days, the young men were complaining to the recreation director that they could not do the job; they did not have the patience or understanding to work with this level of retarded child. Two college women were then employed to continue the program, and the young men were moved to another area of the program. The women displayed a great deal of patience in working with the children.

Both the director of parks and recreation and the summer recreation supervisor hold master's degrees in physical education, as the position specifications indicate. The summer employees are usually college students from Pan American College in Edinburg. There are no specific position specifications for the summer positions. There is no in-service program for the employees working with the mentally retarded. The learning acquired is a result of the trial and error method of operation.

How participants are located.--There are no efforts on behalf of the parks and recreation department to locate or recruit participants for the activities for the mentally retarded.
The only attempt to recruit any mentally retarded children for the activities was on behalf of the park board member who recruited enough youngsters so that the director of parks and recreation would schedule a swimming program for the children. However, during the current year there was not a sufficient number of children to justify including the learn-to-swim activities for the retarded for this year only. An attempt will be made again next summer to reinstitute the activities.

As far as is known by the director of the department, there are no attempts by other agencies, groups, or departments to recruit more retarded children for the summer recreation program. There are approximately 250 educable and 34 trainable mentally retarded youngsters in the public schools in McAllen. Since the philosophy of the department is to treat the youngsters as normal insofar as is possible and not to recognize and prolong the thinking that there is a great deal of difference between the retarded and the non-retarded, the special education children are not singled out in the school by inviting them to participate as retarded children in the recreation program. As a result of this philosophy, it is not possible even to estimate how many retarded children participate in the recreation program, with the exception of the eighteen trainable retardates who participated in the learn-to-swim program.
How activities are determined.--The only attempt to plan special activities for the mentally retarded occurred with the offering of the learn-to-swim program for the trainable children. This activity was offered by the department because the inability to swim was a definitely determined need of this group. There is no attempt made to plan other activities for the retarded, since they are participating in the regular activities. These activities include swimming, bowling, tennis, baseball, and the Boy Scout program. There used to be a Boy Scout troop especially for the mentally retarded, but the boys in this troop have gradually become absorbed into the existing troops composed of non-retarded youngsters.

The philosophy of the department concerning their baseball program, which is indicative of the other areas, is that all boys who come out for the program and attend practice sessions will play regardless of their level of ability. The program is divided into a major and a minor league, and those boys with less skill will play in the minor league. There are retarded boys playing in both the major and minor leagues, and they do play regardless of their level of competency. The same is true for all areas of the program, especially the swimming lessons, where no attempt is made to segregate the children.
The department also conducts a vocational-oriented program, in which some of the older retarded youngsters work under the supervision of the park personnel in the Botanical Gardens area. The work program consists of maintenance and gardening activities.

Cooperating agencies.—Cooperation with other agencies and groups relating specifically to the activities for the mentally retarded is limited to the Pan American College in Edinburg. The extent of cooperation here consists of employing either students or faculty members as summer recreation leaders, some of which work with the retarded in the program. Because of the nature of the program in McAllen, that of not emphasizing the fact that the mentally retarded are in the program, a great deal of cooperation is not needed. Therefore, assistance or cooperation has not been sought from outside groups.

Communications and public relations.—The process of communications and public relations is the same with the mentally retarded as with the non-retarded segment of the population. The program is announced in the newspaper and on radio, and the children in school are given notices concerning the program. However, no mention is ever made of activities for the mentally retarded.
The only process of communication that directly concerned the mentally retarded occurred in the attempts to develop the learn-to-swim program for the trainable retarded. In this endeavor, communication was established with a parent of a retarded child, and this parent contacted other parents regarding the proposed program. So, even in this endeavor, the parks and recreation department assumed a very minor role in the communications and public relations process. Some difficulties apparently arose, since for the 1970 summer program there were not enough retarded children enrolled to justify having a learn-to-swim program.

Transportation.—The parks and recreation department is in no way concerned or involved with any form of transportation for the mentally retarded in the recreation program. If the parents want their children to participate they must provide their own personal means of transportation.

Liability coverage, medical clearance, physical examinations.—Whatever legal considerations are given for the parks and recreation department's program of activities for the citizens of McAllen are sufficient to cover all participants, including the handicapped. There has never been any special consideration given. The only concern for any aspect of the program that includes the retarded was that
Parental consent had to be obtained before the trainable retarded children could participate in the learn-to-swim program.

Most and least effective activities.—Although the learn-to-swim activity for the retarded did not materialize for the summer of 1970, this activity was judged to be the most effective of the activities in which the retarded participated. This was the only activity that was designed especially for the retarded and therefore the only one that could really be evaluated in terms of its effect on, or value for, the mentally retarded in the program. The other activities are certainly of tremendous importance and value, since they involve the retarded with the non-retarded in a way in which they become invisible as retardates in the community. This seems to be the real value of the program in McAllen. The mentally retarded have the opportunity to participate in organized activities, just as do any other members of the community, without having the mentally retarded label attached to them.

Factors contributing to the success of the program.—The greatest success factor has been the inclusion by the public schools of the special education children into the regular physical education classes on a non-segregation basis.
This has allowed the children to socialize and participate on an equal basis which has carried over into other areas and activities allowing participation without the self-conscious feelings on the part of the retarded or the non-retarded. These efforts have proved to be easier and more effective at the elementary level than the junior high level, although success has been achieved at both levels.

San Antonio

San Antonio is the third largest city in Texas, with a population of 648,189, and the thirteenth largest city in the United States. The population consists of 51.2 per cent Anglo-American, 41.4 per cent Mexican-American, 7.1 per cent Black, and .3 per cent other categories. The mean household income, as of 1968, was $8,536.00 and the 1960 census reported the mean school years completed as 9.6.

The city is located 140 miles from the Gulf of Mexico, 200 miles northwest of Houston, and is situated in south central Texas at the edge of the Gulf Coastal Plains. The climate is a modified sub-tropical one conducive to outdoor activities almost all of the year.

The city is fast becoming one of the largest medical centers of the world. In the early 1970's, San Antonio will have a total hospital complex value of one-quarter billion
dollars, with 12,000 hospital beds. Medical-related fields are prime areas of employment for the citizens of San Antonio. An integral part of San Antonio's economic growth is one of the world's greatest concentrations of military installations. Military-related vocations provide the greatest single employment area of the citizens of the area, with more than 25,000 civilian employees at Kelly Air Force Base alone.

Parks and Recreation Department

The city of San Antonio has over 4,300 acres of park land. The area and community park areas, totally 2,312 acres, include a fine museum, zoo, aquarium, sunken garden, two outdoor theatres, swimming pools, junior pools, four municipal golf courses, six country club golf courses, picnic areas, sports centers, lakes, recreation buildings, concessions, and baseball and soccer fields. Six year-round and forty-six summer recreation centers are operated by the city parks and recreation department, and programs are conducted for residents of all ages.

The director of the combined parks and recreation department is directly responsible to one of four assistant city managers. There is, however, a six-member parks and recreation board, which functions in an advisory capacity.
The board has no power or authority to employ or discharge employees or to restrict the budget of the department. The function of the board is to act as an advisory body with regard to program content. The director presents program ideas to the board, and the board members react to these program ideas.

The tax rate for the city is $1.89 per $100.00 of the market value; however, the parks and recreation department is not allocated a percentage of this tax rate. The $3,426,000.00 budget of the department equals about 7 percent of the total city budget. Because of the combined nature of the department, it is impossible to determine exactly how much of the budget is allocated to parks and how much to recreation. The budget does allow for approximately 54 full-time and 126 summer professional, recreational supervisory, and leadership positions and 115 swimming pool personnel.

There are three levels of leadership positions, I, II, III. The leader III job description indicates that personnel in this position should have a college degree and some experience; the leader II position requires some experience and little or no college; and the leader I position requires only a high school diploma. There is only one level of supervisory positions, and the job description requires
personnel in this position to possess a college education and some experience, as do all the administrative positions. In reality, the parks and recreation department relies more heavily on experience than on college degrees. The salary scale of the city is not competitive, making it difficult to obtain personnel with both a college degree and experience.

Although volunteers are used in the recreation program, mostly in the athletic program and with the youth programs, they are not relied upon or given any responsibility for the conduct of programs. They are used primarily in positions where they can help supervise or assist with activities. It is believed that in order to use volunteers effectively, there must be enough paid staff to conduct the program and supervise the activities of volunteers.

Priorities have been set, with some pressure by the city administration, to serve the areas with the most acute needs. This has necessitated the heavy involvement of the parks and recreation department in the disadvantaged or impoverished areas of the city. Most of the park and recreation facilities and programs are conducted in these areas. The total attendance for the 1969-1970 year was 2,989,000. Data provided by the city indicate that the department has reached approximately one-third of the potential participants in all areas. As a result of the priorities, it is believed
by the assistant superintendent of recreation that the middle-
class and upper-middle-class citizens are virtually ignored
in the program, with the exception of the summer recreation
program. The age groups most served by the recreation
program include the eight to thirteen-year-old group with the
the greatest participation and the six to eight-year-old group
with the next most participation. The thirteen to seventeen
age group is the third most served group, with participation
in other age groups becoming somewhat less, other than in
special programs and in the spectator-type activities.
Because of the nature of the recreation facilities, the
community center program is normally conducted in one-room
facilities with only two recreation leaders. The overall
program is geared to the six to eighteen-year-old age group.

Programming is the strong point of the parks and
recreation department and particularly the athletic program
area, which constitutes approximately 60 per cent of the
total recreation program. Other strong program areas include
the cultural program, with emphasis on the dance activities,
and a new program idea which includes a cultural center on
wheels. This mobile theatre will be taken to all socio-
economic areas of the community for cultural programs. The
parks and recreation department is also strong in the area
of supplies and equipment.
The weakest aspect of the department is the inability to reach all of the potential participants because of a lack of personnel and finances to employ additional, highly-qualified personnel.

Recreation for Special Groups

Philosophy and goals.—The parks and recreation department administration believed that the mentally and physically handicapped had been neglected much too long. Therefore, the assistant superintendent of recreation took it upon himself to attempt to provide some services to these neglected citizens of the community. The handicapped are human beings and must be given the same rights and privileges as the non-handicapped, or less handicapped, members of the community. They have a right to be included in the public services of their community.

When the programs began.—Efforts toward developing services for the mentally retarded and physically handicapped began on a very small scale in 1964, when it was realized that handicapped individuals were utilizing the facilities of the parks and recreation department. The concerted effort in developing the recreation program for the handicapped actually began in January, 1970, with the employment of a staff specialist whose time would be devoted 100 per cent to
developing services for the handicapped, especially the mentally retarded, in the community. San Antonio is the only municipality in Texas, and one of a very few in the United States, that employs a recreation specialist in the department of parks and recreation specifically to develop recreation programs for the handicapped citizens of the city.

The initial impetus was given to the development of the program by the assistant superintendent of recreation for the parks and recreation department. The idea became formulated with the special assistance of the director of the regional center for mental health and mental retardation for Bexar County. From the initial interest of the assistant superintendent of recreation, interest spread to people representing other affiliated agencies. The program was finally established as a joint venture between the city parks and recreation department and the regional office for mental health and mental retardation. The city and the state cooperated on a matching fund basis.

How the programs are financed.—The budget for the recreation program for the mentally and physically handicapped totals $24,315.00. The budget is provided for this program on a 50-50 matching fund basis between the state and the city. The 50 per cent contributed by the state
comes from the Texas Department of Mental Health and Mental Retardation through a grant written specifically for the inclusion of the mentally retarded in a municipal recreation department.

The situation actually has evolved into a two-thirds-one-third proposition, because the city has provided many more things than the original agreement called for. Equipment and supplies and additional part-time staff have been provided by the city, provisions which would raise the amount of financial support given by the city to approximately $24,000.00, while the state contributes approximately $12,000.00.

Two problems exist in relation to the budget for the program: there is never enough money to provide adequately for the total program efforts, and the fiscal years of the state agency and the city do not correspond. This causes some management problems, since there is about a month overlap in the two fiscal years' ending dates.

There are no fees and charges for any of the programs or activities for the handicapped.

Leadership.—The department of parks and recreation employed a staff member in January, 1970, specifically to develop, conduct, and supervise a program in the community
for the mentally retarded and the physically handicapped. This position is denoted on the departmental organizational chart and is directly responsible to the Assistant Superintendent of Recreation. The supervisor of the mentally and physically handicapped program is a person with an extensive background in recreation geared to working with the handicapped and with young people. She does not have a college education, but the departmental administration believed that her experience more than adequately prepared her for the position of supervisor of the mental health and mental retardation programs.

There is no job description for the position of supervisor of the handicapped program; therefore, no specific standards had been established prior to employing the person for the position. The department usually specifies that supervisory staff have a college education; however, with the low salary scale, it is difficult for the city of San Antonio to be competitive. Consequently, most of the supervisors and administrative staff do not have college degrees. The primary consideration in the employment of a person to function as a supervisor of the handicapped program was that of experience. It was recognized that a combination of college degree and experience would be better than merely experience alone or merely a college degree alone.
However, it is extremely difficult to find someone with the suitable combination of education and experience. Given the opportunity the assistant superintendent of recreation stated that a person with experience would be selected over a person with education.

There are two full-time leaders and a half-time, year-round leader employed by the city to work specifically with the recreation program for the mentally retarded and physically handicapped. These employees are in addition to the supervisor. The full-time male leader has eight years of experience in an institutional setting working with the mentally retarded. He has no formal education, while the female recreation leader has a bachelor's degree in parks and recreation from the University of Illinois with an emphasis in therapeutic recreation, including four semesters of clinical experience. Other than the clinical experience, she has no work experience with the retarded or in recreation. The half-time employee is a student at a local college. The full-time leaders are employed at the leadership III level, which specifies the employee should have the equivalent of a college degree. The major criteria used in considering employing the leaders was activity skill rather than length of experience or education.

As a result of the extensive background and education, an extensive in-service training program was not an important
consideration for the full-time leaders. There are weekly sessions conducted in the form of staff meetings. During these sessions, specific problems are covered or specific skills are learned. Workshops are also conducted and held relating to activity areas in which the staff believes they are most lacking in skill. The total recreation department conducts periodic workshops or in-service training sessions, during which the leadership personnel working in the program for the handicapped may participate if there are some appropriate sessions.

In addition to the full-time staff and half-time staff members, there are also eight summer learn-to-swim personnel who are salaried by the city parks and recreation department and eight other summer leadership salaried through funds provided by a federal grant. These leadership personnel are employed specifically to teach certain activities, and the activity skill level is the prime consideration in hiring the summer staff.

How participants are located.--The primary methods utilized in attempting to locate participants for the recreation program have included the following: (1) referral from private physicians, the public health department, San Antonio State Hospital, and the local association for retarded
children; (2) distribution of printed flyers through the schools, in strategic places in the community, and to the homes of children in the special education classes; (3) coverage by the news media, helpful in publicizing the program and thus helping attract participants; (4) a door-to-door campaign conducted in the early stages of the program to locate and inform participants of the program; (5) cooperation with other agencies in areas in which potential participants reside; and (6) word-of-mouth communication by the staff of the program and by parents of children who participate in the program.

The most effective method of locating participants for the program has been through the cooperation of the public health nurses and their personal contact with families which include retarded persons. The second most effective method of locating participants has seemed to be the coverage given by the local news media. The reason for the success of the nurses is the fact that the people recognize the nurses by their uniforms, have accepted the nurses, and have confidence in them.

Because of the stipulations written in the grant that provides 50 per cent of the funds for the program, all of the participants must be registered, and personal records must be kept on each participant. Much of the information required
seems to be of no value to the recreation department and program, but may be of some value to health and vocational agencies. In the future, funds will be made available based on the number of individuals served. This method of allocation does not consider the quality of the service provided.

There is no policy followed in grouping the participants. The primary method is by ability in those activities that require different levels of ability, such as the special Olympics and swimming. There is an adult group separated according to age, including anyone over sixteen years of age. There is no attempt to divide the mentally retarded and the physically handicapped. The major reason given for not grouping the participants according to age or handicap is that, if this were done, there would be so few participants in most groups that any program would be very difficult to organize. It was stated, however, that if there were enough participants and enough facilities, it would be much better to group the participants according to disability, age, and ability.

The only problem experienced in locating participants was that it was always difficult to know how many individuals to expect to attend an activity. Even though the children were registered in advance, this was no assurance that they would all attend. This procedure is prevalent even with the non-handicapped; however, it seems to be less of a problem with the handicapped than with the non-handicapped.
How activities are determined.--The retarded individuals who are involved in vocational rehabilitation programs are heavily involved in the planning of their own recreation program of activities. The recreation staff attempts to provide the activities that the high-level retarded individuals suggest. With the lower-level retarded individuals, the recreation staff provides the activities which it believes will be most appropriate and will satisfy the kinds of need that are evident. There is some consultation with the public health nursing staff concerning some particular programs for the mentally retarded where the nurses are very familiar with the retarded children and their environmental background. The programs are as individualized as possible. The individual needs provide a great deal of guidance as to what kind of activities should be included, such as socialization or physical development.

In the beginning stages of the program, trial and error was perhaps the basis of most program attempts. As the program has progressed, activities are included in the program that are prevalent in the community setting. This is based on the belief that there should be as little variation as possible between the types of recreation experiences an individual encounters in a sheltered environment and those experiences found in the community at large.
What municipal recreation facilities are used.—At the present time, most of the municipal recreation centers are only one-room buildings that are occupied with the normal recreation program. If the recreation program for the handicapped wanted to use these centers, it would mean eliminating some of the programs in progress. This is another very strong reason why the program has been moved into the facilities of other community agencies. If other agencies are not utilizing their space, the recreation department is asking for the use of this space for the handicapped program. Eventually, with the growth of the recreation program for the handicapped, with increases in staff and with the training of staff to work with the handicapped, the special recreation programs for the mentally and physically handicapped will be included in the municipal recreation centers as part of the regular program. Plans for the future include the training of all the community center leader personnel to work with the handicapped.

There are no architectural barriers with the facilities used for the recreation program for the mentally retarded. With the physically handicapped, little difficulty is encountered, since all of the programs are conducted in the schools designed for the physically handicapped. During the day camping program, some difficulty is experienced in that
terrain is usually rough. Since this is part of nature and a person cannot completely circumvent all architectural barriers, no attempt was made to change the natural terrain of the outdoor camping area.

**Cooperating agencies.**—The city of San Antonio is rather unusual in that there are nine school districts within the city. The recreation program for the retarded and handicapped cooperates with five of these nine districts, not only in communicating with the parents of the retarded students and providing programs for the students, but also in providing in-service training for the special education teachers in the school districts. Cooperation with the special education classes in the five school districts is a very important part of the success of the recreation program for the mentally and physically handicapped.

Contact was made in the initial phases of developing the recreation program for the handicapped with agencies like the YMCA, YWCA and Boys Clubs to find out if they had programs for the handicapped. Since this initial contact, the parks and recreation department has established programs in the facilities of these agencies as well as the San Antonio Association for Retarded Children. The recreation program for the handicapped staffs these programs in these cooperating agencies.
Other agencies that cooperate by allowing the parks and recreation department to utilize their facilities for the handicapped program include the Episcopal Church and several other churches, as well as the Fort Sam Houston Military Installation. Special education classes within the school districts offer the use of swimming pools. Cooperation is received from religious affiliated community centers and civic clubs. For example, the Optimist Club has volunteered to assume the major role in organizing and conducting the special olympics for the mentally retarded. The Red Cross and the recreation department are beginning negotiations to establish a close relationship in the swimming program for the retarded. At the present time, there is very little cooperation with the Teens Aid the Retarded Group (TARS), primarily because of the lack of direction that is apparent in the local organization. As a matter of fact, the recreation department is contemplating organizing its own corps of volunteers to work with the handicapped. However, it is the feeling of the administration that volunteers are extremely difficult to work with and that it is impossible to rely on volunteers to conduct activities within the program. If volunteers are to be used, they should be used in an assistance capacity with little responsibility; paid staff must be relied upon to conduct the program and assume the major portion of the responsibility.
for the services provided the handicapped. The city housing department and the public health department both cooperate with the recreation department by assisting with the location of families with retarded children. Nursing personnel in the public health department make house calls on these families and explain the recreation program to the parents in the family. This type of cooperation is possible because four nurses in the public health department are also partly funded by the same grant that provides matching funds for the recreation program for the mentally retarded. Part of their responsibility is to provide services to the mentally retarded citizens of the community. The fact that they are city employees is also an important factor.

Other types of cooperation include the San Antonio State Mental Hospital and local private physicians referring individuals to the recreation program for the mentally and physically handicapped. The primary impetus in establishing these cooperative ventures in almost every instance has been provided by the supervisor of recreation for the mentally and physically handicapped. In no instance has cooperation been denied by an agency that has been approached, and in some instances, agencies have approached the supervisor in charge of the program and asked if they could provide some useful service.
There have been a few incidents that have caused some problems. These consisted of three different possible cooperative agencies attempting to exploit the situation and make money from the recreation program for the handicapped. The reason given for this is that the program would cost the agency and that they needed to make money to offset the cost of the program. In these three situations, attempts at cooperation were withdrawn.

One school district that furnished the use of a swimming pool during the previous summer intimated that it would be impossible for the department to use the pool again because many of the parents stopped bringing their children to the pool because the mentally retarded were there at the same time and that the school was losing money. However, in this situation, because of previous arrangements, the school could not restrict the recreation program for the retarded from coming into the pool. The recreation supervisor could volunteer to change the hours for the swimming program but this would be reinforcing the kinds of negative thinking concerning the mentally retarded.

Communications and public relations.—Personal contact, according to the assistant superintendent of recreation, constitutes approximately 80 per cent of the efforts directed to the processes of communications and public relations.
The supervisor of the recreation services for the handicapped estimates that approximately 60 per cent of her time is devoted to communications and public relations.

Initially, attempts were made by the parks and recreation department to survey all areas of the city to determine where programs for the mentally retarded existed and where the need for such programs were in the greatest demand. This survey entailed a tremendous amount of personal contact with agencies like the YMCA, YWCA, churches, and the American Red Cross. Most of the agencies contacted did not have a program for the retarded, or they did have a program but were no longer engaged in providing recreation services to the handicapped.

Because of the great number of Mexican-Americans living in the community, additional communication problems arise. The Mexican-American people are seemingly more hesitant to let their children attend programs, especially if the programs are administered by Anglos. In the initial attempts to begin a program for the handicapped in one Mexican-American area in which a bus was used to transport the children, the first day the staff on the bus outnumbered the two children who showed up. However, by continuing the program, eventually almost a capacity number of children were riding the bus and attending the activities. The Mexican-American people must develop confidence in the leadership and in the program;
they must witness their children returning home safely and with smiles on their faces.

A good deal of cooperation is accomplished with the San Antonio Association for Retarded Children, especially in publicizing the city's program for handicapped and in communicating with the parents of the retarded children. However, most of the communication is by word of mouth, since many of the Mexican-American citizens do not read English.

There has been excellent coverage by the local news media; even with the smallest of programs, the newspaper gives more than adequate coverage. When the program first began, full-page coverage was given to help inform the public of the municipal parks and recreation department's program for the handicapped. As the program continues, the press and other news media become more cooperative in reporting the progress.

The greatest difficulty in terms of communications and public relations has arisen in connection with terminology identifying the program. The recreation program provided by the parks and recreation department is termed a recreation program for the mentally retarded, and many parents object to the use of the term mentally retarded. A health agency staff member stated that if the program ceased to be identified as a program for the mentally retarded, her clients would come to the program. Other mothers became upset when the special
Olympics were held for the mentally retarded when their children were classified as minimal brain damaged children.

The administration of the department believes that in order to have a program for a group of people, this group for whom the program is offered must be identified and informed that a program is available. The department believes that the problem must be met head-on along with an attempt to educate the parents and the public that having a retarded child is nothing to be ashamed of. Attempts to educate, or inform, the parents and the public are being attempted through training programs for various groups and agencies in the community.

Two very definite attempts to produce effective communications and public relations by the recreation department include giving as much public credit to the cooperating agencies as possible and writing letters of thank you and commendation to the agencies and individuals who assist with the program.

Transportation. Transportation is a major problem not only with the parks and recreation department but with all departments in the city of San Antonio, such as the health department. During the summer of 1970, transportation was secured for the recreation program for the handicapped through
a federal grant. The grant also provided funds for insurance coverage for all the children in the program. This provision, however, was only for the summer of 1970.

The method adopted by the recreation supervisor of the handicapped program is to take the recreation program to the participants, since they cannot come to the program. The city has no vehicles or procedures for the use of vehicles for the recreation program, and the great majority of the handicapped live in disadvantaged areas. Therefore, the parents are not able to afford transportation for their children. The recreation staff has attempted to interest people in providing transportation, but in only a very few instances and for a very limited time during the day were individuals, mostly parents of retarded children, available and able to provide transportation. The only alternative, in order to have a program, was to attempt to take the program to the handicapped.

In an attempt to accomplish this, arrangements were made to utilize the facilities of various agencies that operate programs in areas where there is a heavy concentration of handicapped. It is then the responsibility of the parents or family to make sure the handicapped or retarded individual gets to the facility in which the program is conducted. The recreation staff assists in attempting to
arrange transportation for all, or as many of the participants as possible. Attempts are made to organize the parents into an effective transportation force.

Liability coverage, medical clearance, physical examinations.—The city of San Antonio carries liability insurance to cover the city in case of negligence. This coverage is not, however, directly related to the recreation program for the handicapped, but for all phases of all city programs. It is not a normal function of city government to carry any kind of accident insurance as it is to carry liability insurance. But during the summer, the parks and recreation department usually acquires some federal funds with which accident insurance is purchased. In summer, there are increased chances for accidents with the addition of large numbers of summer employees and many additions of programs. This insurance is not acquired directly for the recreation program for the handicapped, but, as in the case of the liability coverage, for all programs in the parks and recreation department.

The only area in which physical examinations are required for the handicapped is the summer Olympics for the retarded. The examination is required before a youngster can participate in the Olympics activities. Forms are completed on each
individual before he participates. Information on the forms includes medication data, physical problems, name of physician, and permission to take a child to a physician if the need arises. Liability is also necessary for the summer olympics.

Medical release forms or forms to release the city from any liability in case of accident or injury are not required by the parks and recreation department, because it is realized that these forms are of no value if presented in a court of law in case of a suit filed against the city.

**Most and least effective activities.**--It is not easy to single out one activity that has been the most effective for all groups because each group of individuals is of varying ages. Therefore, each group has different needs that must be met. However, three activities seem to be the most important, popular, and effective. Musical, physical fitness, and drama seemingly provide the most joy and greatest benefits to all groups in general.

The vocational rehabilitation clients who participate in the program very seldom participate in physical fitness activities, because the activities in which they are involved during the day are very strenuous physically. With this group, the socialization type of activities is most important and
most effective. Music plays a big part in the socialization program, which includes parties and dances. The younger children who are more passive during the day will have a greater need for the physical fitness type of activities. Therefore, these kinds of activities are offered, and they are encouraged to participate in them.

At the present time, the only area of activities which is not included in the recreation program for the mentally and physically handicapped is tumbling and gymnastics. This area is omitted merely because there are no qualified staff members to teach these activities.

Factors contributing to the success of the programs.--There have been several very important factors that have contributed to the success of the program for the handicapped. In the development of the program, the cooperation of various agencies in the community was quite important. The cooperation, support, and coordinating efforts given by the total parks and recreation administrative staff in helping the supervisor develop the program was a tremendous asset.

As expressed by the assistant superintendent of recreation, the key to the continuing success of the program has been the quality of leadership involved in the program. This is the most important single element of success in
the program. The leadership personnel can either make or destroy the program.

There have been no major obstacles that have hindered the development of the handicapped program. The philosophy that seems to prevail is that, if it is for the unfortunate handicapped members of our community, it must be good.

The administrative staff of the recreation program for the handicapped stated that if they were to start the program over, their initial attempts would be on a little larger scale. They would ask for a larger budget and more personnel to begin with even though this request might introduce more and larger problems. Other than this lack of personnel and finances, the staff has been well pleased with the development and progress of the program.

It is strongly suggested by the administrative staff of the recreation department and the recreation program for the handicapped that if a community is interested in beginning a program for the handicapped, it should be established in the municipal parks and recreation department and not in another agency such as the local association for retarded children, which must establish a liaison and a working relationship with the municipal department. The most important thing is that a program must be initiated. As long as the service is provided, its very existence is the important factor, but
this function is better suited to the parks and recreation department. If for some reason the parks and recreation department is not equipped with adequate staff, facilities, or interest, then another agency should provide the service.

Texas City

With a population of 42,400, Texas City is the 30th largest city in Texas. It is located on Galveston Bay, fifteen miles north of Galveston Island and thirty-five miles southeast of Houston. The city is sixteen miles from the Manned Spacecraft Center. Texas City and the adjacent city of La Marque have a combined population of approximately 60,000. No data were available concerning the composition of the population according to race; however, data were available to indicate that the mean household income for Texas City is $10,855.00. The major vocational pursuit of the working force of the area is in the Petroleum and Chemical complex, with the Union Carbide Corporation alone employing approximately 2,600 persons.

Parks and Recreation Department

The five-mile-long, man-made Texas City Dike is only one of the great fishing areas in the area. This facility is maintained jointly by county and the state. The three recreation centers in Texas City are equipped with meeting rooms,
kitchens, swimming pools, and, in one center, a gymnasium. Also for public use there are fourteen public parks, baseball diamonds, tennis courts, and a nine-hole golf course.

The director of the combined parks and recreation department that was created in 1947 is directly responsible to the mayor of the city, as are the other major department heads within the city organizational structure. There is an appointed parks and recreation board that functions in an advisory capacity to the director of parks and recreation. The members are appointed by the mayor.

The parks and recreation department operated on an annual budget, during 1969-1970, of $193,000.00. The city tax rate is $1.55 per 25 per cent of the market value, and there is no percentage of the tax rate designated for parks and recreation. There is a bond issue pending that would provide approximately $50,000.00 for the parks and recreation department. There are few instances of fees and charges being assessed in any of the activities, with the exception of an admission fee to the swimming pools and a few special activities in which fees are charged to offset the cost of an instructor. The director of parks and recreation has fourteen full-time and thirty-seven additional part-time personnel on his staff. The positions for professional recreation personnel include an assistant director of
recreation, three center directors, four gym supervisors, two swimming pool managers, and nine lifeguards. There are also four youths employed for summer work along with four custodians for recreation facilities. There are no specific requirements as far as college degrees are concerned for any of the positions other than for the director of parks and recreation.

Many volunteers are used, but the vast majority of these are working in the athletic program. Dependable people are difficult to find, and it does not benefit the program to depend on persons who are not on the payroll. When the volunteers are needed most, they may not show up.

There were no statistics available to indicate the total number of participants during the previous year. The director of the department did state that the department's goal was to serve all segments of the population of Texas City regardless of race, sex, religion, or age. All socio-economic classes of the city are served to some extent, and it would be impossible to determine which class participates most or least. The program does seem to be including more of the school age children in the six-to-fourteen age group. This is because of the swimming and athletic leagues.

The strong point of the program is the swimming and athletic activities, which is the largest segment of
Recreation for Special Groups

Philosophy and goals.--The extent of service to the handicapped is very limited by the Texas City Parks and Recreation Department. The senior citizens are provided some service, but this is limited merely to providing facilities for the members of the senior citizens clubs to meet and have their programs. The department does not offer any leadership nor suggestions as to program content. The department head would provide the senior citizens with anything they wish, but their wish is to be left completely alone so that they can run their organization themselves.

The mentally retarded are included in the recreation program of the parks and recreation department for only two weeks during the summer. During this time, the philosophy of the department is to do everything they can to make the retarded feel at home by providing as normal a situation as possible. An attempt is made to provide the children with love, understanding, and attention through activities. Part of the reason the program is only during the summer is the fact that the school system has a very active special education program which includes an active extracurricular
program for the special education children. This program precludes any active recreation program during the school year.

When the programs began.--The program for the mentally retarded began in 1964 when the local association for retarded children was seeking facilities that it might use to provide a recreation program for the children. When the parks and recreation department was approached, the director began searching for the best possible way of serving the group. The mayor of Texas City is a very conscientious person, and, when groups of citizens want some kind of service from the city, the mayor instructs the proper department to attempt to provide the service to the group. This was the situation with the recreation program for the mentally retarded.

How the programs are financed.--The parks and recreation department did not receive any additional funds when the mentally retarded were included in the recreation program. The director had to expand his existing budget to include the services to the retarded. There was no attempt to increase the number of staff members for the program, even though this could probably have been achieved according to the director; existing staff were used for the activities. Some additional funds were provided by a ladies' bowling league in the city that donates from $500.00 to $600.00 a year to help defray the
costs of the program. There are no fees or charges for any of the activities.

Leadership.—The parks and recreation department provides five leadership personnel for the mentally retarded program on a regular basis and others when necessary. The program director in the center where the program is conducted each summer is the major departmental staff member involved in the program. The director of the center is called upon by the association for retarded children to be the key program person. For the swimming program there are two life guards and two swimming instructors provided by the parks and recreation department. The Texas City Association for Retarded Children provides additional leadership personnel for the program as well as the supervisor for the recreation program for the retarded children.

There are no job descriptions for the leadership positions as they relate directly to the retarded program. There are job descriptions for the center director and swimming positions, but there is no mention in these descriptions of working specifically with the mentally retarded. The only training or education of the staff persons in these positions in preparation is the experience gained while actually working with the children during the program. There is no special
in-service training given by the parks and recreation department or by the local association for retarded children.

How participants are located.—The participants in the recreation program for the retarded are all children, almost all of whom come from the special education classes within the city. The only other avenue of locating participants is the local association for retarded children. Members of this group usually have retarded children, many of whom are involved in the program. As was mentioned previously, the special education classes provided in the school district are very active and very cooperative with the local association and with the parks and recreation department. The special education teachers and the local association usually know the majority of the retarded children. This is the method used to locate the retarded children in Texas City.

There is no real attempt to group the retarded children in the recreation program other than in the swimming program. In the swimming the children are grouped according to ability. Most of the children are of elementary school age, with the exception of a very small number of junior high school students. Since the special education classes are involved, most of the children who participate would be classified as educable; however, since the local association for retarded
children is also involved, there are a number of children who are classified as trainable and below.

There have been no problems encountered in attempting to locate enough participants for the program. At the present time, the parks and recreation department serves approximately 100 retarded children in the special recreation program for the retarded.

How activities are determined.—The activities for the recreation program have remained pretty constant over the years; however, occasionally something new is added. These additions are the responsibility of the community center director of the parks and recreation department. The local association for retarded children depends upon the center director to make all arrangements for activities, including contacting local groups and individuals to arrange for special activities and programs such as a magician's show and a Boy Scout rain dance program. Whatever is needed in relationship to the recreation program, the center director is the person responsible for acquiring the supplies, equipment, and refreshments. He is also responsible for making arrangements for special events. Arts and crafts is a very popular activity and the center director is responsible for scheduling, coordinating, and teaching the arts and crafts activities.
The volunteers from the local association for retarded children have the expertise in the area of mental retardation, and the recreation personnel have the expertise in the area of recreation and teaching activities. So one specialty complements the other, and few problems arise in attempting to determine what activities to offer the retarded. It is realized by both groups that these children like bright colors and activities with a lot of action, so this kind of activity is included.

The program is conducted every morning for a two week period, beginning with the swimming program in the morning. Immediately after the swimming activities, the children go to the recreation center for their refreshments and recreation activities and games.

What municipal recreation facilities are used.--The only municipal recreation facilities utilized for the recreation program for the retarded are a swimming pool and a recreation center. Very seldom are the children taken to any other facilities for the purpose of activities. The recreation center used for this program is on the south side of town, a location which is inconvenient for some. But this center and pool were less crowded, and a more convenient time could be arranged to include the retarded without disrupting the
regular recreational program for the non-retarded citizens of the community. These facilities were built when the city was segregated, a factor which means the pool and the center are in the Black area of the city. Even though the city and the facilities are integrated, some parents are still reluctant to take their children into the Black area of the city. This is the major problem that has to be overcome.

Cooperating agencies.—As a result of the short period of time and the few activities involved in the recreation program for the retarded, there is not a wide range of involvement with many cooperating agencies. Primarily the program appears to be a joint venture between the local association for retarded children as the motivating force, the municipal parks and recreation department as the prime provider of funds and leadership, and the special education classes within the Texas City Independent School District as providers of the great majority of the participants. These three groups are responsible for the development and continuation of the recreation program for the retarded.

There are few involvements with other groups or agencies, with the greatest degree of cooperation coming from a ladies' bowling league that donates from $500.00 to $600.00 a year to be used in helping finance the recreation program.
Other kinds of cooperation consist of individuals or groups volunteering to provide a special program for the retarded.

Any cooperation coming from agencies or groups other than the local association, the parks and recreation department, and the special education classes is initiated by the local association for retarded children.

Communications and public relations.—There have been excellent communications and public relations provided by the news media in the area. The Galveston newspaper provided a full-page story, with pictures of the recreation program for the retarded in Texas City. The news media is the greatest source of communications and public relations concerning the program for the retarded. There is no active program or effort made to establish effective communications or public relations with any group. However, the local association for retarded children works closely with the parents of the retarded and is, therefore, the primary agency concerned with communications and public relations, especially with the parents. Their methods include newsletters, special meetings, and personal contacts with parents and with persons concerned with mental retardation.

The special education teachers also assist with communications by sending notices home with the retarded children.
to their parents and by talking personally with parents and with other teachers at school and during PTA meetings.

The communications and public relations efforts of the parks and recreation staff are incidental to their other duties and responsibilities. The program is published in the regular program brochure. Other than this method of communication, the informal verbal communication by the leaders with other persons is the only form of communications and public relations.

Transportation.—The parks and recreation department is not involved in any way with transportation of the participants to the recreation program. The parents of the retarded arrange, through the local association for retarded children, to transport the children to the recreational activities. The department offers the activities in their facilities, and it is up to the parents or the local association to make sure the children get to the program.

Liability coverage, medical clearance, physical examinations.—The parks and recreation department does not require any physical examinations or medical clearance for any of the retarded participants. According to the parks and recreation director, the local association does not require physical examination of the retarded children before
participation in the recreation activities. The association
does, however, ask the parents to sign a form releasing the
association from legal responsibility. There is no special
liability coverage obtained by the parks and recreation
department for the mentally retarded. The city needs no
special liability coverage as a result of including handicapped
persons in the program. They are considered citizens just as
are any other individuals in the city of Texas City.

Most and least effective activities.—The scope of
activities is relatively limited, and the activities included
in the program have proven themselves over several years of
being included in the program. Essentially those activities
that provide a great deal of color and action are enjoyed by
the retarded. The swimming activities are the most popular
and seem to be the most effective activities the department
offers for the retarded. Other very effective activities are
the arts and crafts activities, especially when the children
are allowed to make things like pot holders, which are very
colorful and can be given to the parents.

The retarded children cannot sit and work with something
for long periods of time. The activity periods for the
retarded must be broken up with laughter and excitement,
someone to entertain them or somebody to brag on them.
The leader must be aware of the mood and tempo of the group and adjust the activity if the need arises.

Factors contributing to the success of the programs.—The one thing that seems to have helped the development of the recreation program for the retarded most is the excellent newspaper coverage of the program. The coverage provided a tremendous initial boost to the program and brought children into the program from cities other than Texas City. The continuing coverage provides the needed exposure to insure the future success of the program.

The director of the parks and recreation department could not recall any events or circumstances that proved to be very detrimental to the development or success of the program.

According to the director of the Texas City Parks and Recreation Department, any city interested in developing a recreation program for the mentally retarded should first establish an effective relationship with the school district in the community, especially the special education teachers. The schools, with their facilities and special education teachers, can be a tremendous asset to the development of a retarded program. Many cities may not have adequate facilities or potential staff members with a knowledge of how to work with the mentally retarded. The school district can provide these things.
Another important relationship to establish is with the local association for retarded children, because the explicit purpose of the association is to help establish services for retarded children. In this endeavor, the members can provide transportation. In some instances, they can provide volunteer staff and methods of obtaining donations.

Arlington

In 1950, Arlington was a fringe area of Fort Worth with a population of only slightly more than 7,000. Today, it is one of the fastest growing cities in the Dallas-Fort Worth area, with a population of 102,494. Arlington is no longer a fringe area but a major city supported by a growing and impressive list of modern industrial concerns, including many scientifically related industries, that have helped boost the median family income from $6,024.00 in 1960 to approximately $9,000.00 in 1970.

The population is mostly Anglo (97 per cent), middle-class citizens working primarily in white collar and blue collar industrial positions. There is less than a 1 per cent Black population and approximately a 2 per cent Mexican-American population. In 1960, the median number of school years completed by citizens 25 years or older was 12.4 and increasing. Today, with the specialized kinds of industrial concerns
and the number of colleges and universities in the area, the
median number of school years completed is well above the
high school graduation level with more than 40 per cent of
the population having completed one or more years of college.

Parks and Recreation Department

The Arlington Parks and Recreation Department offers
varied recreational opportunities on its many facilities.
There are twenty-two park areas, ranging in size from 3/4
acre to 185 acres and totaling 840 acres. Facilities
utilized for the summer recreation program include ten
playgrounds and two modern, well-equipped recreation centers.
The Arlington Public School District allows the city to use
several school facilities for playgrounds, and thus helps
sponsor the summer program.

Athletic offices in the recreation department handle all
church and commercial softball, basketball, and flag football
for adults as well as many athletic leagues for the youth of
the community. The city owns four lighted softball diamonds,
four little-league-sized diamonds, two swimming pools, two
baseball diamonds, two golf courses, and twelve lighted
tennis courts that are open to the public twenty-four hours
a day.
Lighted picnic areas and fishing, boating, day camping, and nature trail facilities are popular and available in the large municipal park areas in the city.

The director of parks and recreation is directly responsible to the city manager of Arlington just as other major departmental chiefs are. However, there is a twelve-member lay advisory board that advises the director on matters of program and facility development.

The budget for the parks and recreation department is divided into five major divisions: parks, recreation, swimming pools, golf courses, and library. The budget for the parks division is approximately $230,260.00. For the recreation division, the budget is approximately $125,635.00. Even though the parks and recreation departments combined in 1956 to form one major department, the major emphasis of the combined parks and recreation department is in the parks area. Funds for the recreation division are received from the general fund of the city's budget of almost six million dollars, and there is no special share of the city tax rate of $1.42 per 60 per cent of market value designated for recreation.

There are thirty-one full-time positions in the park division and only eight full-time positions in the recreation division. The recreation division does increase by thirty
positions during the summer months, so that the summer recreation program can be implemented. The job descriptions of the top echelon positions in both parks and recreation, including the director of the department, the superintendent of recreation, assistant park superintendent, and the recreation supervisor, require a college or university degree in the appropriate field. In this city, the superintendent of recreation does not hold a college degree, but the recreation supervisor does. It is the stated philosophy of the department that experience is just as important as a college degree and that, all things being equal, actual work experience would probably outweigh academic experience.

Volunteers are used quite extensively in athletic programs during the summer months and very sparingly in other areas of the recreation program. At the present time, only twenty volunteers are working in the recreation programs being conducted in the two recreation centers.

Participation in the primarily summer recreation program is recorded on a monthly basis and is categorized according to the type of facility in which programs are conducted or according to the type of program. The participation in the supervised playground programs averages about 160,000 per month for the summer: 100,000 per month for the recreation centers and approximately 60,000 per month for the athletic.
program, including participants and spectators. Average monthly attendance for the senior citizens is recorded to be approximately 300 during the summer. For the mentally retarded, the average summer monthly attendance is 1,500, and the average monthly attendance for the special learning playground recreation program is 240. The attendance figures reported by the department represent participant visits and not an individual count for the programs.

The school-age children have the greatest amount of attendance in the recreation program, with the teenagers having the lowest attendance in the departmental programs. Activities for all age groups are offered, but the teenage group has other activities from which to choose. There were no indications given as to which socio-economic group participated to the greatest extent in the municipal recreation program. It is assumed by the recreation administration that the program draws almost equal representation from all socio-economic groups with perhaps a slight edge in the middle-class or lower middle-class category.

Even though the major portion of the recreation program is on a summertime basis, there are some very fine facilities in the municipal parks and recreation department. There are two relatively new community recreation centers that are utilized on a year-round basis. The facilities and the extent
of the summer recreation program, along with the excellent high-quality leadership personnel, are the major strengths of the department.

The fact that the department is very definitely a park-oriented department is the major weakness from the recreational viewpoint. More emphasis needs to be given the recreational aspect of the total department and program, because of the location of the city and the growing population. If the city does not begin to make allowances for an expanding recreation department, it will not be long before there will be a critical shortage of recreational opportunities, on an organized basis, for the citizens, especially the youth of the community.

Recreation for Special Groups

Philosophy and goals.—The senior citizens, mentally retarded, and the minimally brain injured are the special groups served by the Arlington Parks and Recreation Department. Recreational services are provided these groups because it is believed by the administration of the parks and recreation department that all of the citizens have a right to opportunities provided by the department. From the response that has been achieved thus far, it is evident that a need for recreation for these special groups exists. The recreation staff is attempting to fill a void that exists in the lives
of each of the individuals in the groups. A gap has been created by the handicap which the individual suffers, whether it is a result of a physical, mental or aging condition.

Goals for the senior citizens program include expanding the program to more than the sedentary type of activities that have been programmed in the past. Activities that involve the senior citizens in community betterment endeavors and that involve the giving of service to other people are what is really needed. The development of a kitchen band was a beginning in this direction. The members who are involved in this activity visit nursing homes and other facilities and perform for other people. The retarded and brain injured programs are relatively new, and the programs for these groups must also be better organized and expanded in terms of the variety of activities that are offered. There will be more activities that enhance the ability to learn, or more educational-type activities.

When the programs began.--The senior citizens program began in 1960, with the initial impetus for the development of the program provided by one of the recreation supervisors in the parks and recreation department. The program began when it was noticed that a small but faithful group of elderly people came to the center on a regular basis.
The department staff, in working with the small group of interested participants, began to work with the church groups and nursing homes to interest other elderly people in coming to the activities. From this beginning, the program has grown to a more formalized group structure with a definite schedule of activities in the municipal facilities. The mentally retarded program began in 1969, when the parks and recreation department applied for and received a Kennedy Foundation Grant to establish a day camp program for the mentally retarded. The Arlington Association for Retarded Children and the Retarded Children's Service of Tarrant County were active in helping establish the municipal recreation program for the retarded. The recreation program for the special learning class, or the minimally brain injured, began in 1968, with a cooperative effort on the part of a recreation supervisor and the principal of the special learning school which is part of the public school system.

There was no difficulty experienced in developing any of the recreation programs for the special groups. The interest was present in the community on the part of all interested groups, because a definite need was recognized, and the parks and recreation staff was eager to provide services in an effort to service this need adequately.
How programs are financed.—There is no special budget allocation for any of the special groups. Supplies, equipment, and things of this nature are all included as part of the regular budget request for all recreation supplies and equipment. None are earmarked for the senior citizens or the mentally retarded. When the supervisor orders the materials for the regular recreation program, the orders for certain supplies and equipment used in the special programs, are included.

The Kennedy Foundation Grant did provide $1,000.00 for the mentally retarded program, but the great majority of this money was expended for salaries of the leadership personnel working with the retarded.

The supervisor responsible for centers and playgrounds is the staff member supervising the recreation programs for the special groups. The supervisor is more directly involved with the senior citizens, in that she has organized and conducts one of the activities for this group. However, the center directors are more directly involved in the senior citizens program, since the members meet for their activities in the recreation centers and are a part of the total recreation center program. There is a center director and an assistant director assigned to each center. Therefore, four recreation staff members, two at each of two centers, are working with the senior citizens in addition to the recreation supervisor.
The department employs two specialists in the area of special education to serve as directors of the recreation program for the mentally retarded. These two staff members are certified special education teachers who teach during the academic year. There are also two summer recreation leaders employed who work as leaders in the mentally retarded program. The two leaders work with the mentally retarded during the assigned hours of this program and then go to another playground to work the remainder of the day with non-retarded children in the regular recreation program. The staff for this program are salaried partly by the funds provided by the Kennedy Foundation grant and partly by the parks and recreation department.

The special learning class for the minimally brain injured includes two arts and crafts instructors during the school year, both of whom are teachers in the special learning school. One of the arts and crafts instructors serves as the director of the playground recreation program during the summer, with two leaders assisting her. All of these positions are on a part-time basis, and the two arts and crafts instructors are certified teachers who teach in the public school system.

The recreation supervisor of centers and playground is responsible for and supervises all the personnel working with the senior citizens, the mentally retarded, and the special
learning class. Only the supervisor's position calls for a person with a college or university degree. The staff member filling the position at the present time is a young lady with a bachelor's degree in recreation. The remaining positions do not require that the staff member filling the position possess a college or university degree. The philosophy of the department administration is that experience is just as important and valuable as an academic degree, although it is preferred that staff members have both the experience and a degree. At the present time, one of the two center directors holds a bachelor's degree in physical education, while the other center director has a number of years of experience. The leadership positions are only summer positions, and the primary criteria used in selecting staff for these positions is their experience and/or specific skill ability.

An in-service training program is conducted at the beginning of each summer for all employees. The program covers a week's period of time, and during the first two days, general policy, rules, procedures, emergencies, and first aid are covered for all employees. The second two days are devoted to an orientation for the leaders and volunteers working with the senior citizens, mentally retarded, and the minimally brain injured. This orientation covers methods, techniques, and problems relating to working with the
individuals in these activities. Many of the volunteers are TARS (Teens Aid the Retarded), but there are several individual volunteers not affiliated with any group.

The department has never experienced any difficulty in finding qualified leadership for the program. This is probably due to the large number of people in the immediate area as well as to the number of colleges in the area, since the great majority of the leaders are college students.

How participants are located.—News of the senior citizens program is spread primarily by word of mouth, when the old members tell new friends and other church members of the kinds of things they are doing at the recreation center. There are some attempts, but primarily through the members, at contacting the churches in the area to try to increase the attendance. Other efforts are directed toward the nursing homes. However, most of the churches have their own groups of elderly members who meet at the church, and the residents of the nursing homes usually cannot leave the homes. At the present time, there are at least fifty people in attendance every time the senior citizens activities are held, which is four times a week. The department has a mailing and phone list of approximately 100 names.

The special education classes in the public schools and the special class for the trainable mentally retarded are the
primary sources providing the mentally retarded, both educable and trainable, for the recreation program. The Arlington Association for Retarded Children is the other major supply source of retarded children. The department sends letters to all the families with children in the special classes and to those members of the association for retarded children whose children are not in special classes. It is hoped that this method will reach the majority of families with retarded children in the city. The department also submits articles to be run in the local newspaper in the hopes that this may reach other parents of retarded children. There are approximately fifty children involved in the program.

The children in the special learning recreation program are located only through the special learning school for the minimally brain injured that is part of the Arlington Independent School District. During the summer, there are two sections of the program. One section, including twenty-five six, seven, and eight year olds, is conducted for the first four weeks. The second four weeks of the summer includes twenty nine-through-twelve-year-old children. During the school year, there are fifteen children who attend the arts and crafts sessions on a regular basis.

There is special attention given to the method of grouping the mentally retarded and the special learning children.
First of all, the retarded and the minimally brain injured are physically separated, since they are located on different facilities altogether. During the first summer, the educable and trainable level retarded children were together in the same program, but several mothers complained about their educable children having to be in the same program with those trainable retardates. Since the first year, the retarded children are being grouped according to capability and functional levels. There are times during the summer when special events are planned. During these times, all of the children, handicapped and non-handicapped, participate in the same fishing rodeo, pet fair, or the playground track meet activities. This type of integration occurs only during the special events programs.

How activities are determined.--The senior citizens are not organized into a formal group or club. The center directors plan and schedule activities for the elderly participants who come to the center especially for them, and, in this sense, there is a program for senior citizens. For any special activities that involve special arrangements or the expenditure of departmental funds the center directors must secure the supervisor's approval. However, for all activities conducted in the centers, the directors themselves plan and
organize these. The senior citizens rarely offer suggestions for activities, but they are quick to voice their disapproval of an activity. However, the elderly relish having the recreation staff plan the program for them, because this gives them the feeling that they are important and that somebody really cares about them. There have been few if any problems with this arrangement.

The two special education teachers hired for the summer as the directors of the mentally retarded program share the responsibility for planning, organizing, and implementing the program of activities to be conducted in a day camp and recreation program for the mentally retarded. These two staff members possess a great deal of knowledge about the mentally retarded since they are working on a year-round basis with them. The recreation supervisor works with the directors of the program in providing additional ideas regarding recreational activities, but her primary responsibility is to assist with the implementation of the program by insuring the availability of the necessary supplies and equipment.

The activities programmed for the children in the special learning program are decided upon by the two arts and crafts teachers during the academic year and by the director of the summer playground program and her staff during the summer months. The recreation supervisor does not work with the
staff in assisting with the development of program ideas, but only in supplying materials for the program.

What municipal recreation facilities are used.--The use of municipal recreation facilities is somewhat limited in the programs for the senior citizens, the mentally retarded, and the special learning class children. The senior citizens are involved in activities in both of the recreation centers in Arlington. In each center, they use primarily only one room. However, during the time that the senior citizens are scheduled for the area, no one else is allowed to use the rooms. The activities for the elderly are considered a regular, but more importantly a very special, part of the recreation center schedule, and they are given priority. If the senior citizens wanted more time during the week, the center directors would be more than happy to make the necessary arrangements. They are not given the times that are free or convenient, but the times that best suit their needs.

The mentally retarded activities are conducted in one park area, in which the participants use the park area for the day camping program, the swimming pool for their swimming activities, and a pond that is located in the park for fishing activities. This area will be a new site for the retarded
activities, but it is superior to the facilities that have been used in the past. With the program located in the present park area, there will be no need to transport the children to other facilities for part of the activities. The park includes facilities for all of the activities planned for the retarded.

During the school year, an old recreation center is used for the arts and crafts activities for the special learning program. The center is located very close to the school attended by the special learning children. In the summertime, an elementary school playground, supervised by the parks and recreation department, is used for the recreation and camping program for the children.

Very seldom, if ever, are any of the participants in any of the programs transported to other municipal recreation facilities. However, sometimes the program may include a trip to another area of the city or to a commercial recreation facility. The senior citizens travel occasionally in their program; sometimes they go to another city and sometimes to another agency facility in the city for the purposes of an exchange program or to attend musical performances at a local theater.
Cooperating agencies.—In providing recreation services to the special groups of senior citizens, mentally retarded, and minimally brain injured, the Arlington Parks and Recreation Department is very self-sufficient. Very little outside assistance is sought, received or needed. The only assistance that has been received in the senior citizens program has been from the American Association of Retired Persons. In some of the special activities or events for this group, the association provided manpower in the physical arrangements, and many of the members of the association attended some of the activities of the senior citizens programs. The programs are sometimes combined with various groups in Arlington and neighboring cities, and the kitchen band gives performances for several groups and agencies in the community.

The major avenue of cooperation in the mentally retarded program is provided by the Arlington Association for Retarded Children. The parents of retarded children who are the members of the association provide refreshments for the day camp program and provide transportation when called upon. The Child Study Center for retarded children in Fort Worth cooperates, in that the executive director and one of the teachers assist the department in the orientation for summer workers, and they offer suggestions for activities for the
co-director of the summer day camping program for the mentally retarded. The only civic group that cooperates with the recreation staff is the Junior Chamber of Commerce. This cooperation is limited to helping sponsor the summer olympics for the retarded.

The special education classes in the public school system and the University of Texas at Arlington are also involved with the parks and recreation department. The special education classroom teachers are very cooperative in helping involve the retarded children in the program by encouraging the children and by allowing the department to send letters home to the parents of the children. The university is involved to the extent that many of the leaders in the program are students at the school.

The extent of cooperation is most limited in the program for the children in the special learning program. This is a program primarily between the parks and recreation department and the school for the special learning students. The school is part of the Arlington Public School system, and the program is conducted at the school, or near the school, with teachers who are employed at the school as the instructors. Also, this is the only avenue of including children in the program.
Communications and public relations.—There is some difficulty in trying to communicate with the public via the local news media. Arlington is situated between Dallas and Fort Worth, and most people subscribe to either a Dallas or Fort Worth paper. The problem is twofold: first, not many people read the local Arlington newspaper, and second, it is extremely difficult to get the local newspaper to print stories concerning the activities of the department. For some reason, an effective working relationship has not been established with the staff of the local paper; however, articles and pictures of the senior citizens or mentally retarded program do appear occasionally.

Most of the communication concerning the senior citizens program comes about as members of the group talk with other people with whom they come in contact. An effort is made on the part of the department to contact some of the churches and nursing homes in the community in an attempt to gain more membership. The kitchen band, composed of all senior citizens, performs quite often for different groups. Its public appearances are a means of communication, public relations, and publicity. Every time the band does a show, the supervisor always tells the audience about the group, the center, and the activities and invites all the senior citizens to come to the activities.
The only method of communications established with the mentally retarded program is sending letters to the parents of all the children in the special education classes in the public schools and sending brochures to other agencies announcing the special recreation day camp program for the retarded sponsored by the parks and recreation department. The parent organization—the local association for retarded children—also is helpful in communicating with parents of retarded children, since they have a long mailing list of parents to whom material is sent. The program is also mentioned in the newsletter of the association.

All of the work involving communications and public relations with the special learning class program is done with the school to which the children belong. The teachers contact the children and the parents of the children and make announcements to them concerning the program. With both the special learning class recreation program and the program for the retarded, as much use is made of the local news media as is possible. This use is, however, limited. The greatest difficulty that has not been overcome is making all the parents aware that a recreation program exists in which their children could participate.
Transportation.—Transportation has been a problem with the senior citizens program, especially with the kitchen band having to travel around the community when they give a performance. During the activities in the daytime, many of the senior citizens are able to drive to the centers, and the others get to the centers the best way they can. In the evening program, however, most of the members are afraid to drive at night, so if they cannot get to the center, the recreation leaders may go and pick them up in their private cars. Another method used by some members is sharing a ride with a neighbor. Some of the local churches have offered the use of their busses for special trips, for which the department would have to purchase a short-term insurance policy, and the department has chartered Greyhound Busses for special trips. In this case, each member pays about $3.00, and the department pays the balance of the cost. When the supervisor has a shortage of transportation for a special activity, such as a kitchen band performance, many times other leaders are called into service, for which they are reimbursed.

The parents of the mentally retarded children in the day camping program provide the transportation for their own children. They must take them to the park and pick them up at the end of the program. Before the park site was changed, the Child Study Center for retarded children in Fort Worth
would use their bus to take the children in the day camping program on special bus trips. This bussing was done because the site was on a school playground where the youngsters did not have an adequate environment for camping. Therefore, once a week, the children were taken on a special trip to a more natural camping environment. Other than these special trips, the parents provided all of the transportation.

The parents of the children in the recreation program for the special learning class students provide their own transportation. If they wish their children to participate in the program, it is up to them to make the arrangements for transportation. This is true during the school year and also during the summer program.

**liability coverage, medical clearance, physical examinations.**—There is no consideration given to liability coverage other than for the recreation staff and other people who drive cars for the program to declare themselves not responsible for any damages or injury in case of an accident. This declaration is, of course, of very little legal value. Also, there are no permission slips required by parents before a child participates in the program, nor are physical examinations required before participation. It is assumed by the staff, as they inform the parents in writing, that the
parents should not let their children participate in activities for which they are not ready because of a lack of skill or some physical or medical reason.

**Most and least effective activities.**—The senior citizens enjoy those activities that allow them to socialize with their friends. They enjoy the table games, including bridge, dominos, and "42," which are usually followed by a pot-luck supper. This has proven to be the most successful event over the years. The thing that is not liked is that after the pot-luck supper the kitchen band practices, and this upsets the members involved in the card games. The kitchen band is becoming more popular. In the beginning, there were only six members of the band, and now there are sixteen regular band members. The types of activity least enjoyed by the senior citizens are those that involve special speakers and the educational classes. The senior citizens simply do not like these kinds of activity.

Both the mentally retarded and the special learning class students in the recreation program seem to enjoy the physically active games and activities the most. These activities provide them with the opportunity to be active and to express themselves overtly. They also enjoy musical and rhythmic activities, except those that require them to remain still
for a period of time. To be successful, the activities should involve a lot of activity and as much bright color as possible. They enjoy less those kinds of activities that require a good deal of fine motor movements, coordination, and a lengthy period of attention.

Factors contributing to the success of the programs.—The greatest factor that has influenced the success of the recreational programs for the special groups has been the belief by the parks and recreation department that a definite need exists for these kinds of programs and the willingness of the department to accept the responsibility to provide the services to meet the needs. In attempting to fulfill this responsibility, the department has explored various means and methods to provide the best possible service. This attempt has included applying for special grants for additional funds and the expenditure of departmental funds to employ additional leadership personnel to conduct the activities for the special groups. The Arlington Parks and Recreation Department has not waited for some other agency to realize that a critical shortage of recreational opportunities exists for the special groups. The department has forged ahead to assume the leadership in providing services to groups that desperately need recreational opportunities to be made available to them in the community.
Beaumont

Beaumont, with a population of 115,716, is the tenth largest city in Texas. As one city of The Golden Triangle, composed of Beaumont, Port Arthur, and Orange, it is located some fifty miles northeast of Houston just off the coast of the Gulf of Mexico. One of the busiest and most important deep-water ports in Texas is located in Beaumont. The city was originally established as a major sawmill town. Lumber, plywood, pulp, and paper production continue as major industries. Petroleum refining and chemical corporations are leading industries, along with manufacturing and retail and wholesale trade.

Among the 115,000 residents of Beaumont are approximately 66 per cent Anglo citizens, 33 per cent Black citizens, and 1 per cent or less Mexican-American citizens. The median household effective buying income for the residents of the Beaumont-Port Arthur area ranks as one of the highest in the state. The per-household income for the greater Beaumont-Port Arthur area is estimated to be $9,214.00

Parks and Recreation Department

The municipal parks and recreation department maintains several major areas and facilities for recreation use. There are 30 parks, with a total of acreage of 830, 3 swimming pools,
17 wading pools, 43 athletic fields, 22 tennis courts, 8 outdoor basketball courts, 1 golf course, an archery range, a fishing lake, a riding stable and academy, a zoo, and a fair park. There are also 6 community centers and 1 art center. The city does not maintain any indoor gymnasium facilities, but, with the cooperation of the independent school district, the city uses the school gymnasiums.

The director of the parks and recreation department is directly responsible to the city manager, and there is no park and recreation board or commission. The director operates the total parks and recreation department activities on a budget of $494,976.00 a year. The budget allotment is for parks and recreation, since it is a combined department. For this reason, it is very difficult to determine the amount of budgeted funds for parks and the amount for recreation as a separate division. The budget is an operational budget coming from the general fund of the city budget. The tax rate for the city is $1.45 per 60 per cent of market value with the parks and recreation department realizing about three cents on the dollar of the tax rate.

There are two full-time professional staff members in addition to the director in the parks and recreation department. These two positions are a superintendent's position for parks and a superintendent's position for recreation.
There are nine half-time professional staff members as well as two full-time clerical positions and twenty maintenance positions. The three full-time administrative positions require someone with a college or university degree, preferably in the area of their major interest, meaning park administration, horticulture, and/or recreation administration. However, persons with degrees in some related area would be considered. In addition to the regularly employed staff members, the department does rely on volunteer assistance. There is no accurate count of the number of volunteers that assist with the sports and athletic program, as this would be a very large number. In the regular community center recreation program, there are twenty-five volunteers who are regular and dependable.

In reporting the annual participation, the director of the department indicated that the attendance reflects participation visits and not an individual count. The attendance figures vary with the activities and include an estimated number of 9,500 visitations at the zoo, 15,176 participants in the senior citizen's program, 166,555 participants in the playground program, and 337,930 participants and spectators in the sports and athletic programs. The attendance for the year 1968-1969 totaled 1,376,573.
According to the director of the department, the participation according to socio-economic classes, when considered on a per capita basis, did not differ from one class to another significantly. The program was not geared to any one socio-economic class or any specific race or age group. Activities were included in the program that would hopefully fulfill some of the needs of all of the citizens regardless of their station in life. The same is true of the age group participation. Activities are included in the program for all ages, and all ages seem to participate well. However, according to the attendance figures reported in the annual report, it would seem that with the tremendous amount of participation in the sports and athletic program the wide age range of from eight years to young adulthood would be the largest participating age group. Also, there was no mention of specific activities programmed for the teenagers with the exception of the sports and athletics; this factor would tend to indicate that, as a specific age group, the teenagers would probably be the least participating group, along with the senior citizens, with a reported total participation figure of 15,176. Although activities are planned that all age groups will hopefully engage in, there does seem to be some variation in the degree of participation.
The strengths of the Beaumont Parks and Recreation Department seem to depend upon the very active sports and athletic program as well as the comprehensive outdoor recreation program. The weakness of the program of the department is apparently the lack of full-time community center programs and adequate supervision. Another weak point of the program is that there is a noticeable lack of indoor recreation facilities. There is a new five-year plan for the department which should bolster the indoor facility factor.

Recreation for Special Groups

Philosophy and goals.—There is a strong senior citizens program and a recreation program for the mentally retarded children in the city of Beaumont sponsored by the Parks and Recreation Department.

Programs for the elderly and the mentally retarded have long been neglected, and the parks and recreation department administration believes that these groups should be given more of an emphasis in the overall program. Since these individuals are members of the community, they have the right to be served by all public agencies—especially the public parks and recreation agency. The major goals for these individuals as stated by the director of the department are to include more of these individuals in the regular program.
and hopefully to make the retarded program a year-round one, as the senior citizens program is at the present time. It is also the desire of the park and recreation director to incorporate the retarded program into the regular parks and recreation program.

The major goal of the Beaumont State Center for Human Development for the retarded program (this agency is responsible for the program) is eventually to have the parks and recreation department or some other suitable agency assume the sponsorship of the retarded program. Immediately, the goal is to involve all of the retarded children in Beaumont in a recreation program.

At the present time, there is no special organizational category for the program for the retarded and the senior citizens within the parks and recreational department. They are part of the overall program.

When the programs began.---The senior citizens program began in 1962, when a group of elderly citizens approached the parks and recreation department and requested assistance in developing a senior citizens program. The director of the department provided a place for the group to meet and helped the members develop a recreation program. The initial impetus was provided by the senior citizens of the community.
The mentally retarded recreation program began in the summer of 1970, under the guidance, direction, and moving force of the staff of the recreation department of the Beaumont State Center for Human Development. The staff of the center met with the director of the parks and recreation department, outlined the possibilities of a program, secured the use of appropriate parks and recreation facilities for the program, and provided the staff leadership to develop and conduct the program.

The major problem encountered in developing the interest in the senior citizens program centered around the Black members of the group. In some areas of the community, all the Negro members wanted to do was participate in church or religious activities. Only in the very recent past has their interest been altered so that other types of activities could be included.

The major problem encountered in the mentally retarded program was that, for some reason, the interest on the part of the parents or the children was definitely lagging. The participants simply failed to show up for the programs even though the programs were sufficiently publicized in the community. The staff of the state center could not come up with an answer to this problem.
There was no difficulty in gaining either moral or financial support for either the program for the elderly or for the retarded. This is because the senior citizens program was originated by the senior citizens and was developed and budgeted by the parks and recreation department; and the retarded program, sponsored by the Beaumont State Center for Human Development, functions on a federal grant. Due to these structural characteristics, there were no budget or financial problems relating to the retarded program's development.

How programs are financed.--The program for the senior citizens is completely financed by the parks and recreation department. Funds are used from the regular general budget of the department, and no funds are especially earmarked for the senior citizens program or for the mentally retarded. The department receives no federal grant finances for programs. To aide in financing the program, the senior citizens are assessed a small membership fee.

The recreation program for the mentally retarded is provided for by funds received from a federal grant to the Beaumont State Center for Human Development. The grant money is to be used specifically for recreation for the retarded in the community. All of the activities provided by the center
for the retarded are free of charge, and there is no registration fee of any kind.

Leadership.—The senior citizens program is under the direct supervision and responsibility of the recreation superintendent; however, he does not serve as the leader or supervisor of the program. One of the year-round, part-time leaders functions as the leader assigned to the program. This leader reports directly to the superintendent of recreation. The only involvement the municipal parks and recreation department has with the mentally retarded program is that the department director has given permission to, and works with, the state center to develop a program utilizing the public facilities. The center staff works very closely with the parks and recreation director. The city provides no leadership personnel for the retarded program. The director of recreation at the state center is responsible for the recreation program in the community for the retarded. The assistant director of recreation at the center functions in a more direct supervisory capacity with the community program for the retarded.

The director of recreation at the center has a bachelor's degree in physical education from the University of Texas and is in the process of completing a master's degree in physical
education from Lamar Tech. He has also been employed for three years in recreation at the Austin State School for the Mentally Retarded. The assistant director of recreation at the center has a bachelor's degree in physical education from the University of Texas and is currently working on a master's degree in physical education and special education from Lamar Tech. He has also worked for two years in recreation at the Austin State School for the Mentally Retarded before moving to Beaumont.

The municipal department depends on teachers and college students as part-time leaders for the city recreation program. Occasionally, a college student serves as a leader for the senior citizens program, but primarily the leadership for the senior citizens program comes from the middle-age-to-elderly housewife or a retired person in the community. There are very few problem encountered in finding qualified leadership for the senior citizens program. The department provides no specific in-service training or orientation for the leaders prior to their working with the senior citizens.

The state center utilizes college students and public school teachers to provide the park leadership. All of these personnel are involved in a one-week in-service training program at the beginning of the summer to acquaint them with the ideas for activities and methods of working with the
mentally retarded. The major problem encountered by the state center staff in relation to leadership and supervision was that of communication, because of the great decentralization of the program. The centers and leaders are located all over the city in the five parks used for the program. This decentralization caused difficulty in the administrative staff communicating with the leadership personnel and in the park leadership personnel communicating with each other to exchange ideas, problems and solutions. The solution to overcome these kinds of problems is to have regularly scheduled staff meetings where problems can be discussed and program ideas can be exchanged.

How participants are located.—As a result of the interest shown by the senior citizens of Beaumont, there was no need to attempt to recruit or even locate participants on the part of the parks and recreation department staff. The members of the group spread the word to other potential members, and this is the way the group has grown.

The Beaumont State Center for Human Development did make an active attempt to recruit and locate members for the recreation program for the retarded children of the city. In the beginning, the center relied on local news media to communicate to the public that a program was starting.
In attempting to develop the program, the center contacted local physicians, special education teachers, the welfare department, parents and family of retardates, and any agency or group that was believed to have a connection with, or interest, in, mental retardation.

After the program began, it was evident that some of the parks had quite a number of participants and that other parks had very few children coming to the park program. At this point, the state center staff began going into the neighborhoods where participants were living but were not coming to the park. In these areas, the staff made house-to-house inquiries as to why the children were not attending the recreation programs. Most of the answers indicated that the parents did not know of the programs. Other vague answers from the parents tended to indicate a lack of interest in involving their children in the recreation program.

The park programs for the retarded were primarily geared to the elementary and junior high school age. The reason for this age specialization is that most of the older teenagers were working after school or during the day if they were not in school. Each park included a variety of ages, and the park leaders divided their participants into the most workable groups so that the most beneficial instructions and time could be given to each of the groups
in their park recreation program. There was also an adult group for high school age students and special education graduates. This group met three times a week have formed their own club situation and planned their own activities. There were approximately forty adult members on the membership roll.

During the first year of operating a community-based recreation program for the mentally retarded, the Beaumont State Center for Human Development managed to enroll over 200 mentally retarded youngsters for the summer program. Each playground or park recreation program would average from five to twenty-five participants each day, six days a week. The average daily attendance on all four playgrounds or parks was seventy-five for the entire summer.

How activities are determined.--The members of the senior citizens organization planned their own recreation program with the guidance of the park and recreation department leader working with that program. Basically, the senior citizens wanted to plan their own kind of program.

The state center staff planned activities for the retarded children primarily on an enrichment basis and a recreation basis. The enrichment activities were to expose the children to things, places, and activities that they had
never experienced before. The recreational basis for the activities was for the physical, emotional, and social enjoyment of the children. The field trips constituted a big part of the enrichment program. The cooperating agencies played a large role in helping develop the field trips.

It is the philosophy of the state center staff that the retarded children, especially those who function as educables, since the majority of the youngsters involved in the center program come from the lower socio-economic areas, need special kinds of programs. The programs for these youngsters were based on different types of physical activities and enrichment activities. An attempt was made to develop a wide variety of activities that the children would enjoy. Activities were planned in the areas of camping, rhythms, arts and crafts, and special equipment (trampoline and tumbling). The types of activities included were those with which they would not ordinarily come in contact on the park or playground.

What municipal recreation facilities are used.—The recreation program started on five parks at the beginning of the summer. But, about halfway through the summer, it became necessary to close the activities on one of the parks because of a lack of attendance. At that time, it was too late in
the summer to begin activities on a new park, so the other
four parks were reinforced with leadership for the remainder
of the summer. Two municipal swimming pools were also
utilized in the programs for the mentally retarded.

**Cooperating agencies.**—The parks and recreation depart-
ment does cooperate with many different agencies in the
course of developing and offering the total recreation pro-
gram. Organizations and agencies such as the YMCA and YWCA,
the Junior League, the art center, and the public schools
have helped achieve a well-balanced program with offerings
to all age, ethnic, and socio-economic groups in the
community. The most active organizations cooperating with
the senior citizens program are several of the churches in
the community, the welfare agency and other voluntary groups.

**Communications and public relations.**—The parks and
recreation department utilizes all the community communica-
tions media to publicize the senior citizens program to the
public and to potential and existing members. The public is
also informed of the program through the publishing of an
annual report and a seasonal recreation program brochure
that is freely distributed. The state center, in their first
year of programming, used the local communications media to
publicize the recreation program for the retarded. The local
television station gave excellent introductory coverage by doing a special on the program, as did the radio stations and the newspapers. Also, many organizations of a voluntary nature, such as the Salvation Army and the welfare department, all assisted in communicating to the potential members and their families the fact that a new program was beginning. Attempting to communicate with the parents and families of the retarded seemed to present the greatest problem as they remained apparently unconcerned or unaware of what the center was trying to do. Quite often, the parents of many of the children in the program would not take, encourage, or even permit their children to go to the recreation center or park to join a recreation program even though the distance was only three or four blocks from their house. The reasons for this kind of behavior on the part of the parents still remain a mystery to the staff of the center.

There is apparently no definitely directed effort toward a positive public relations program. Both the municipal department and the center seem to rely on the image created by the local news media and their own program efforts.

Transportation.—The parks and recreation department does not provide any transportation for either the senior citizens program or the mentally retarded program. The members of the
recreation program for the elderly arrange for their own transportation. There are several volunteers who provide transportation for some of the members. But for the most part, transportation is the responsibility of the senior citizens themselves.

The state center does not provide any transportation to and from the parks and centers for the recreation program, but transportation is provided for special field trips. The center does have a bus, but the bus is used primarily for those programs operated within the center. Liability for coverage of transportation comes under the responsibility of the state and is provided through the state center to cover the programs sponsored by the center. On occasion, the staff members use their personal cars when the bus is not available. The staff members are then informed of the liability risks involved under these circumstances. The center is considering the future use of buses to transport the children to and from the park recreation programs. It is believed that this transportation will significantly improve the attendance in the park and center recreation programs.

**Liability coverage, medical clearance, physical examinations.** The municipal department does not require any medical examinations or clearance for the members of the senior
citizens program, nor is there any special liability coverage carried for the program.

The state center has a state liability coverage, and all the residents or members of the center, even the temporary members during the summer, are covered by the center's policy. This policy covers the children participating in the summer park and center recreation program, as they legally become temporary members of the center. Each child's parents were asked to complete a medical form on the child so that the staff could be aware of the condition of the child and know if they should watch for seizures, heart conditions, or other physical problems. The parents were also asked to fill out a form giving the center permission to take the child to the hospital or to call the family doctor if the need arose. The biggest problem was in getting the completed form back from the parents. In most cases, the parents simply completed the forms at the time of registration. It is recommended by the state center staff that anyone who has a recreation program for the mentally retarded require a parental consent form, a medical information sheet, and a medical release form.

Most and least effective activities.—One of the most effective activities for the retarded was the field trips. In many cases, the retarded children were taken to places that
non-retarded children had seen many times and might have taken for granted. But the retardates had never seen these sights. Other effective activities included physical activities using the parachutes, trampoline, and tumbling. A very successful culminating carnival was held at the end of the summer for all the children. This all-day carnival included booths and all kinds of activities. Many community visitors came to the carnival, and many volunteers helped in making it a success. Overnight camping and a one-week resident camp were also thoroughly enjoyed by the children.

The least effective program for the children appeared to be the camping program that was attempted on the park facilities within the city. Some of the children probably wanted to do something other than participate in a camping and nature study program on a hot and sometimes barren park area. The important aspect of the program was that none of the children were forced into any of the activities. If the activities were not enjoyed or were not achieving some purpose, then something else was introduced. The leader must constantly be alert to discover the interests of the children and to incorporate these interests in new and exciting programs.

A new and very effective activity introduced into the program was the drama activity, in which each park recreation group developed a story and produced a play from the story.
Factors contributing to the success of the program.—
Leadership is the key factor to the success of the program conducted by the state center for the mentally retarded. The leadership personnel were young, energetic people who were primarily college students or college-age young people. All the staff showed a tremendous amount of interest, became absorbed in the tasks at hand, accepted responsibility, and did a very fine job. The staff was able to brainstorm a great many ideas that blossomed into fine programs. Not all of the plans materialized, but the fact that the staff could work and plan together was a very effective factor for success.

The greatest single detrimental factor was the great lack of children to participate in the program of certain parks and the kinds of feelings and attitudes that developed from a disappointing attendance turnout. The leader cannot try all his plans, no matter how hard and thoroughly he has planned, if the children do not show up. Under such circumstances, his energetic attitude is apt to dissolve, and the program may result in merely the offering of a babysitting service.

Edinburg

Edinburg, an All-American City in 1968, has a population of approximately 25,000. It is located on the Mexican border,
just nineteen miles from Reynosa, Mexico, in the southernmost tip of Texas. Edinburg is the seat of Hidalgo County and the largest citrus-processing center in the state. Farming, forestry, and processing occupations are other leading areas of employment for the labor market of Edinburg.

Many migrant workers have their homes in Edinburg because most of its industry is agricultural and, therefore, seasonal. There has been a lack of steady, year-round employment. Unemployment is becoming more critical every year due to the mechanization of farms. According to the United States Department of Commerce, the per capita income in Edinburg is the lowest of any metropolitan area in the nation. During 1968, more than half of the families in Edinburg earned less than $3,000.00 for the year. However, the per-household income for the total Edinburg-McAllen-Pharr area is listed as $6,570.00 per year.

Approximately 72 per cent of the city's population is Mexican-American. Less than 1 per cent of the population is Black. The remainder is Anglo. The median educational level of the adult population of the city is less than eighth grade.

Parks and Recreation Department

The Edinburg Parks and Recreation Department is essentially a summer program. During other seasons of the year, the director of the department and the five laborers
merely maintain the seven park areas. Four of the parks are completely equipped with recreation equipment, and three are simply open park areas. During the summer months, five summer recreation leaders are employed by the parks and recreation department, and the high school employs eight summer recreation leaders. The facilities are expanded during the summer to include two swimming pools, five school playgrounds, four gymnasiums, and four ball parks.

The total budget for the parks and recreation department equals $72,412.00, which includes a $24,040.00 budget for the swimming program. The department does not receive any fixed amount of $1.75 per 55 per cent of market value tax rate assessed by the city. The finances for the department come from the general fund of the city. The city has, however, recently begun to receive federal grants that partially concern the parks and recreation department. The Urban Renewal grant was partially used to help develop the city parks. With the Model Cities Program grant, further park and gymnasium development will be possible. The city has recently established a memorial fund to plant trees in the city.

Other than for the full-time director of parks and recreation, the job requirements do not specify a college degree. The present director, who has been in the position
for twelve years, is a graduate of Pan American College with a degree in physical education. The summer recreation leaders must be college students with either a degree program in physical education or in recreation. The director of the department is directly responsible to the city manager, but there is a nine-member advisory park and recreation board to which he reports.

Volunteers are utilized frequently in the recreation program. The most use of volunteers is made in the athletic program where older boys and men volunteer to be coaches. Several ladies also volunteer their time in the municipal library. Few volunteers are used in direct leadership roles within the recreational activity program.

Participation in the parks and recreation program is recorded only during the summer months when the recreation program is conducted. During the 1969-1970 year, the recreation playground program included 3,800 participants, and there were 23,798 participants involved in the swimming and athletic programs. The majority of the participants were white, middle-class youngsters between the ages of ten and thirteen. However, all socio-economic classes are served in the program, as are all ages.

The strong point of the parks and recreation department's program is the fact that there are adequate facilities in the
city which are well utilized and staffed with high quality leadership. The weakest aspect of the department's program is that it is relegated to a summer-only capacity. It should be expanded to a year-round program for the citizens of Edinburg.

Recreation for Special Groups

Philosophy and goals.—Only the mentally retarded are included in the recreation program for the handicapped provided by the parks and recreation department, and this program is conducted only during the summer months. The director of the department believes that as the communities in the area grow, the citizens will become more conscious of the numbers of mentally retarded individuals and the need of providing programs for them. The recreation department is charged to serve all the residents of the community, and this includes the handicapped as well as the non-handicapped. The administrator believes that the parks and recreation agencies will be the ones to provide programs for the handicapped.

The goal of the director of the Edinburg department is to assist in developing programs for the retarded and to provide the qualified leadership for the programs.
When the programs began.—The program for the mentally retarded began in 1966 in cooperation with the South Texas Rehabilitation Center. The director of the center and the director of the parks and recreation department were having coffee one morning, when the center director mentioned that he wanted his students to learn to swim but that there was no money for this type of program. The director of parks and recreation offered the services of his department. In exchange for the city department's providing swimming lessons for the retarded students of the rehabilitation center, it was agreed that lawn and swimming pool furniture would be made by the retarded students and given to the parks and recreation department for payment.

The impetus for the development of this program was provided by the administrative heads of the city department and the local rehabilitation center for the mentally retarded. As a result of the interest shown on the part of both agencies, the staff members from each agency implemented the learn-to-swim program.

How programs are financed.—There are no special budgetary arrangements within the parks and recreation budget for the recreation program for the handicapped. The only expense incurred by the department in relation to the
program is the provision of leadership personnel in the form of a swimming instructor and a leader for the softball program. To offset the charge usually assessed for the entry fee into the swimming pool, the director kept a record of how much the center owed the city; at the end of the swimming program, the students of the center made furniture for the swimming pool area that equalled the value of the swimming pool entry fee.

There are no special fees and charges assessed for the recreation program for the mentally retarded.

**Leadership.**—The director of parks and recreation accepted the challenge given him by a college professor of physical education to attempt to teach the mentally retarded to swim. The swimming was a daily program during the summer recreation schedule, and the director was the swimming instructor for the program. One of the summer recreation leaders, a college student, was responsible for the softball program, which was also a daily program during the summer recreation schedule.

There was no difficulty in finding qualified leadership for the program, since the director wanted to conduct the swimming program and since he employed a young man to conduct the softball program along with other responsibilities in the summer recreation program. The director of parks and
recreation is a graduate of Pan American College with a degree in physical education, and the leader of the softball program is a student at Pan American College in the physical education curriculum. There is no job description for the college student's position. The job description for the director of parks and recreation does not indicate that working with the handicapped in one of his responsibilities. It relates more to the administrative duties of maintaining the park areas in the city.

After the program continued for three years, the rehabilitation center employed a recreation leader and physical education teacher to assist with and broaden the program of activities for the students of the center. The leader was a college graduate who had been an outstanding athlete in college, and he was handicapped with a birth defect.

How participants are located.--The only mentally retarded children involved in the recreation program are students of the South Texas Rehabilitation Center. No attempt has been made to include other retarded individuals in the community. The students of the rehabilitation center are not chosen by the staff to participate in the swimming and softball activities on any particular basis. The number of students attending the summer school offered by the
center is usually small, and any of the summer school students whose parents give them permission may participate in the program offered by the parks and recreation department.

The students of the center are primarily day students who come to the center at 9:00 in the morning and leave at 4:00 in the afternoon. The students come from a two-county region, so there is widespread representation of Edinburg and the surrounding area. Of the 175 students attending the center during the academic school year, only 25 of these are resident students who live in dormitories on campus; the remainder are bussed to the center on the busses owned by the center.

**How activities are determined.**—There has been little difficulty experienced in determining what activities are to be offered the students of the rehabilitation center who participate in the parks and recreation department program. Initially, the activity was determined by the director of the rehabilitation center, when he specifically wanted the students to learn to swim. This program was provided by the director of the parks and recreation department. After the students were participating in the swimming program, they asked for the softball program. This program was provided. These are the only two activities which are offered by the municipal parks and recreation department. Since the
center has employed a full-time physical education teacher, the program conducted at the center and in other facilities has been considerably expanded. However, the swimming and softball programs are continued.

Most of the students in the swimming program are also involved in the softball program; however, there are several additional students in the softball program who are not participating in the swimming program. There were approximately eighteen students, boys and girls, involved in each class of the swimming program. There were two classes. Approximately thirty students, boys and girls, participated in the softball program. These were active participants, but there were many more students who came just to watch the softball games.

The swimming program was scheduled in the swimming pool when the pool was not being used for other programs. Therefore, the program for the retarded had the complete use of the pool with no one else around. The only stipulation was that the program had to be in the afternoon because this was when the pool was free. The difficulty with scheduling the softball program was that, in the regular park, the baseball season was not over. The softball conflicted with the baseball schedule, so the softball games were moved to another less attractive but more convenient facility where more of the center students could observe the games.
What municipal recreational facilities are used.—With the two activities scheduled, the facilities most used are the swimming pool and the softball field. However, other facilities are used in connection with the rehabilitation center's physical education and recreation program, including the picnic areas, municipal park and playgrounds. Other facilities utilized in the community include the bowling alley, the movie theater, eating establishments, and the lake.

The rehabilitation center has no recreation or physical education facilities of its own; therefore, all the programs of this nature must be conducted on community facilities. Municipal tennis courts, pavillions, and school gymnasiums are used by the rehabilitation center.

Cooperating agencies.—The primary agency with which the municipal parks and recreation department cooperates in providing activities to the mentally retarded is the South Texas Rehabilitation Center, which is a division of the Rio Grande Rehabilitation District. The center was established to provide retarded youngsters with services that surrounding communities cannot provide. If a school district has an elementary special education system as does Edinburg, then the children in that district will attend the schools of that district until they are fourteen years of age, at which
time they will be sent to the South Texas Rehabilitation Center until they are twenty-one years of age. If a school district has an all-level program, then the children will not enter the rehabilitation center's program but will remain in their own district.

The center has a peak enrollment of 175 students, of which only 25 are resident students. The remainder are day students. Of the 175 students, only five are Anglo, one is Black, and the rest are Mexican-American. The vast majority are from the lower socio-economic class and mostly from the Rio Grande Valley; however, some students come from as far away as Dallas. The students must have an Intelligence Quotient of between fifty and seventy-five to be eligible for the center, except for the students in the private program for trainable mentally retarded children. Although some of the students have disabilities other than mental retardation, the primary purpose of the center is to provide a vocational training program for young people whose primary disability is mental retardation and who are between the ages of fourteen and twenty-one.

The center has employed a full-time instructor in physical education who coordinates all physical education activities and the intramural sports program between the center in Edinburg and another rehabilitation center
in Harlingen. In order that the students have a well-rounded and thorough experience, the center cooperates with the parks and recreation department in providing additional recreational activities for the students.

The other agency with which the parks and recreation department cooperates is the local college—Pan American. The director of the department consults with the professors of physical education concerning the recreation activities for the mentally retarded and also employs college students to work with the mentally retarded.

The rehabilitation center cooperates with other community agencies and groups, including many of the civic organizations and other professional groups in the community, as well as specific organizations at the college, such as the Newman Club. Many students volunteer their time and energies toward working with the retarded students at the center.

In addition to money from federal grants, the rehabilitation center operates on funds received from taxes imposed on the two surrounding counties which the center serves. The center functions as an independent district and taxes the counties five cents on each one-hundred-dollar valuation. To complete all three phases of the building program and to purchase equipment such as the buses, the center must rely on federal grants.
Up to the present time, both the administrative staff of the rehabilitation center and the municipal parks and recreation department indicate that no problems have arisen in the cooperative endeavors between the two agencies.

Communications and public relations.—When the program for the mentally retarded began, the local press provided excellent news coverage, which included pictures. This publicity definitely helped to stimulate interest and awareness in the program. As a result of the new coverage, a similar group in a neighboring city challenged the retarded softball players in Edinburg to an inter-city tournament. There have never been any problems in utilizing the local communications media to help communicate to the public news concerning the program, nor in using the news media as a public relations tool.

The major obstacle in communicating with the parents of the retarded children, or the parents of any of the children in the recreation program, is proving to the parents, especially the Mexican-American parents, that the recreation staff is honest, sincere, and trustworthy and that the program will benefit their children. It is essential that the trust of the parents be gained before the children will be allowed to participate freely in the program.
All of the communication with the parents of the mentally retarded children participating in the recreation program is conducted by the rehabilitation center. Most of the communication is performed in a very formal manner through correspondence or through personal interviews with the social worker, teacher, or one of the administrative staff of the center. The center experiences the usual kinds of problems with the parents. Several factors contribute to the problem. Many of the parents cannot read, and many refuse to admit or accept the fact that their child is mentally retarded. This problem is compounded by the social advancement of the retarded in many of the schools in some of the nearby school districts. When children and parents see this advancement occur with other children, they want the same treatment. Even though all the parents receive a notice which is either sent through the mail or sent home with their child asking if they would like to enroll their child in the summer school program, the enrollment is usually quite small. This poor response is due to lack of interest, family vacations or, most frequently, the necessity for students to work during the summer to help earn money for the family. This economic necessity is a very common problem in this region of Texas. The vast majority of young people must work during the
Transportation.—The municipal parks and recreation department provides no transportation for the mentally retarded program. The rehabilitation center has busses, and the students in the recreation program are transported from the center to the recreation program, either at the swimming pool, the softball area or any other area that is to be used by the students.

The municipal parks and recreation department has a unique arrangement for transportation during the regular recreation program. The school system provides the busses and drivers free of charge to transport children from any of the parks or school playgrounds to any other park or playground. If a child wishes to go to a playground on the other side of town, he merely needs to get to the playground nearest his home and tell the bus driver who picks him up which playground he would like to attend.

Liability coverage, medical clearance, physical examination.—The director of the parks and recreation department is not concerned about liability, because the retarded children in the program are covered just as are any other children. Also, there is no concern over medical clearance or physical examinations, because the rehabilitation center takes care of all these details. Every student that enters the rehabilitation center is subject to a medical examination.
However, none of this examination is done specifically as a prerequisite for the recreation program.

**Most and least effective activities.**—The parks and recreation department conducts only two activities, and each appeared equally effective. During the swimming program, the young boys and girls thoroughly enjoyed their experience. Several learned to swim, while others gained self-confidence in the water. From the standpoint of the administrative staff of the rehabilitation center, the swimming program conducted by the director of the parks and recreation department was highly successful.

The softball program was begun at the request of the students of the center and was a consistently well-attended program. Although some of the students had difficulty with grasping the rules and regulations of softball, they rapidly learned how to play and how to be good sports while either winning or losing. Softball, as well as swimming, provided excellent gross motor exercise.

**Factors contributing to the success of the programs.**—There have been no factors or elements that contributed any particular difficulty with the initiation or operation of the program. The most important factor that led to the success of the program was the dedicated desire displayed by
the director of the parks and recreation department in accepting the challenge to attempt to teach the mentally retarded to swim. The wholehearted cooperation of the administrative staff of the rehabilitation center in providing the students and the transportation, as well as their having full confidence that the director could develop a successful and meaningful program was certainly an important factor. In essence, the important factor proved to be quality leadership.

The most important consideration in the swimming program for the retarded is adequate qualified leadership. In attempting to teach the retarded to swim, there must be more than one instructor for fifteen students. In the Edinburg program, there was not an adequate number of instructors to handle the class. It is the opinion of the director of parks and recreation that, with the level of retarded students in the program, there should have been at least one swimming instructor for every five students in the pool.

The only suggestion to improve the softball program given by the director was that some method of instruction should be considered before the students were allowed to play. For instance, many of the students did not know how, or which way, to run the bases. Perhaps some audio-visual aids could have been used to help the students learn some of the basics.
Grand Prairie

Grand Prairie grew in population from 34,991 in 1960, to 53,498 in 1970. The city is located on the turnpike midway between Dallas and Fort Worth. Approximately 80 per cent of the city is located in Dallas County; the remaining 20 per cent is in Tarrant County. Grand Prairie is also the geographic center of a ten-county region.

Sixty per cent of the 6,600-acre land area of the Great Southwest Industrial District is located within the city limits of Grand Prairie. As a result, the city has enjoyed the enviable position of experiencing significant industrial growth. Ling-Temco-Vought Aerospace chose the southern area of the city for its new missiles and space division and research center in 1968, a twenty million dollar investment. Bell Helicopter, the Charles Pfizer Company, Addressograph Multigraph, Rexall, Gulf Oil, American Hospital Supply, Montgomery Ward, Shop Rite Foods and other well-known companies have located warehousing, distribution centers, and manufacturing plants in Grand Prairie since 1966.

The population includes an 87 per cent Anglo, 6 per cent Mexican-American, and 7 per cent Black and other non-white composition. Thirty-seven per cent of the population is between the ages of 20 and 44 years, with a median age for all citizens listed as 23.8 years. This has changed only .5
years since 1960, and it is expected to increase to 24.9 years by 1980. At the present time, only 4.7 percent of the population is 64 years of age or older, with an anticipated increase to 6.7 by 1980. The median household income was reported to be $5,462.00 in 1960, with an estimated increase to $8,580.00 in 1980. There are no figures available to indicate the 1970 median household income.

Grand Prairie has been the recipient of four national awards, three of them first-place trophies, in the National Clean-Up, Paint-Up, Fix-Up contest for city-wide beautification and civic improvements.

Parks and Recreation Department

The Grand Prairie Parks and Recreation Department is a relatively young department, having been established in 1952. The city is in a vital location and as a result has grown very rapidly with all major city departments keeping abreast of the fast growth pace. The parks and recreation department operates and maintains all city-owned parks and related recreational facilities. Eighteen parks, ranging in size from .5 acre to 750 acres and totaling approximately 1,106 acres, are now in the Grand Prairie parks system. Facilities thereon include three major and six minor recreation buildings, two resident buildings, eighteen baseball and softball fields,
fourteen public restrooms, a twenty-seven-hole golf course, three swimming pools, fifteen tennis courts, and a large park.

The parks and recreation department functions on an annual budget of $244,958.00, which is allocated from the general fund of the city's $5,409,729.00 budget. The city realized an 11.0 per cent increase over the previous year's budget, and the parks and recreation department gained approximately 10 per cent in its budget. The city receives its budget from ad valorem taxes, water and sewer revenues, sales taxes, surplus bank account, and other miscellaneous sources as charted. The parks and recreation department is allocated .05 cent from every dollar of the city's budget. Because of the nature of the department, it is impossible to obtain a breakdown of how much of the revenue is given to parks and how much to recreation. There is an extra budget for the golf course which amounts to $81,268.00 in addition to the department's annual budget.

The director of the department is responsible directly to the city manager, but there is a six-member advisory park and recreation board to guide and advise the department on programs and policies. The total department includes fifty-one employees, with twenty-two of these being part-time recreation personnel. There are four full-time professional
staff members and five maintenance personnel assigned to recreation.

The top echelon positions in the department require that personnel filling these positions possess a college or university degree in recreation or a related area. The director of the department holds an undergraduate degree in business, and so does the superintendent of recreation. The superintendent is requiring that personnel employed for the center director's position should possess a college or university degree in recreation or a related field. At the present time, two of the center directors do not have a college degree, but they have been employed for more than five years. Future employees from the center director's position must hold at least an undergraduate degree in recreation or a related area. It is difficult to employ persons at the center director level and below who have a college degree, because the salary scale is not high enough for well-qualified persons to accept the positions.

At the beginning of each summer program, the department conducts an in-service training session over a week's period of time for all the recreation employees, especially the summer recreation leaders and swimming pool personnel. The staff also participate in as many local recreation workshops as possible to gain additional knowledge in the area of recreation.
There are not a great many volunteers used in the recreation program; however, the superintendent does rely on approximately twelve specialists who donate their time to teach activities such as judo, wrestling, karate, and arts and crafts. The TARS (Teen Aid the Retarded) is an organized group of teenage volunteers dedicated to working with the mentally retarded. Grand Prairie has about thirty TARS volunteering their services in the mentally retarded program. There are very few volunteers who simply come to the recreation center and offer their time and services in any way they can be used. These people must be screened very carefully. For an orientation session, the superintendent and the center director will talk in an informal manner with the prospective volunteer about what is expected of her and attempt to learn something about the person.

All of the centers will average approximately 6,500 participant visits each month throughout the year. The exception to this average occurs during the summer months, when the attendance will climb to 8,000 in some centers and to 10,000 in the main recreation center. The total participant figure for the year for all of the programs, i.e., parks, playgrounds, centers, swimming pools, all of the athletic leagues, and the special programs, is approximately 430,425. This figure represents a rough estimate of the number of
participant visits in all of the programs and does not consider the number of spectators. The summer swimming program included 47,175 swimmers, and the summer playground program included 36,500 participants in the playground recreation program.

The majority of the participation appears to come from the lower-class and middle-class people. Two major factors determine this type of stratification: one is the free admission to the activities and the other is the location of the centers in areas more conducive to participation from this socio-economic level. The families and individuals in the $15,000.00-and-up income bracket seem to participate less in the municipal recreation program. They do, however, participate more in a YMCA or a country club program where membership is somewhat restricted.

The teenagers, as a group of participants, show quite a sizeable number of participants, primarily because the newest recreation center is geared toward providing activities appropriate to the likes and needs of the teenager. Hundreds of teenagers attended dances conducted at the community center, and there were approximately 3,000 youngsters attending a special clown show conducted at the recreation center. There is good participation from almost every age classification, because the program of activities is planned
for a wide range of participation. As a group, the senior citizens probably have the lowest number of participants. However, there are fewer senior citizens in the city than almost any other age group.

The strength of the department is its forward-looking, aggressive, young staff. Only two staff members are over forty years of age. With this type of leadership, the program is continually growing and expanding to include new and progressive ideas. The acquisition of the new main recreation center is also a very positive aspect of the department. There is more than ample room for a myriad of activities to be conducted simultaneously.

A major weak point of the department is that the newest recreation center has been placed on a self-sustaining basis by the city administration. So everyone who uses the center must pay the fee for the activity in which he is engaged. This cost has apparently prohibited some people from coming to the recreation center. This is very true of the senior citizens, who, as a group of individuals, usually do not have very much money.

Recreation for Special Groups

Philosophy and goals.—The senior citizens and the mentally retarded are served by the parks and recreation department. It is the departmental philosophy that all of
the public has a right to service by the parks and recreation department and that, since the elderly and the mentally retarded are a part of the public, they to have the right and privilege to recreational opportunities provided by the municipal parks and recreation department. The basic goal of the department is to continue functioning in a constantly improving capacity with the senior citizens and to establish a year-round program of recreation services for the mentally retarded.

When the programs began.--The recreation program for the mentally retarded began during January of 1969, as a result of interest developed by the superintendent of recreation while she was enrolled in a graduate course dealing with therapeutic recreation. The program for the senior citizens began at approximately the same time. The development of the programs for each group was generated and directed by the superintendent of recreation. For the use of the senior citizens, a facility was made available. There had been a senior citizens program before, but it had failed to develop, lasting just a very short time before collapsing totally.

There were few difficulties in attempting to organize programs for the senior citizens, since the building used
for the program is situated around the corner from a hotel in which senior citizens live. This proximity provided an immediate sixty participants, with the potential of many more. The mentally retarded program was somewhat more difficult to initiate. The superintendent of recreation made many personal visits to local physicians and agencies in an attempt to locate families with retarded children. Then visits were made to many of these families to invite their participation in the planned recreation program for the mentally retarded. At first, the plans included all mentally retarded persons between the ages of six and sixty. However, it became quickly evident that this would not work unless there was a sufficient number to have more than one group. It would not work if all ages were placed in one group. The sixty-year-olds would not enjoy the same activities as the six-year-olds. Therefore, the revised plans just included the retarded youngsters between the ages of six and eighteen. Also, the participants must have the basic self-help skills before they can enter the program.

How programs are financed.—The parks and recreation budget was not increased with the addition of the senior citizens and mentally retarded recreation programs. It was the responsibility of the superintendent of recreation to
arrange her budgetary priorities so that the programs could function within the limits of the existing departmental budget. In many cases, supplies and equipment had to be borrowed to conduct a program. The Optimist Club donated a small amount of money to be used for the mentally retarded recreation program. Although the administration and the park and recreation board members were in favor of developing the programs, it was not possible to allocate more money to the department so that the programs could be adequately financed.

Leadership.—There is no special category in the departmental organizational chart showing service to either the senior citizens or the mentally retarded. However, the department is providing paid leadership for both programs. Initially, the superintendent of recreation functioned as a leader for both of the programs, over and above her other responsibilities, serving as a volunteer. Gradually the programs became recognized as a regular part of the program, and the superintendent still functioned in the dual capacity as superintendent and leader. Now there is a person employed part-time as a speciality leader, her responsibility being to coordinate the program for the senior citizen.

The job description of the superintendent of recreation does not state that it is her responsibility to provide
direct leadership to special groups. However, in order to enhance her total recreation program, she must perform those functions that are deemed necessary. The superintendent's position requires a person with a college degree in either recreation, physical education, or a related field with experience in a supervisory capacity. The present superintendent has a bachelor's degree in recreation and is involved in working toward a master's degree in recreation. The other positions in the department do not require a college or university degree, with the exception of the center directors.

The departmental staff are involved in as many area workshops as possible to enhance their knowledge and understanding of mental retardation. The workshops also provide an opportunity to learn about other techniques in working with the retarded and suitable activities that the retarded will enjoy. This is done to a greater degree with the mentally retarded program than with the senior citizens program.

As a result of the newness of the program for the retarded and the lack of department funds, the superintendent has to conduct all of the activities. Because of the increasing responsibilities of her position, the superintendent must find someone else to take over the program. This person will have to be a volunteer until funds can be budgeted for such a position. There has been considerable difficulty in locating
a qualified, dedicated person. It is extremely difficult to find someone who can and will volunteer enough of his time to make the program a growing success. Although the TARS (Teens Aid the Retarded) are used quite extensively in the program, the individual members are too young to assume anything more than an activity leadership capacity. The TARS do a tremendous job, but, according to the recreation staff, they have a tendency to congregate by themselves sometimes, thereby neglecting the retarded youngsters.

How participants are located.—The senior citizens are located primarily through contact with the senior citizens living in a hotel for the elderly which is situated within a block of the center utilized by the senior citizens. The leader for the program has at one time made contact with the local churches in an attempt to recruit more members for the program. This effort was not successful. The primary method of attracting new members is simply through the contacts established by the individuals who are already members of the center. Attendance for the senior citizens programs average between 250 and 350 each month throughout the year.

Locating the mentally retarded who might prove to be potential participants was a rather laborious task.
This initial procedure involved a great deal of time on behalf of the superintendent as well as establishing many personal contacts. The local physicians in the city were asked if they knew of families who had retarded children, the special education classes in the public schools were solicited, as was the local day care center for retarded children and the Dallas Association for Retarded Children. The community center in which the recreation program for the retarded is conducted is located next door to a junior high school, where the special education children are dismissed from school early in the day before the other students. Many of these special education students stopped at the community center to watch the adults play basketball. A program for these youngsters had to be started in self defense. Many of the students were young girls about sixteen years of age who delighted in watching the adult men play basketball. Their presence also excited the men and distracted them from their basketball playing. It was decided by the superintendent that the best way out of this situation was to involve the special education students in a recreation program of their own. Now, the monthly attendance for the mentally retarded recreation program will reach as high as 420 participant visits during the summer.
Along with the personal contacts made in the community in an effort to locate participants, notices and recreation bulletins are distributed to individuals and groups such as the special education classes and the day care center in an attempt to locate more participants.

**How activities are determined.**—The recreation leader assigned to the senior citizens program works with an elected social committee from the membership in deciding what activities to plan for the group. The group elects six members to work with the leader on a regular basis, usually on a monthly basis, but more often when indicated. The program includes films, dances, special speakers, and special occasion parties. These are in addition to the regular card and table games that are conducted in the center every day.

The superintendent of recreation, who was responsible for developing the recreation program for the retarded, determines what activities will be included in the recreation program. These determinations are based on her past work experience in a state school for the retarded, her studies in college and her participation in many workshops geared to activities for the retarded. When possible, consultation is sought with the recreation director of the Dallas Association for Retarded Children and a medical
doctor who is a member of the parks and recreation board. The basic activities for the retarded have included such things as swimming, arts and crafts, active games and passive games, rhythmics, and activities for developing balance and coordination.

What municipal recreation facilities are used.—All of the facilities of the municipal parks and recreation department are available to either the senior citizens or the mentally retarded. However, as the programs for these groups are relatively new, not many facilities have been used. The senior citizens primarily use the center designated as the center for senior citizens activities. They do, however, come to the main recreation center for some special programs and activities. On occasion, some of the members visit other community facilities for recreation purposes, but the use of municipal recreation facilities has so far been limited to two community recreation centers.

The mentally retarded program encompasses two municipal facilities—the swimming pool and the main recreation center where the retardates are involved in the recreation activities. Very seldom are activities programmed in any other recreation area in the city unless the participants go to a park for a picnic. Their programs have been limited to the swimming pool and the community recreation center.
When the recreation center first opened, the senior citizens were approached and asked if they would like to be involved in a program and what times would they like to have. They had first choice of a time before any other program was set, so they received first consideration as far as prime time is concerned and all other programs were scheduled around the senior citizens program.

The recreation program for the mentally retarded was scheduled after all other programs were arranged. In other words, the retarded received the choice of the best times remaining after all other programs were considered. However, in the future, as the program grows, greater consideration has been promised the mentally retarded program. It is difficult to justify to the recreation and park board how such a small group of citizens receive so much attention when there are 50,000 other citizens who need consideration as well. Unfortunately, the program must be justified by the number of participants who take advantage of it. The better attended programs receive first consideration.

There are two important features concerning the municipal recreation facilities used for the programs: (1) there are no architectural barriers that limit or prohibit the participation by an elderly or handicapped person, and (2) the centers are located very near facilities that house a rather
substantial number of either senior citizens or mentally retarded, namely, a hotel for the elderly and a junior high school with a special education class.

Cooperating agencies.—Most of the cooperation with other groups and agencies came in the developmental stages of the programs. In order to locate participants, to get the facilities ready, to find leadership and to plan activities, many people and agencies were contacted. The greatest amount of cooperation has come from the Dallas Association for Retarded Children, the special education classes, the day care center for retarded children, and a local civic organization. There has been very little cooperation with other agencies with regard to the senior citizens program. Attempts have been made to establish a relationship with some of the churches so that more members could be located and so that perhaps some arrangements for transportation could be made. However, these attempts were not successful. All of the cooperation received has been a direct result of the personal efforts of the superintendent of recreation. She has contacted the agencies personally and talked with them personally in an endeavor to make the programs prosperous and successful.

The only problem involved in working with cooperative groups is that they want to cooperate only on their terms and
and to the extent that they choose. As soon as some small
demands are placed on them, especially for time, the extent
to which they feel they can cooperate diminishes and in some
cases ceases.

Communications and public relations.—In the development
of the programs for both the senior citizens and the mentally
retarded, the greatest percentage of communication was based
on the establishment of personal contacts with these agencies
and individuals that might prove to be of some assistance in
getting the programs started. As the program has progressed,
notices have been sent home with the special education
children, the programs are mentioned in the recreation
department's widely distributed program brochures, and
program fliers have been printed and sent to agencies such
as the day care center for the retarded. The department also
relies upon other agencies to assist in communicating with
the parents of the retarded children. The Dallas Association
for Retarded Children and the day care center are active in
the communication process.

Public relations is dependent upon the effectiveness of
the communications endeavors and the quality of the programs
in which the retarded and elderly participate.

There have been no problems with the city administration
or with the park and recreation board. The board is used as
a sounding device for new program ideas before they are inserted in the program. The city administration has never challenged the park and recreation board or the department on a program idea.

The TARS (Teen Aid the Retarded) are also an important aspect of the communication process, in that each member of the group talks with many of his or her friends concerning the program for the mentally retarded.

**Transportation.**—Transportation is one of the major barriers to the development of a program for both the senior citizens and the mentally retarded. Fortunately, the senior citizens' hotel is located near to the recreation center, and it is not difficult for these individuals to come to the program. However, for the elderly who live in other parts of the city, it is extremely difficult to make it to the center, unless a friend or relative brings them. The parks and recreation department does not provide transportation for the senior citizens.

In the initial stages of the recreation program for the retarded, the recreation staff many times used their own personal cars to provide transportation for the youngsters in the program. Parents and older brothers or sisters are also providing some transportation for the individuals in the program. The recreation staff no longer provides any means
of transportation for the retarded youngsters, partly because of the liability factor and partly because of the time involved. Many of the local churches have been approached with the idea of helping provide some transportation for either the senior citizens or the mentally retarded. But because the department could not reimburse the churches in any way, it was not possible to receive any assistance with the transportation problem.

**Liability coverage, medical clearance, physical examinations.**—The senior citizens are asked at the time they enter the program if they have any medical problems. If they do, the situation is discussed so that the proper procedures will be followed in case of an emergency. The name of a family physician is obtained in the event it becomes necessary to call a doctor.

When it is anticipated that the mentally retarded will be traveling in a car, the parents are asked to sign a waiver indicating that their child has permission to ride in a vehicle for the purpose of participating in a recreation program. The city of Grand Prairie carries the necessary liability insurance covering city vehicles which are used as part of the duties and responsibilities of city employees. The superintendent of recreation realizes that the form the
parents sign releasing the city of responsibility is actually of little value when presented in a court of law.

Most of the retarded individuals who are participating in the recreation already have physical examinations. If they do, the department uses these forms. If they do not, they are not forced into getting a physical; the parents are questioned about the general state of health of the youngster. The parents are then free to register their children, indicating they are physically able to participate in the program, or indicating that the staff should observe a child closely because of particular physical or medical limitations. The department has never experienced any difficulty concerning liability, medical clearance, or physical examinations.

Most and least effective activities.--The senior citizens seemingly appreciate and enjoy most the special speaker programs, in which well-known and interesting personalities visit the club and talk to the members. If it were possible to take the members of the senior citizens club on sightseeing and field trips, this would perhaps be the most rewarding and effective activity for this group. The members love to get away from the center and from the city, either vicariously or in reality. Although cards and dominos are played incessantly, these activities seem to be the least rewarding and, therefore, the least effective.
The mentally retarded children are taken on field trips, whenever the transportation problem can be overcome, and they simply love going places. These kinds of activities, because of the joy and new experiences afforded the individuals, are characterized as the most effective with this group. The activities to develop social skills, balance, and coordination are also very effective, even though they are not as overtly enjoyed. The arts and crafts activities have proven to be the least effective with the retarded, primarily because there is not enough staff to help the children during the activity.

Factors contributing to the success of the programs.-- In a word, the success factor in the senior citizens and mentally retarded programs in Grand Prairie is leadership. The entire parks and recreation departmental staff is composed of young people under forty years of age, with the exception of two staff members. This is a forward-looking and aggressive young department headed by a very energetic superintendent of recreation. With the initiation of the programs by the superintendent of recreation and the employing of a very enthusiastic young lady to conduct the senior citizens program, success had to follow. The same is true of the involvement of the superintendent in the mentally
retarded program. This leadership, combined with the readiness of the parents to let their children participate in the program, made the program a success in its first year of existence.

The only problem that arose was with a mother who wanted to stay at the center while her child, who was confined to a wheelchair, participated in the program. However, while the mother was in attendance, the staff could not effectively work with the child because the mother was always interfering with the leader. Based on this experience, the superintendent believes it is a much better practice to have the parents leave their children at the center and return to get them at the end of the program; both the child and the recreation leader are much more at ease and are better able to accomplish the goals of the recreation activity.

Another very important factor that contributed to the success of the programs is that of physical location of the facilities. The senior citizens center is located less than one block from a residential facility for the elderly, and the center in which the recreation program for the retarded is conducted is located next door to a junior high school that has a special education classroom. The physical location of the facilities was a tremendous asset in the establishing of the programs.
Waco

Waco, the sixth largest city in Texas, is the principal city of a standard metropolitan statistical area, with a population in excess of 160,000. Waco, a modern industrial center, with significant agricultural production, financial concerns and general commerce, is the market place for a giant trade area of sixteen Central Texas counties.

The population of the city includes 18.4 per cent Black, 5.2 per cent Mexican-American and 76.4 per cent Anglo citizens. According to the most recent statistics, the median school years completed by persons over twenty-five years of age is 10.7, and the median household income of all families in Waco is approximately $8,448.00 a year.

Parks and Recreation Department

The parks and recreation department maintains thirty-seven parks and playgrounds with a combined total of approximately one thousand acres. Five major parks with a total of approximately 3,500 acres are being developed at strategic points on the shoreline of Lake Waco to be jointly controlled by the City of Waco and the U. S. Corps of Engineers. Camping facilities are available in many of these parks. The department also controls three swimming pools, one municipal golf course, a tennis center, numerous decentralized
tennis courts, and more than adequate athletic fields for softball, baseball, and flag football. There are also two centers for senior citizens included as part of the parks and recreation facilities.

The department operates eight after-school playground recreation programs during the school year, ten full-day and ten half-day summer recreation programs on eighteen school playgrounds, and two municipal park facilities.

The director of the parks and recreation department is directly responsible to the city manager; however, there is an advisory parks and recreation commission to which the director must also report.

The budget of the total parks and recreation department is $501,598.00, with only $88,960.00 allocated to the recreation services within the department. The department receives nineteen cents of the city tax rate, which is $1.65 per 52 per cent of market value. There are sixty full-time, year-round employees and 260 seasonal employees in the parks and recreation department. Of this number, six full-time and 135 seasonal positions are included in all phases of operation in the recreation program. Four of the six recreation full-time positions are of an administrative nature: the director of recreation, the supervisor of recreation, and the center directors.
The supervisory and administrative positions in the department require persons with a college or university degree and experience in recreation. For the other full-time positions, which include the tennis director, swimming pool managers, and seasonal employees, the primary consideration in employing persons is experience or special skill.

Volunteers are used in the recreation programs whenever and wherever possible. However, the philosophy of the director of recreation is that he cannot and will not depend on volunteers. It has been the department staff's experience that volunteers cannot always be depended upon. The majority of volunteers are used in the athletic program as coaches. The senior citizens program also uses volunteers quite extensively.

The director of recreation has adopted the unique philosophy of not keeping or relying upon participation figures to justify the recreation program. It is the philosophy of the administrative staff that the value of the recreation program is not in the number of people served but in the quality of the service to each individual. The only endeavor to interpret numbers of participants is in the activities in which the participants must register or become a part of a team.
The director did believe that the highest percentage of participation comes from the lower socio-economic class in the community. This is, however, not much more than the higher-middle-class citizens participation. Because of the emphasis on the summer recreation program, which is primarily geared to the playground and community center level, the younger age group from approximately six to twelve would be most included in the program. On a year-round basis, all age groups are adequately served, and adequate participation is realized from all age groups. The teenage group is apparently the least involved.

With the recent addition of a newly-acquired recreation center, this aspect of the total program should prove to be the strength of the recreation program. There are now two major community centers which will expand the year-round recreation program to a considerable extent.

The department must rely quite heavily upon the cooperation of the public school system in order that an effective recreation program can be offered to the community. The lack of municipally-owned recreational facilities is perhaps the greatest weakness of the parks and recreation department.

Recreation for Special Groups

Philosophy and goals.--The senior citizens and the mentally retarded are served by the Waco Parks and
Recreation Department. It has long been recognized that a lack of recreational and leisure time services existed in Waco for special groups such as the senior citizens and the mentally retarded. The philosophy subscribed to for the senior citizens program is that an attempt is made to keep the elderly citizens in the club active and happy and not idle and lonely. The mentally retarded are to be included in the recreation program just as are any other citizens in the community. The department accepts the responsibility to serve all citizens regardless of degree of ability, age, race, religion, or socio-economic status. There are no specific goals established for the programs other than those inherent in the philosophy.

When the programs began.—The program for the senior citizens began on July 4, 1950, and it is believed to be one of the oldest organized clubs for senior citizens in Texas and in the United States. No one on the current staff was employed with the parks and recreation department when it began. However, according to the supervisor of the senior citizens program, it is believed that the man who was the director of parks and recreation at that time was primarily instrumental in establishing the senior citizens club in the parks and recreation department. For a time the senior
citizens club was taken partially from the parks and recreation department, and it functioned as a United Fund and a city agency for several years on a fifty-fifty basis. The club has been part of the parks and recreation department again since approximately 1965.

The recreation activities for the mentally retarded have been a part of the recreation program of the parks and recreation department since 1963, primarily as a result of the efforts of the Waco Association for Retarded Children. The officers of the local association approached the superintendent of recreation with the request to establish a recreation program for the retarded children in Waco. The superintendent found a suitable location for the program and assigned some of the department's leaders to help with the program. There were no problems experienced in the development of the program. It merely required the superintendent to incorporate a new program into the schedule and reassign some of the summer recreation leaders.

How programs are financed.--Both programs for the senior citizens and the mentally retarded are totally financed through the regular parks and recreation budget. However, there is no special allotment, or special category, in the budget for either of the programs.
There are no fees and charges or registration fees for the mentally retarded participants, but the senior citizens are asked to purchase many of their own supplies, especially the arts and crafts supplies.

Leadership.—There is one person employed especially to provide supervision for the senior citizens program. Waco is one of the few cities in Texas that provide a full-time, year-round position. This provision was part of the parks and recreation department's agreement when the program for the senior citizens was organized. This is the only position relating to the senior citizens program salaried by the parks and recreation department. The leadership personnel, other than the supervisor who performs some leadership responsibilities, are volunteers with an interest in helping the club. Volunteers teach dance, arts and crafts, and ceramic and china painting, among other activities.

The mentally retarded recreation program is a summer program only, with the summer playground director functioning as the supervisor of the mentally retarded program. The lady in this position was originally employed as a playground leader working with the mentally retarded program. Since first being employed, she has been promoted to summer playground director with more responsibilities than just the
mentally retarded program. There are now three other part-time leaders working with the mentally retarded in the recreation program. The supervisor of the mentally retarded program has a college degree in special education and has been teaching in the special education classes in Waco since 1968. These qualifications were important considerations in the initial hiring of this person.

There are no specific job descriptions for any of the positions in either the senior citizens program or the mentally retarded program. None of the positions, therefore, have strict requirements, especially as they relate to academic attainment. None of the positions require that the person employed possess a four-year college or university degree. The prime requisites the superintendent considers in employing personnel in these positions are experience and dedication. There has never arisen any problem in securing qualified leadership for either of the programs. The supervisor of the senior citizens program has held this position for approximately ten years, and she began as a volunteer in the program before assuming the supervisory position.

How participants are located.—Whenever a person visits the senior citizens center, he is asked to fill out a card giving his name and address. If this person does not come
back, he is called. All the members of the center are asked to make a certain number of calls each week to invite other members and non-members to attend the programs. All the local communications media are used to publicize the program, and this helps attract participants. Many of the ministers remind the church members of the program conducted by the senior citizens center and urge them to attend the center's programs.

The parks and recreation department is not actively engaged in attempting to locate participants. The Waco Association for Retarded Children is responsible for attracting the retarded children to the recreation programs.

How activities are determined.—There is no council or officers in the senior citizens club to plan the activities for the members. The supervisor of the program plans all the activities for the members. The planning is done with the needs and interests of the members in mind, since they readily express their likes and dislikes to the supervisor.

Because of the summer playground director's educational background and experience, she is the primary person responsible for determining what activities will be offered to the mentally retarded. Regular staff meetings include all of the leadership personnel working with the mentally retarded program. The purpose of the meetings is to discuss program ideas, problems, and program evaluation. The meetings
usually include representatives from the local association for retarded children's recreation committee and sometimes from the local mental health and mental retardation center. Volunteers from the TARS (Teens Aid the Retarded) organization who work with the retarded attend the meeting to share their ideas concerning possible activities for the program.

The senior citizens club has a membership of approximately 350 and an average daily attendance of about 160 attending programs in the two facilities designated for the members. There were no statistics available to indicate the number of mentally retarded children participating in the summer recreation program. However, an estimate was given by the recreation staff to indicate that the daily attendance varied from fifteen to thirty-five participants each day.

What municipal facilities are used.—The senior citizens program is being conducted in the Sul Ross Center, an old Jewish Synagogue not well designed for use by elderly persons. There are lots of stairs and narrow hallways. There is another center for the elderly which is devoted to use by men whose hobby is playing dominoes and "42." These are the only facilities of the municipal parks and recreation department that are used on a regular basis by the senior citizens.
The program for the mentally retarded is conducted on
one of the summer recreation playgrounds suitable for a wide
variety of activities. The participants rarely use other
municipal recreation facilities; however, on occasion, a
group may visit the zoo, lake, or other special facility such
as the swimming pool. The playground to be used for this
program is scheduled by the superintendent of recreation,
and an attempt is made to use the same playground each year
to avoid confusion. The playground was changed between the
summer of 1968 and the summer of 1969, an action which
resulted in confusion and a greatly reduced number of partic-
ipants. The participation was so low that the program had to
be terminated early. The department had only one explanation
for the problem: that somehow the news of the move was not
adequately communicated to the parents of the retarded
children. To avoid this problem in the future, the local
association for retarded children will be involved in select-
ing the playground to be used for the program as well as
being involved in the planning of the activities. It will
also be the association's responsibility to notify the
parents of any change that is made.

Cooperating agencies.--The senior citizens program has
the cooperation of many agencies and groups in Waco. Among
them are the Council of Jewish Women, which has provided
transportation in the past, the Veterans Administration Hospital and the Friendship House, where exchange programs are presented, two local florists shops which donate flowers and a potted plant each month for birthday parties, and churches which provide meeting places, programs, and a means of communicating with potential members.

A great deal of cooperation is also achieved with all the local communications media in the city to help publicize the program and establish effective communication and public relations.

The primary agencies that cooperate in the mentally retarded program include the Waco Association for Retarded Children; this group is co-sponsor of the program. The Regional Office of Mental Health and Mental Retardation provides support and consultation; the special education classes in the public schools help to notify parents of the program and help to involve children in the program. Baylor University is an important source of part-time and seasonal leadership personnel. Also a local civic club is involved in co-sponsoring the special Olympics for the mentally retarded.

The major cooperation is with the local association for retarded children, since this agency assumes the major responsibility for securing retarded children for the program. Other significant cooperation includes communicating with the
Communications and public relations.---The senior citizens program has a very effective system of communications established with all the local communications media. There is a report of the activities of the club in every Sunday morning edition of the paper; the radio stations provide spot reports and coverage of the past and forthcoming activities of the club; and the local television stations conduct interviews, talk shows and programs at the senior citizens center so that the public is informed as to what the program entails.

The local churches are also involved in the communications and public relations process of the center by keeping the church membership apprised of the functions of the club. Perhaps the most effective means of communication is produced by the senior citizens themselves through their organized telephone campaign. Each member calls inactive and potential members to encourage them to attend the club.

The extent of involvement of the parks and recreation department in the communication and public relations process concerning the mentally retarded program is to publicize it in the summer activities brochure of the recreation program. The newspapers have given adequate coverage to the recreation program for the retarded, but the local association for
retarded children is more involved in the communications process and the public relations aspects of the program. The association contacts parents of retarded, sends notices with children in special education classes, contacts organizations concerned with retardation, writes news articles for the local newspapers, and publicizes the program in its newsletter.

The Regional Office of Mental Health and Mental Retardation is involved in publicizing the program through its newsletter and through the state office's newsletter that is distributed throughout the state. A large part of the regional office's responsibility is to contact local agencies that might be able to offer some kind of supportive assistance to the mentally retarded. In this respect, they help publicize the program.

Transportation.—The parks and recreation department is in no way involved in providing transportation for either the senior citizens program or the mentally retarded program. For a time, the Council of Jewish Women was providing transportation for the elderly, but this provision has been discontinued. The club members must now rely upon family, if they have no transportation of their own. In some rare instances, a church group may provide transportation for a
special program. The center is located so that public transportation is available from most areas of the city. There are very few activities in the program that require transportation away from the center, since the members do not appear to enjoy field trips.

The Waco Association for Retarded Children arranges for the transportation of the retarded children in the recreation program either through the members of the association or through the parents of the retarded. The parks and recreation department provides the program, and it is up to the parents or the association to transport the children to the playground for the activities.

**Liability coverage, medical clearance, physical examinations.**—There is no provision for special liability coverage for either of the programs involving the elderly and the mentally retarded. All participants, regardless of their age or degree of ability, are considered to be the same; therefore, no special consideration is given any group. Medical clearance or physical examinations are not given any special consideration. Physical examinations are not required before participation in the recreation program. Forms are completed on the senior citizens, so that the staff will be aware of any special medical problems the members might have.
and who the family doctor is for each member. A medical clearance form is signed by the parents of the retarded children that supposedly releases the parks and recreation department of any liability, and it also gives the staff the permission to call the family doctor if the need arises.

Most and least effective activities.—Ceramics and games appear to be the most popular with the senior citizens. Since the philosophy of the program is to keep the members active and happy, these activities seem to accomplish this purpose and are therefore the most effective. China painting is the least popular and the least effective. Although the members enjoy ceramics, they do not enjoy china painting, for some reason.

There is a wide variety of activities programmed in the center for the members, including monthly birthday parties, holiday celebrations, dancing, table games, arts and crafts, art exhibits, covered dish luncheons, and talent shows. Projects made in the arts and crafts program may be sold to the public. When this is done, the funds realized from the sale are deposited in the general fund of the parks and recreation department and spent on projects for the senior citizens center.
The retarded children participating in the recreation program appear to enjoy those activities revolving around music or involving a great deal of bright color and activity. Activities are included in the program that are not only fun but educational for the children. It is believed that, when a child can have fun while learning, the enjoyment tends to reinforce the learning process. Activities that enhance the educational process of the children are considered the most effective activities in the program. All of the activities in the program seem to be contributing to this purpose, so all would be considered effective.

Factors contributing to the success of the program.— The philosophy inherent in the senior citizens program and the ability of the staff to accomplish this philosophy is the major success factor of the senior citizens program. The administration of the parks and recreation department has given full support to the senior citizens center, a practice which has allowed the supervisor to develop an all-inclusive, well-balanced program of activities for the members. Leadership that is dedicated to the purpose of the senior citizens program is a very important key factor contributing to the success of the program.

The only detrimental factor has been the tornado that damaged the original senior citizen's center and forced the
members to move to the present center. The present center is not well designed as a center for the elderly. This has been a slight detriment to the progress and growth of the center.

The leadership provided by the association for retarded children in pushing to develop a program for the retarded and to persist in continuing such a program are the major success factors of the recreation program for the mentally retarded. If it had not been for the association for retarded children, there would not be a recreation program of this nature. The parks and recreation department is interested in serving all the citizens of the community. But because of the lack of personnel and the extensive program, it is difficult for the staff to initiate new and specialized programs without the guidance of persons knowledgeable in the area of the specialization.

The one detrimental factor experienced by the parks and recreation department in this program occurred when the program was moved from one area to another between the summers of 1968 and 1969. During this moving, or rescheduling, process there was an apparent breakdown of communications, and many of the parents were unaware of where the program was being held or that there was a program. Consequently, for one summer, the program was terminated early.
Summary

In this chapter, findings of the present research investigation have been presented in the form of fifteen case studies. The case reports were organized under three major categories relating to the cities in which the departments are located, the total municipal parks and recreation departments, and the recreation programs for the special groups. The category relating to the recreation program for the special groups was divided into the following subheadings: Philosophy and goals; When the programs began; How programs are financed; Leadership; How the participants are located; How the activities are determined; What municipal recreation facilities are used; Cooperating agencies; Communications and public relations; Transportation; Liability coverage, medical clearance, physical examinations; Most and least effective activities; and Factors contributing to the success of the program.

Chapter V will include the summary, findings, recommendations for the development of municipal recreation programs for the special groups, and recommendations for future studies.
CHAPTER V

SUMMARY, FINDINGS, AND RECOMMENDATIONS

This chapter includes a summary of the present investigation, findings, recommendations for the development of future municipal recreation programs for the senior citizens, the mentally retarded, the physically handicapped, and the emotionally disturbed in the community, and recommendations for future studies.

Summary

As an introduction to this study, a philosophical statement was made concerning the responsibility of municipal parks and recreation agencies in providing community-based recreation programs for the senior citizens and the mentally and physically handicapped individuals in the community.

A thorough study of the related literature was made in Chapter II, with an emphasis on the reported studies related to the involvement of the senior citizens and the handicapped in municipal recreation programs. The report of the related literature was divided into sections dealing with the senior citizens, the mentally retarded, the physically handicapped, and both established and pilot programs.
Chapter III was devoted to reporting the results of a feasibility study conducted prior to the completion of the case study. The major purpose of the feasibility study was to determine the need for a more extensive case study. The specific purposes of the feasibility study were:

1. To identify those municipal parks and recreation departments providing recreational services to the senior citizens and/or the mentally and physically handicapped.

2. To identify the agencies with which the municipal recreation departments cooperate in developing and conducting the programs for the senior citizens and the mentally and physically handicapped.

3. To determine the nature of the service provided by the municipal parks and recreation departments to the senior citizens and the handicapped.

4. To ascertain the nature and scope of activities in which the handicapped and the senior citizens participated.

5. To identify the kinds of information and/or assistance needed by the department personnel who wish to develop programs for the senior citizens and the mentally and physically handicapped.

Based upon the findings of the feasibility study, it was determined that a more intensive case study of the municipal recreation programs for the senior citizens and the
mentally and physically handicapped was appropriate. The purposes of the present study were:

1. To identify the geographical location of the communities in which the parks and recreation departments were located.

2. To describe the major sociological characteristics of the communities in which the parks and recreation departments are located.

3. To describe the municipal parks and recreation departments in terms of facilities, budget, staff, program participation and strengths and weaknesses.

4. To identify the philosophies held by the departments providing the recreational services to the senior citizens and the handicapped.

5. To determine when the recreation services began for the senior citizens and the mentally and physically handicapped.

6. To identify who provided the initial impetus in the development of the recreational services.

7. To identify any special arrangements that have been made in the development of the recreation programs.

8. To identify the problem areas experienced by the municipal parks and recreation department personnel in developing and conducting the recreation programs for the senior citizens and the mentally and physically handicapped.
9. To identify the most effective activities offered by the department;

10. To identify those factors that have been the most important in the success of the program.

Participants

The municipal parks and recreation departments selected to participate in the present study were fifteen departments who provided recreational services to at least two of the four special groups included in this study: senior citizens, mentally retarded, physically handicapped, emotionally disturbed. The participants were divided into three categories: (1) departments providing recreational services to all four groups; (2) departments providing recreational services to three of the four groups; and (3) departments providing recreation services to two of the four groups. The following criteria were used to aid in the selection of the participants: (1) the population of the community, (2) the geographical location of the community, and (3) the number of participants in the recreation programs for the senior citizens and the mentally and physically handicapped.

Methods of Research Employed

The case study method was selected as the best possible method to be used in the development and report of this study.
in order to collect as wide a variety of relevant information as possible concerning the involvement of the handicapped and the senior citizens in municipally conducted recreation programs. The methods of collecting the data included the conducting of interviews, the observation of operating programs, and the researching of appropriate reports. Interviews were conducted and tape recorded with the highest responsible staff member of the parks and recreation department who was most directly concerned with the recreational services provided to the senior citizens and/or the mentally and physically handicapped. Leadership personnel of agencies cooperating in the provision of recreation services to the senior citizens and/or the mentally and physically handicapped were also interviewed. When it became necessary to obtain additional information concerning the municipal department or the community at large, interviews were conducted with members of the chambers of commerce, city manager's offices, finance departments, and planning departments.

Findings

In this research, fifteen parks and recreation departments have been investigated. A limitation noted in case studies has been that generalizations of findings cannot be made applicable to all situations. Thus, findings derived
from this study would not necessarily apply to all communities
and municipal parks and recreation departments.

The following findings are considered to be justified in
this study:

**Location, Philosophy, and Objectives**

1. The special groups most commonly included in the
parks and recreation department's programs are the senior
citizens and the mentally retarded. The senior citizens are
included in the program on a year-round basis. Two-thirds of
the departments included in this study provided services to
the mentally retarded on a year-round basis, while the
remainder of the departments provided services to the
retarded only on a summer basis.

2. The program for the mentally retarded began after
1960 and the advent of President Kennedy's administration,
with Kennedy's great push for services for the mentally
retarded. However, only one department has applied for, and
received, a financial grant from the Kennedy Foundation for
developing recreation programs for the mentally retarded in
the community.

3. The majority of parks and recreation departments
providing services to the senior citizens and the mentally
and physically handicapped are located in cities of more
than 100,000 population.
4. The philosophy most commonly held by the administration of the departments providing services to the senior citizens and the handicapped groups is that these individuals have the same rights and privileges as all other community citizens. Therefore, the parks and recreation departments should provide services to these groups of individuals.

5. The objectives of the departments involved in providing services to the special groups consisted basically of striving to provide a better quality of services and to include as many individuals in the program as possible.

Finance and Leadership

1. The majority of departments providing services to the senior citizens and the handicapped groups did not allocate special budgetary considerations for these programs. They are financed through the regular parks and recreation departmental budget. The San Antonio Parks and Recreation Department has obtained a special budget for the recreation for the handicapped program on a matching basis with the Texas Department of Mental Health and Mental Retardation. The Austin Parks and Recreation Department and the El Paso Parks and Recreation Department both allocate a specified portion of their budget to the local associations for retarded children for the employment of recreation leaders.
2. The San Antonio Parks and Recreation Department is the only department in Texas that has employed a professional staff member on a full-time basis to devote 100 per cent of her time to developing programs for the mentally retarded and other handicapped individuals in the community.

3. Not all levels of leadership personnel for the senior citizens and the handicapped programs are required to possess a four-year academic degree. The leaders for the program are employed primarily on the basis of experience and/or specific skills.

4. College students and special education teachers are the most frequently employed persons for the mentally and physically handicapped recreation programs. Women who are at least middle-aged are most often employed for the senior citizens recreation programs. Finding leadership personnel has not been a problem for departments included in this study.

5. There are no job descriptions or specifications for the leadership positions in the senior citizen or the handicapped recreation programs. There are very few in-service training programs for the personnel working directly with the participants in the senior citizens and the handicapped programs. These in-service training programs are most often geared to the philosophy, policies, and procedures of the total parks and recreation department rather than specifically
to the problems involved in working with the senior citizens and the mentally and physically handicapped.

How Participants are Located

1. The senior citizens participants have been located primarily through the following procedures: cooperation with local churches, personal contact with individual members of senior citizens clubs, and publicity through local news media.

2. The mentally retarded have been attracted to the recreation programs primarily through the notices sent home with the retarded children in special education classes in the public schools. Another important method of involving the retarded children in the recreation programs has been through personal contact with parents of the children, especially through the local associations for retarded children. In the majority of the departments in this study, the activities for the mentally retarded have been listed in the program brochures, which serve as another method of publicizing the programs.

3. The parks and recreation departments most often rely on the cooperating agencies to assume the major role in locating participants, especially the mentally and physically handicapped, for the recreation programs. This was true in all cases except in San Antonio, where the parks and
recreation department assumed the major role in locating participants.

**How Activities Are Determined**

1. In the majority of cases in this study, the senior citizens plan their own activities. This has been accomplished through the social activity committee composed of members of the senior citizens group. The recreation staff members function as resource persons and program implementors for the senior citizens groups.

2. By and large, the senior citizens and the handicapped programs are limited to a very few municipal recreation facilities. In departments that have centers designated as senior citizens centers, programs are very seldom scheduled outside of these centers unless a special tour or trip is arranged.

3. There was no definite pattern established for the manner in which the activities are determined for the mentally and physically handicapped. Never was there only one person involved in determining the activities for the participants. Always the person employed to directly lead and/or supervise the programs for the retarded would consult a superior or conduct meetings or brainstorming sessions to help in the proper selection of activities for the participants. However, consultation outside of the parks and recreation department
4. The mentally and physically handicapped programs are generally of a specific nature, such as swimming or arts and crafts. These activities are scheduled to be conducted in specific municipal facilities. The programs conducted by the local associations for retarded children proved to be of a more varied nature, thereby utilizing more municipal recreation facilities.

**Cooperating Agencies**

1. The greatest extent of cooperation in the senior citizens program between the parks and recreation departments and the community agencies occurred with the local churches. In most cities in which the parks and recreation departments sponsor or conduct programs for the senior citizens, the churches of the community often provide the use of their facilities, assist with transportation, or encourage the elderly to participate in the programs.

2. In the mentally retarded programs, the greatest amount of assistance comes from the local associations for retarded children, the special education classroom teachers, colleges and universities, and other facilities providing specialized services to the mentally retarded such as special schools and the regional offices of mental health and mental retardation.
3. Aid and assistance for the physically handicapped comes from specialized facilities serving the handicapped or from local civic organizations dedicated to serving the handicapped.

Communications and Public Relations

1. Few problems have been experienced in the communications and public relations endeavors involved in the senior citizens and/or the mentally and physically handicapped programs. There are no public relations programs established in any of the departments included in this study, and most departmental staff members appear to equate publicity with public relations. The departments rely on the quality of their programs to convey a positive image of the program and department to the public.

2. In all cases in this study the local communication media—newspapers, radio, and television—have been more than willing to cooperate in announcing and publicizing the programs. The most common and effective method of communicating with the parents of the mentally retarded has been by sending notices home with the retarded children in the special education classes. Another method of communicating with the parents has been by personal contact by staff members of the parks and recreation departments or the cooperating agencies like the local associations for retarded children.
3. The local news media, program brochures, and special program flyers are other methods of communication utilized in all of the programs.

Transportation

1. The great majority of the municipal parks and recreation departments included in this study subscribed to the philosophy that they will provide the programs and that it is not their responsibility to provide the transportation. If their programs are good enough, the people will find a way to attend.

2. The municipal parks and recreation departments are not actively involved in providing transportation for the senior citizens or the handicapped in the recreation programs. When a special trip is planned, it is a custom for many of the departments to charter a bus and assess the participants a small fee to help offset the cost. Many departments, especially in the early stages of the program, have allowed the recreation staff to use their personal cars to transport the participants to the programs.

Liability Coverage, Medical Clearance, Physical Examinations

1. There are no special provisions made regarding liability coverage for the senior citizens or the mentally and physically handicapped. All the departments regard the
senior citizens and the handicapped merely as participants similar to non-handicapped participants. The director of one department kept their insurance company informed that handicapped and elderly individuals do participate in the recreation program. The insurance rates have not been increased for this department as a result of including the elderly and the handicapped.

2. The parents of the handicapped, in almost all departments, must sign a form which supposedly releases the department from all legal responsibility. This is the same procedure used for all participants regardless of their abilities or disabilities.

3. It is common practice to have the parents of the handicapped sign a consent form giving their children permission to participate in the recreation program. The only program in which the retarded must have had a physical examination prior to participation is the Special Olympics. The senior citizens are not required to have a physical examination prior to participating in the programs of any of the parks and recreation departments. It is, however, common practice to record information about the individual senior citizens members: information regarding their general state of health and the name of their personal physician.
**Most and Least Effective Activities**

1. There is a lack of consistency in reporting the most effective activities for the senior citizens in the recreation programs of the departments included in this study. Programs appear to be most effective with the senior citizens when there is little structure and much freedom. Trips and socials appear to be popular and effective as are colorful and familiar arts and crafts. Table games such as dominoes, cards, and "42" are predominant but not considered overly effective. The activity mentioned most frequently as being the least effective was the bringing in of guest lecturers.

2. The most effective activities for the retarded and other handicapped groups revolve around physical activity and color. Swimming is the most popular and predominant activity. Other active sports and games that enhance physical and motor development and coordination are also programmed quite extensively in the departments included in this study. Music and rhythmics are other popular program areas.

3. If arts and crafts are used in the programs for the retarded and other handicapped children, they should involve lots of color and movement. The children do not enjoy the kinds of arts and crafts that restrict their movement and freedom and require their attention for extended periods of time.
Factors Contributing to the Success of the Programs

Dedicated leadership personnel has been mentioned by almost every department in this study as the major success factor in their recreation programs for the special groups. Other very important factors contributing to the success of the programs were the degree of cooperation received from agencies, especially the local associations for retarded children and the special education classroom teachers in the public schools. Without this kind of cooperation, success would have been difficult to achieve.

Recommendations for the Development of Municipal Recreation Programs for the Senior Citizens and the Mentally and Physically Handicapped

The following recommendations are presented for consideration by the administrative staff of municipal parks and recreation departments who might consider developing municipal recreational programs for the special groups of their community, i.e., senior citizens, mentally retarded, physically handicapped, or emotionally disturbed.

The recommendations are categorized under the major topics of philosophy and goals, financing the program, leadership, locating participants, determining activities, facilities, cooperating agencies, communications and public relations, transportation, and liability coverage, medical clearance, physical examinations.
Philosophy and Goals

Based on the findings of this study it is recommended that goals of recreation programs for the senior citizens and the mentally retarded and other handicapped groups should not differ from the goals of recreation programs for the general population. The elderly and the handicapped are entitled to the same services and opportunities in the community as the young and the non-handicapped. The philosophy and goals should include objectives of fun and relaxation, physical, mental, and social development, and constructive use of leisure time.

Financing the Program

Methods of financing the programs for special groups may vary from community to community. Based on the findings revealed in this study, the following recommendations are made regarding financing the programs:

1. Secure a special budget allotment for the senior citizens and the mentally and physically handicapped programs within the parks and recreation department.

2. Check all governmental grant possibilities for financial support. The Kennedy Foundation, the Texas Department of Mental Health and Mental Retardation, the Department of Health, Education and Welfare are examples of possible resources for financial assistance.
3. Check other possible resources for financial assistance. The local association for retarded children, civic organizations, private and voluntary groups are examples.

4. Fees and charges should not be assessed the parents of the mentally and physically handicapped children, because many of the families who cannot afford the charge will not involve their child or children in the program.

Leadership

Quality leadership is the single most important factor in the success of the senior citizens and the handicapped recreation programs. If quality leadership can be recruited and maintained, the recreation programs for the special groups enjoy an extremely good chance for success. If, on the other hand, poor leadership is involved in the program, the participants will very quickly stop attending the activities. Therefore, the following practices are recommended:

1. The parks and recreation department should employ a qualified person on a full-time basis to develop and supervise programs for the senior citizens and the mentally and physically handicapped. The person should be qualified on the basis of experience and education.

2. If additional personnel cannot be employed, the director should incorporate into the job descriptions of the
appropriate supervisory positions a responsibility for developing and supervising programs for the senior citizens and the mentally and physically handicapped.

3. Recruiting and training of volunteers should be a progressive process. Efforts should be made to entice retired persons and people with special skills to either work or volunteer their time for leadership roles with the senior citizens.

4. Check with voluntary groups such as the Teens Aid the Retarded (TARS), local associations for retarded children, Girl Scouts, Boy Scouts, colleges, high schools, civic clubs, and other organizations for possible voluntary or salaried leadership personnel for the retarded and other handicapped recreation programs.

5. Establish effective working relationships with community agencies, especially the local associations for retarded children, the director of special education and special education teachers of the public school systems, colleges and universities to acquire leadership personnel. Also, any special schools or facilities for any handicapped group included in the program may be able to supply leadership personnel.

6. In-service training is vital to the development of leadership personnel. The focus should be on matters
directly related to the senior citizens and the handicapped programs and the providing of services to these groups in the community.

7. Involve the leaders in as many workshops and institutes as possible to expose them to other people working with the same kinds of special groups. This is the best way to acquire new ideas and to boost morale and confidence.

8. Search for the "undefinable quality" that leaders must possess for success in working with the senior citizens and the mentally and physically handicapped—patience, understanding, tolerance, warmth, compassion, and a great big heart are extremely important.

Locating Participants

Most of the senior citizens and especially the mentally and physically handicapped persons are not able independently to seek out and utilize opportunities for having appropriate recreational and social experiences in the community. The parks and recreation departments should assume some role in helping the elderly and the handicapped have these experiences. Often, the potential participants must be sought and encouraged to participate in the programs. Based on the findings of this study, the following recommendations are made:
1. Conduct a community-wide survey to determine the number of potential participants for the senior citizen and the handicapped individual's recreation programs.

2. Personal contact and personal invitations are the best and most effective means of involving participants. When possible, staff members should call or visit families with mentally retarded or otherwise handicapped members and invite them to participate in the programs.

3. Members of the senior citizens club should establish a system of contacting prospective members, i.e., a telephone committee.

4. Establish a working relationship with the local ministerial associations. Ministers can announce meetings to older members of the church, and the proper church members can encourage the elderly to participate in an organized recreation program for them.

5. Work closely with the local associations for retarded children. Since this is an organization composed of parents of mentally retarded children, it is one of the best and most influential agencies concerned with the mentally retarded.

6. Work closely with the director of special education and the special education classroom teachers in the public school system. The great majority of the higher functioning children will be in the special education classes. With the
cooperation from the teachers of these classes, the mentally retarded children and their parents can be contacted through the classrooms.

7. Local communications media--newspapers, television, and radio--may welcome a regular news article that keeps the public informed about the special programs for the senior citizens and the handicapped.

8. Other sources of locating participants are through the public health departments, private physicians, vocational rehabilitation agencies, and other specialized facilities for the various handicapping conditions.

9. In larger communities, there are generally many public, private, and voluntary agencies that serve the mentally and physically handicapped individuals. These agencies are more than willing to help expand the offerings to the handicapped.

Determining Activities

It is important for those persons in charge of planning the programs for special groups to remember that the reason for an individual's participation in the activities will partly determine what the person derives from the activity. Activities should be structured so that the participants will receive personal satisfaction. Based on the findings of this study, the following recommendations for determining
1. Activities for the senior citizens and the mentally and physically handicapped should be scheduled as part of the regular programs in the recreation centers and on the playgrounds.

2. Activities should focus on the individual and be planned according to the needs of the individual participants. Too often, activities are planned and then participants sought without evaluating the benefit the activities possess for the individuals.

3. The senior citizens groups should be encouraged to organize a social or recreational committee within their senior citizens club. This committee would be charged with the responsibility of soliciting ideas from all the members for the purpose of planning a monthly recreation program of activities. The recreation staff should function as stimulators, educators, and implementors to the senior citizens and their recreation program.

4. The most effective activities for the senior citizens appear to encompass a wide range of activities; table games such as card games, dominoes, and "42" are very popular and are played incessantly in most senior citizens programs. However, special events including social activities and special tours are very popular.
5. Generally, the senior citizens enjoy a more relaxed, unstructured, less supervised situation rather than one that is heavily supervised by the recreation staff. The staff should associate with the senior citizens in an attempt to establish rapport with them and show them that they are important to the staff. It is important that the senior citizens feel that they are a part of the group, that they belong to the senior citizens club or the recreation center.

6. Activities for the mentally and physically handicapped should be planned with the cooperation of as many qualified persons as possible. People should, however, be involved in the planning of the activities only if they have some expertise in a pertinent area, i.e., knowledge of the participants, knowledge of recreation and/or adaptive physical education, knowledge of a program area such as music, rhythmics, arts and crafts, swimming, sports, or social activities.

7. The mentally retarded enjoy activities that are of an active nature, that involve them physically and do not require a great deal of intellectual involvement. The retardate's attention span is generally shorter than normal. Activities that provide a challenge yet still allow the individual some freedom of movement and variety are usually successful. Music and rhythmical activities and activities
that involve bright colors will tend to attract the attention of the retarded.

8. Greater success is achieved with those activities that require more gross motor movements than fine motor movements and/or a great deal of balance and coordination.

Facilities

Too many instructors and recreation leaders rationalize that they cannot have a recreational or physical education program for the retarded because they do not have adequate indoor or outdoor facilities or appropriate supplies and adequate equipment. When all other factors are equal, adequate facilities, ample supplies, and sufficient equipment enhance the program. But the lack of these need not be deterrents to comprehensive planning and meaningful programming. Based upon the findings of this study, the following recommendations are made:

1. All of the recreational facilities of the parks and recreation department should be made available to the senior citizens and the mentally retarded and other handicapped groups.

2. It is most ideal to utilize those facilities that are located near to the greatest number of participants or the facilities that are easily accessible to the greatest number of participants. Since transportation is generally
a problem for the senior citizens and the handicapped, care should be exercised in the selection of the facilities to be used for the program.

3. Consideration should be given to the utilization of existing facilities that are located throughout the community. Possible arrangements with the YMCA, YWCA, Boy's Club, Salvation Army, schools, and churches should be explored that would allow their facilities to be used for the senior citizens and/or the handicapped recreation programs.

4. All municipal parks and recreation facilities must conform to regulations for construction established by the state legislatures. All architectural barriers must be eliminated in new facilities. It is recommended that all existing facilities be evaluated in terms of their ability to be used by the senior citizens and the mentally retarded and especially the physically handicapped. Where necessary, ramps and other modifications should be made to enable the elderly and the handicapped to use the facilities.

Cooperating Agencies

The community is the key to planning successful recreation programs for the senior citizens and the mentally and physically handicapped in the municipal setting. There are many agencies, groups, and individuals who are more than willing to assist in developing services to special groups.
in the community. As a result of the findings produced by this study, the following recommendations are made:

1. Conduct a community-wide survey to identify all other agencies that provide services or facilities to the senior citizens or the handicapped and to determine the extent of their services to these groups.

2. Check all possible resources—agencies, institutions, schools, clubs, private and voluntary groups, and businesses—that might possibly be of some assistance in developing or conducting programs for the senior citizens and the mentally and physically handicapped.

3. If there is a council of social agencies in the community, the parks and recreation department should be represented on this committee.

4. Develop a resource file of agencies, by agency name and by name of person to contact, willing to cooperate or assist in the development and conduct of the program.

5. The local associations for retarded children appear to be very important cooperating agencies. The philosophy of the associations is to provide, or help provide, broad community services for the mentally retarded. The municipal parks and recreation departments can capitalize on this philosophy.
6. Because of the great amount of contact, and the impression made by this contact, it is important to establish an effective working relationship with the director of special education and the special education teachers in the public school systems.

7. Cooperative programs should be arranged with state schools for the mentally retarded, state mental hospitals, state centers for human development, and other specialized facilities for the handicapped.

8. Colleges and universities should be contacted for possible resource persons in gerontology, mental retardation, and other mentally and physically handicapping conditions as well as therapeutic recreation or recreation for the handicapped in the community.

9. Include special youth voluntary groups, such as the Teens Aid the Retarded (TARS) in the conduct of the recreation program for the retarded and other handicapped groups. If no such groups are available in the community, then a group should be formed under the auspices of the parks and recreation department.

10. Secure the assistance of as many agencies, groups, and individuals as possible, such as the Jaycees and Lion's Club, in conducting special events, i.e., the special Olympics for the retarded.
11. Establish liaison with the local ministerial association and as many local ministers and church groups as possible. Traditionally, churches have been very cooperative in assisting with services to the elderly members of the community as well as the handicapped.

12. Establish an advisory committee composed of representatives of all the cooperating agencies. This committee can coordinate the efforts of all agencies in developing programs and using the existing facilities of the community to the best advantage.

Communications and Public Relations

The most important factor in developing successful recreation programs for special groups is effective communications and public relations. Based on the findings of this study, the following recommendations should be considered in developing effective communications and public relations:

1. Employ a staff member for, or assign an existing staff member to, the responsibility of developing positive and effective methods of publicity, public relations and communications.

2. All the local news media—newspapers, radio, and television—should be contacted so that adequate coverage and publicity will be given to the programs for the senior citizens and the handicapped.
3. Establish a system of conducting meetings on a regular basis with the news media staff and the cooperating agencies staff to improve the process of communication and public relations.

4. Conduct and attend workshops, institutes, conferences, and related meetings concerning the senior citizens and the mentally and physically handicapped in community programs.

5. Submit articles on a weekly, bi-monthly, or monthly basis to local newspapers, and radio stations. These articles and news stories should focus on the services provided to the senior citizens and the handicapped.

6. The parks and recreation department's administrative personnel and the park and recreation board members should be made aware, and kept informed, of the importance of providing recreation programs to the senior citizens and the handicapped members of the community.

7. Establish positive leader-parent communications by planning regularly scheduled meetings, conducting individual parent interviews, and arranging periodic visits for all parents to observe their children during the recreation activities.

8. To aid in communicating with the parents of the handicapped, keep records of each individual child's progress.
Transportation

Transportation is a major problem in the great majority of municipal parks and recreation programs for special groups such as the mentally retarded. All avenues of possible assistance should be explored. Based on the findings reported in this study, the following recommendations are made:

1. The possibility of governmental assistance should be explored in the obtaining of assistance in providing transportation for the handicapped and the senior citizens.

2. The parks and recreation department should be expected to provide transportation for all of the senior citizens and the handicapped to all of the regularly scheduled activities for these groups.

3. Because of the liability factors involved, personal vehicles should not be used for transporting participants to the recreation activities. Adequate liability coverage should be secured by the parks and recreation department that would allow municipal employees to transport the participants, non-handicapped or handicapped, to special recreation programs in departmental vehicles.

4. The greatest source of assistance in providing transportation for the mentally retarded children are the local associations for retarded children, since the
associations are composed almost entirely of parents of retarded children. Other agencies and schools specializing in providing service to the mentally and physically handicapped should be contacted as possible sources of transportation.

5. For special events in which transportation is needed, the possibility should be explored of renting or chartering a bus or another appropriate vehicle and assessing the participants a small fee to help offset the cost of the vehicle.

6. Many churches have busses which they may be willing to use in helping to transport either the senior citizens or the handicapped for special recreation programs.

7. The parks and recreation department should anticipate transportation needs and allocate adequate budgeted funds to satisfy this need.

**Liability Coverage, Medical Clearance, Physical Examinations**

There are no special liability factors involved for the parks and recreation departments simply because there are elderly or mentally and physically handicapped individuals included in the recreation program. Insurance rates do not increase for the parks and recreation departments simply because of the presence of older persons with mental or physical handicaps. As a result of the findings disclosed in this study, the following are recommended:
1. Medical clearance and permission to participate forms should be secured from the parents of the handicapped just as they should be secured from all persons participating in the programs, especially in the sports and athletic activities.

2. The name of the family physician and permission to call the family physician in case of an emergency should be secured from the senior citizens and the parents of the handicapped.

3. Physical examinations should not be required simply because an individual is elderly or has a handicap. In some cases, however, for active programs such as sports, athletics, and aquatics, physical examinations or medical release forms from the family physicians should be required.

4. As a result of recent legislation, there is no longer any governmental liability immunity for any governmental agency, i.e., municipal parks and recreation, or for non-profit, charitable organizations. It is, therefore, recommended that all departments secure adequate liability insurance coverage. All cooperating agencies of a non-profit, charitable nature should be informed of this policy, and they should also be encouraged to secure adequate legal coverage.
In each community, it will be necessary to determine priority needs for recreation service to the senior citizens and the handicapped and to identify which of the community's resources have which kind of potential for engaging in coordinated action to serve these needs. These factors constitute the major variables to be considered in planning and implementing suitable community recreation services to all special groups.

Recommendations for Future Studies

The following recommendations for future studies are made:

1. An in-depth study should be made to explore all possible means of financing municipal recreation services for the mentally retarded and other physically handicapped groups.

2. An in-depth study should be made to correlate the types of recreation activities conducted in the municipal recreation setting for the handicapped with the recreation activities conducted in the institutional settings for the handicapped.

3. An in-depth study should be made to determine how many mentally retarded individuals participate in municipal recreation programs after having been confined to an institution or treatment facility for the retarded.
4. An in-depth study should be made to evaluate the effectiveness of the municipal recreation program for the handicapped in relation to the established goals and objectives.

5. An in-depth study should be made to correlate the types of recreation programs provided in nursing homes for the aged and the recreation programs provided for the senior citizens in the municipal parks and recreation departments.
APPENDIX A

QUESTIONNAIRE OF RECREATION OPPORTUNITIES IN THE COMMUNITY
FOR THE HANDICAPPED AND THE SENIOR CITIZENS

1. What is the name of your city? ____________________________ .

2. What is the population of your city?
   - under 5,000
   - 5,000 to 9,000
   - 10,000 to 24,999
   - 25,000 to 49,999
   - 50,000 to 99,999
   - 100,000 to 499,999
   - 500,000 to 999,999
   - over 1,000,000

3. Does your municipal recreation department offer activities to one or more of these groups? no
   - mentally retarded
   - physically handicapped
   - emotionally disturbed
   - senior citizens

4. Does your municipal recreation department offer the use of facilities to one or more of these groups? no
   - mentally retarded
   - physically handicapped
   - emotionally disturbed
   - senior citizens

**5. If your answer to numbers 3 and 4 is no please skip to question number 40.

5. What is the approximate number of handicapped individuals participating in your recreation program? ____________ .

6. Are the handicapped individuals participating in your program grouped according to one or more of the following?
   - mental age
   - I.Q.
   - chronological age
   - by handicap

7. Do the handicapped individuals participate in the recreation program with the non-handicapped participants?
   - yes
   - no

8. If yes in number 7, which ones?
   - mentally retarded
   - physically handicapped
   - emotionally disturbed
   - senior citizens

9. At any time are the different handicapped individuals grouped together?
   - yes
   - no
10. Is your municipal recreation department the only administrator or sponsor, of the handicap program?  
   Yes  No

11. Do you have a cooperative arrangement with another agency to help plan, sponsor, or supervise the program?  
   Yes  No

12. If yes in number 10, what type of agency do you cooperate with in your handicapped program?  
   Red Cross  Welfare agency  
   Hospital  Special Education  
   Home for the Aged  Local Association for Retarded Children  
   Other (please list)  Other

13. Does your municipal agency provide direct paid leadership for the handicapped program?  
   Yes  No

14. Does your municipal agency provide direct paid supervisory staff for the handicapped program?  
   Yes  No

15. Does your municipal agency provide a director for the handicapped program in the community?  
   Yes  No

16. Numbers of leaders provided by your agency for the handicapped program:  
   Full-time:  Part-time:  
   1  4  7 or more  1  4  7 or more  
   2  6  
   3  6

17. Does your agency provide in-service training for employees who work with the handicapped?  
   Yes  No

18. Does any other agency provide direct paid leadership for the handicapped program?  
   Yes  No

19. If yes in number 18, please indicate what agency:  

20. Who provides share of the volunteer leadership for the handicapped recreation program?  
   Municipal recreation  Others (please list)  
   Volunteer organization  Cooperating agency  
   College field work program  Individual volunteers

21. What is the approximate number of volunteers involved in the recreation program for the handicapped?  

22. Is your recreation program for the handicapped open to all ages?  
_____ yes  
_____ no

23. If no in number 22, please indicate the ages your program serves:

__________________________________________________________

24. Is your program for the handicapped conducted on:

_____ a year round basis  
_____ summers only

_____ school year only  
_____ other (please specify)

25. Is your program for the handicapped conducted:

_____ after school only  
_____ after school and week-ends

_____ week-ends only  
_____ various times during week

_____ during morning hours  
_____ other (please specify)

26. Is your program for the handicapped individuals, or groups, free of charge?  
_____ yes  
_____ no

27. If no in number 26, please indicate what kinds of charges are made:

_____ charge for registration  
_____ fee for specific activities

_____ fee for using facilities  
_____ other (please specify)

28. To what extent does your municipal department finance (through public tax funds) the program for the handicapped?

_____ no tax funds  
_____ 50% to 74%

_____ less than 25%  
_____ 75% to 99%

_____ 25% to 49%  
_____ 100%

29. To what extent does your municipal department finance (through public tax funds) the maintenance cost of the program and facilities of the program for the handicapped?

_____ no tax funds  
_____ 50% to 74%

_____ less than 25%  
_____ 75% to 99%

_____ 25% to 49%  
_____ 100%

30. From what other methods do you obtain financial assistance for your recreation program for the handicapped?

_____ fees and charges  
_____ voluntary contributions

_____ cooperating agency  
_____ other (please specify)

31. To what extent does your agency provide the transportation for the recreation program for the handicapped?

_____ none provided  
_____ 50% to 74%

_____ less than 25%  
_____ 75% to 99%

_____ 25% to 49%  
_____ 100%
32. What other methods of transportation are used by your agency?
   ______ volunteers ______ parents
   ______ other agencies ______ others (please specify)

33. What activities does your municipal agency offer the mentally retarded?
   ______ arts and crafts ______ special shows ______ discussions
   ______ table games ______ dramatics ______ gymnastics
   ______ picnicking ______ carnivals ______ rhythms and singing
   ______ music appreciation ______ fishing ______ dancing
   ______ music participation ______ hiking ______ other (please list)
   ______ spectator sports ______ swimming
   ______ active sports ______ day camp
   ______ nature activities

34. What activities does your municipal agency offer the emotionally disturbed?
   ______ arts and crafts ______ special shows ______ discussions
   ______ table games ______ dramatics ______ gymnastics
   ______ picnicking ______ carnivals ______ rhythms and singing
   ______ music appreciation ______ fishing ______ dancing
   ______ music participation ______ hiking ______ other (please list)
   ______ spectator sports ______ swimming
   ______ active sports ______ day camp
   ______ nature activities

35. What activities does your municipal agency offer the physically handicapped?
   ______ arts and crafts ______ special shows ______ discussions
   ______ table games ______ dramatics ______ gymnastics
   ______ picnicking ______ carnivals ______ rhythms and singing
   ______ music appreciation ______ fishing ______ dancing
   ______ music participation ______ hiking ______ other (please list)
   ______ spectator sports ______ swimming
   ______ active sports ______ day camp
   ______ nature activities

36. What activities does your municipal agency offer the senior citizens?
   ______ arts and crafts ______ special shows ______ discussions
   ______ table games ______ dramatics ______ rhythms and singing
   ______ active games ______ carnivals ______ dancing
   ______ music appreciation ______ fishing ______ other (please list)
   ______ music participation ______ hiking ______ bazaars
   ______ spectator sports ______ swimming
   ______ picnicking
   ______ nature activities
37. What types of facilities are offered for use by the mentally retarded?
   - playgrounds
   - swimming pools
   - parks
   - community recreation center

38. What type of facilities are offered by your department for use by the emotionally disturbed?
   - playgrounds
   - swimming pools
   - parks
   - community recreation center

39. What types of facilities are offered by your department for use by the physically handicapped group?
   - playgrounds
   - swimming pools
   - parks
   - community recreation center

40. What type of facilities are offered by your department for use by the senior citizens?
   - swimming pool
   - parks
   - community recreation center

41. Is it the responsibility of your agency to provide recreation services to the handicapped? yes no

42. Is additional information and/or assistance needed before involving the handicapped in your recreation program? yes no

43. What types of additional information and/or assistance do you feel you need?
   - additional staff
   - specially trained staff
   - in-service training for staff
   - special knowledge about handicaps
   - additional transportation
   - special transportation
   - additional finances
   - additional facilities
   - adaptation to present facilities
   - special knowledge about activities suitable for handicapped
   - others (please list)

44. If you would like a copy of the results of this study, please check here.
APPENDIX B

INTERVIEW QUESTIONS FOR RESEARCH STUDY CONCERNING RECREATION PROGRAMS FOR THE HANDICAPPED AND/OR SENIOR CITIZENS IN MUNICIPAL RECREATION DEPARTMENTS IN THE STATE OF TEXAS

A. MATERIALS REQUESTED

1. Can I obtain the following material:
   a. organization chart of your city
   b. organization chart of recreation department
   c. annual report of your city
   d. annual report of recreation department
   e. schedule of activities offered by your department
   f. job descriptions of positions involved in the special recreation program
   g. material from the Chamber of Commerce describing what the community has to offer.

B. QUESTIONS RELATING TO THE COMMUNITY

The following information will be utilized to provide a general description of the community in which your department is located. Realizing some of the information may be unattainable, a general description, based on your knowledge, will suffice. If you know of how I may obtain specific facts or further knowledge I would appreciate knowing this.

1. Name of city
2. Population of city
3. Composition of citizen population
   a. races
   b. socio-economic levels
   c. educational level
   d. occupations of citizens
4. Geographical location of city (what is unusual about the area)
5. Form of city government
6. What are the recreational or leisure resources, opportunities and activities available to citizens other than those provided by the municipal recreation department
7. Is there a Council of Social Agencies in your community?
C. QUESTIONS RELATING TO RECREATION DEPARTMENT

These questions are intended to provide the necessary background and descriptive information that will indicate the philosophy of the department as it relates to recreation programs for the special groups.

Size, Scope, and Strengths and Weaknesses of the Recreation Program.

1. Where in the city organizational pattern is the recreation department?
2. Is your department a parks and recreation department?
3. Does your city have a recreation or park board? (appointed or elected?)
4. Size, in terms of staff, of recreation department:
   a. professional—regular & summer
   b. clerical
   c. maintenance
5. Background and training of professional recreation staff
6. Budget for Parks and Recreation Department
   a. for recreation
   b. total
7. What is the tax rate for your city? what share of tax is for recreation?
   a. other sources of income
   b. any special funds or grants
8. Number of volunteers in the recreation program
9. What is the extent of indoor and outdoor recreation facilities?
10. What is the number of participants in the recreation program?
11. Is there any one socio-economic class that participates more than any other class in the program? Why?
    a. any class participating less?
12. What age group participates most and least in the recreation program? Why?
13. What do you consider the strong points and weak points in the total recreation program?

D. QUESTIONS RELATING TO THE SPECIAL RECREATION PROGRAM FOR THE HANDICAPPED AND/OR THE SENIOR CITIZENS

The following questions are intended to clarify your department's role in providing services to special groups, the philosophy of your department toward the special groups, the present involvement of your department in providing such services, and the specific problems your department encountered in developing and/or conducting the recreation program. It is also very important to know
how you resolved your problems and what factors you consider relevant to your success (and/or failure) in the recreation programs for the special groups.

1. What special groups does your department serve?
2. What is the philosophy of your department concerning programs for the handicapped or senior citizens?
   a. Where is the recreation program in the organizational pattern of the total recreation program?
3. What are the major goals or objectives of the recreation program for the special groups?
4. When (in what year) did the recreation program begin for each group?
   a. How did it begin?
   b. Who provided the initial impetus?
   c. Problems:
      (1) In developing interest
      (2) In gaining moral and financial support
      (3) Did you experience other problems in the above area relating to beginning the recreation program?
      (4) Can you give a specific example?
      (5) How did you overcome the problems?
      (6) Any suggestions to avoid these problems?
5. Communications and Public Relations (in the beginning and now).
   a. With the public.
   b. With parents and family.
   c. With city administration.
   d. Problems:
      (1) Did you experience any problems in the above area relating to communications and public relations?
      (2) Can you give some specific examples?
      (3) How did you overcome these problems?
      (4) Any suggestions for avoiding these problems?
6. Who is in charge of the recreation program for the special groups? (supervises or directs?)
   a. What is the person's background and training?
   b. Can you provide a job description?
   c. Is your department providing direct paid leadership? What is this person's background and training? Can you provide a job description?
   d. Any problem in finding and developing qualified leadership? Is there any in-service training?
   e. Problems:
      (1) What other problems did you encounter in relation to leadership and supervision?
      (2) Can you give some specific examples?
(3) How did you overcome these difficulties?
(4) Any suggestions to avoid these problems?

7. Does your department cooperate with any other agency, or college or university, in the recreation program for the special groups?
   a. How did this cooperation develop?
   b. Problems:
      (1) What problems did you encounter in relation to cooperating with other agencies?
      (2) Can you give some specific examples?
      (3) How did you overcome these difficulties?
      (4) Any suggestions for avoiding these problems?

8. How is the recreation program for the special groups financed?
   a. Is there any funds allocated as a separate budget?
   b. Does your department receive any government or private grant financing?
   c. Registration fee.
   d. Fees and charges.
   e. Problems:
      (1) What other problems did you encounter in relation to financing the recreation program for the special groups?
      (2) Can you provide specific examples?
      (3) How did you overcome these difficulties?
      (4) Any suggestions to avoid these problems?

9. How does your department locate the participants for the recreation program for the special groups?
   a. Does your department attempt to "recruit" more participants for the program or does the cooperating agency do this?
   b. Does your department solicit other agencies, physicians, special education, parents and family, or other possible sources for more participants?
   c. How are the participants grouped, or included in the program?
   d. How many participants in the program in each of the special groups.
   e. Problems:
      (1) What other problems did you encounter in relation to locating and involving participants?
      (2) Can you provide specific examples?
      (3) How did you overcome these difficulties?
      (4) Any suggestions for avoiding these problems.
10. Who provides, or arranges, for transportation?
   a. Determining who was to provide transportation.
   b. Securing vehicles; from where; how; fee.
   c. Liability coverage.
   d. Any unusual arrangements made for transportation?
   e. Problems:
      (1) What other problems did you encounter in relation to transportation?
      (2) Can you provide specific examples?
      (3) How did you overcome these problems?
      (4) Any suggestions for avoiding these problems?

11. What is the extent of use of municipal recreation facilities for the recreation program for the special groups?
   a. Which facilities are used?
   b. Any facilities used other than municipal recreation facilities?
   c. How, and by whom, are they scheduled?
   d. Any architectural barriers?
   e. Problems:
      (1) What other problems did you encounter in relation to the use of facilities?
      (2) Can you provide specific examples?
      (3) How did you overcome these difficulties?
      (4) Any suggestions for avoiding these problems?

12. How does your department determine which activities to offer the handicapped and/or senior citizens?
   a. What role does cooperating play in these decisions?
   b. Any outside consultation in this area?
   c. What is the basis for offering activities?
   d. Scheduling recreation activities as part of regular program, or are they last to be scheduled?
   e. Problems:
      (1) What other problems did you encounter in relation to offering activities?
      (2) Can you provide specific examples?
      (3) How did you overcome these difficulties?
      (4) Any suggestions for avoiding these problems?

13. Liability coverage, medical clearance and physical examinations as part of recreation program for the special groups.
   a. Does your department require these?
   b. Does the cooperating agency require or provide these?
   c. Problems:
      (1) What problems have you encountered in relation to liability, medical clearance, or physical examination?
      (2) Can you provide specific examples?
(3) How did you overcome these difficulties?
(4) Any suggestions for avoiding these problems?

14. What do you believe are the MOST and LEAST effective activities in the recreation program for the special groups?

15. To what factors do you attribute the success of your department’s recreation program?

16. What factors do you consider most detrimental to the development or conduct of your department’s recreation program?

17. If you could start the recreation program over again, what would you do differently? Why?

18. Can you think of any other problems that you have encountered that we have not talked about?

19. What advice would you give to someone who was attempting to establish such a program.
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