

Set of copy  
Title

TITLE: Preliminary reconnaissance into materials available on outdoor recreational facilities, needs, plans, and programs in the greater New York City region; and (2) possible areas of ~~XXXX~~ research of interest to the National Outdoor Recreational Resources Review Commission.

(The following is part (2) of the above title.)

Summary

refs

Given the stated orientation of NORRRC, the following general types of investigations could be carried out in the greater New York City region at a relatively moderate cost, and would appear to be functional in assisting the Commission to accomplish its goals. It must be borne in mind that these suggestions are heuristic rather than definitive. The design of a study or studies in any particular area is not within the scope of the subject presentation; however, many of the methodological problems involved should become apparent from the various hypotheses in the body of this survey. The proposed research areas include: ~~the~~ a) The determination of outdoor recreational policy in the New York Metropolitan Area; b) The limits of "need" and "want" data in outdoor recreation planning by government and non-government agencies; c) Race relations in outdoor recreation; d) The relation of outdoor recreation to Civil Defense; e) The relation of outdoor recreation to youth programs; f) The relation of the transportation business to outdoor recreation; and g) The problem of ethical analysis in outdoor recreation policy. Each of these will be discussed in turn.

Subsequent to this discussion, a specific project will be presented for the Commission's consideration. The subject of this project is an analytic design for for an experimental camping station which would maximize the use of outdoor resources for recreation, education, therapy, leader training, and the like by applying known methods of physical and social sciences, and by employing social invention.

OUT

1. THE DETERMINATION OF OUTDOOR RECREATIONAL POLICY IN THE NEW YORK METROPOLITAN AREA.

The two key problems here are 1) Who makes decisions concerning outdoor recreation; and 2) On what basis are such decisions made? These two questions can be subdivided into government and non-government groupings. The government groups should be further subdivided into Federal, State, and Local. Private groups can be classified into non-profit and profit organizations.

Considering the second question first, the basis for decision making by government groups would appear to be ~~at~~ the legitimate authority of governments to make decisions. However, the complexity of this problem is pointed out by the title which Robert C. Wood has given to a study of this area now in progress, called 1400 governments. Not only are Federal, State, and Local governments involved, but the existence of a tri-state grouping consisting of parts of New York, New Jersey, and Connecticut further complicates the ~~problem~~ issue.

The question of alternative use, or what is sometimes called "opportunity costs" by economists, must also be considered. Local or State governing bodies might regard an outdoor resource as serving one function, while the larger scope of a Federal agency would conceive of the use of the same resource in another context. Legal problems concerning jurisdiction might well appear here.

There is little doubt that conflicts arise between government and non-government groups. While the latter may have little <sup>formal</sup> ~~xxxx~~ power to make and enforce decisions, their informal power may be considerable. Such organizations as the Regional Plan Association, and more local groups as Businessmen's organizations, Chambers of Commerce, Citizens Union, Voters Leagues, etc., in the non-profit category, and recreational and other entrepreneurs individually and through their peak associations almost certainly have much to say in decision making.

How do these various groups enter into the decision making process? The Federal government has the Federal Highway Program, watershed provisions, housing agencies and underwriting institutions, U.S. Army Engineers, and several other agencies which have much to say in land use. Indeed, the establishing of the Commission indicates the Federal government's awareness of the crucial nature of the problem. The role of the State government is more obvious. It is concerned with nearly all areas of development, whether industrial, recreational, educational, or whatever. How much influence it exerts on the decision making process when it comes into conflict with either Federal or Local interests is more debatable, Similar considerations apply to local groups.

Going back now to the first question, the "who" of decision making is an integral part of the investigation. Agencies are staffed with people, and the formal definition of statuses and roles is often of little use in understanding how decisions are in fact made. The work of Floyd Hunter in Atlanta gives indications of the importance of the informal vs the formal component in decision making. Who are the government leaders who make decisions? How much influence does an individual like Robert Moses possess? What are the relationships between government and non-government leaders? What are the channels of communication among them, formal and informal? What coordinating facilities are available to them, and what new coordinating methods should be set up? The number of fruitful hypotheses in this area <sup>is</sup> ~~are~~ nearly unlimited.

The problem of coordination is a serious one. An enumeration of most of the coordinating bodies active in the greater New York area has been made by the Regional Plan Association. These range from the Metropolitan Regional Council through the large number of

of study commissions which at one time or another have had varying degrees of influence upon decision makers. In spite of the relatively large number of such coordinating organizations, the Regional Plan Association concluded that "The Tri-State Metropolitan Area's greatest need today is better coordination of the activities and policies of its many governmental and non-governmental action agencies". The consequences to recreational planning of this coordination or lack of it should be obvious.

In summary, an understanding of the decision making process both in terms of agencies and individuals, government and non-government seems to be an absolutely necessary tool for the implementation of the Commission's goals. Without such understanding, the Commission risks either the proposal of policies which have little probability of being effected, or the incurring of the active hostility of decision makers who have not been considered in the drawing up of programs for specific areas.

THE LIMITS OF "NEED" AND "WANT" DATA IN OUTDOOR RECREATION PLANNING BY GOVERNMENT AND NON-GOVERNMENT AGENCIES.

What is the importance of outdoor recreation in the lives of residents of the New York Metropolitan area? Intimately connected with this question is the ascertaining of the extent of the felt wants of the inhabitants of the area concerning outdoor recreation. While it is true that the problem is ubiquitous, the highly urbanized and rapidly changing culture of the New York area intensifies the problem.

It is difficult to discover any logical basis for present and future recreational planning unless some attempt is made to answer the question of needs and wants. Using the economic ~~market~~ analogy of the market mechanism based upon supply and demand factors, plans for supply must be related to anticipated demands. The economic concept of random wants will not serve here; there is rather a demand for specific types and quality of recreational resources.

Surveys of the use of established recreational facilities are useful only at a discount. They tell something of the form and possibly the location of needed recreation, but reflect only the needs of present users, and are biased toward the types of existing facilities. Further, the usual type of survey research where people are asked simply what types of recreational facilities they would prefer often yields obvious and somewhat utopian information. In general, people want more of everything in our upward mobility oriented ~~x~~ urban society.

More to the point would be the attempt to discover what people would actually use if it were available. One approach to the <sup>problem</sup> ~~point~~ has been through diaries or reports of actual behavior. If such diaries would report the number of times people have thought of going someplace for outdoor recreation and decided against it, they would be even more useful. Ideally this would include reasons for the decision. Once more, diaries are biased toward existing facilities.

Depth interviews of a cross-section of New York inhabitants might be meaningful in eliciting information regarding general frustrations in desires for outdoor recreation. Several existing scaling methods could be considered for establishing a rank order of priorities for leisure time activities. Some effort could be made to ascertain psychological needs which might be satisfied by outdoor recreation. The help of competent psychological, psychiatric, and sociological personnel could be solicited.

A related question is the determination of the motives and stimuli which affect the felt need for outdoor recreation. For example, while it might be true that the knowledge of reachable facilities increases the desire for recreation, the discouraging factor of the anticipated crowding of such facilities might be sufficient to prevent their use. A model using availability and access as the key variables might be constructed.

Marion Clawson gives a series of hypotheses which might be tested on a more basic level. What are the effects of such factors as population composition, per capita income, reduction of working hours, increased travel, family composition, and the like, upon the felt needs and use of recreational facilities? More particularly, what will the changes of such factors mean to outdoor recreation in the future? What difference would it make if the bread-winner of the family had Monday's free as well as Saturdays and Sundays?

From these considerations emerges the necessity of analyzing types and quality of recreational needs. It may well be that several different types of outdoor recreation will satisfy the same basic needs, and the cost of such recreation could thus be minimized. Are opportunities for active sports necessary rather than the "quiet place to lie down"? Could these be interchanged and satisfy the same needs. The question is to determine the salient prime categories of outdoor recreational needs. Many approaches might be used.

In summary, the importance of the problem is attested by this statement of Stanley Tankel, project manager of the Park, Recreation, and Open Space Project of the Regional Plan Association of New York: "We are plagued by the great lack of evidence of what people want and need". If this question is crucial to recreation in a limited area, a fortiori it becomes a key dimension in a project with the scope of that envisaged by the Commission. The fact that the determination of wants and needs is extremely difficult is shown by the immense proliferation of market research and survey organizations on the American scene. Certainly a large share of the Commission's efforts should be in this area.

## RACE RELATIONS IN OUTDOOR RECREATION

Although most of the public attention to race relations has been directed to the Southern areas of the United States in recent years, the immigration of large numbers of Puerto Ricans coupled with the extensive migration of Negroes from the South to the North has created a considerable race relations problem in the greater New York area. In the field of outdoor recreation the first question to be answered is how much segregation in recreational facilities does in fact exist, and how much of this segregation is voluntary or involuntary?

It may well be that people of certain races stay away from outdoor facilities because they would feel out of place if they used them. In large parks there may be informal lines of demarcation for use by different races. Differential uses of facilities may be a function of their consideration for exclusive use by one race or another. On the other hand, certain racial and ethnic groups may prefer to use one facility rather than another because they enjoy themselves more when they are with their own kind.

Moreover, the leaders of the non-white groups who have middle-class incomes and middle-class wants present a special problem. What provision is made for the satisfaction of the increasing outdoor recreational wants of this relatively elite group? Whether segregation is voluntary or involuntary, if in fact segregation does exist then facilities for recreation would be particularly scarce for this group. It is no more reasonable for non-whites of the upper class to share leisure time with the lower classes than for the whites. Of particular interest here would be an examination of private recreational facilities and a comparison of the types of recreation they offer as against public areas. The recent case of the son of Dr. Bunche is a case in point.

Corollary to the above is the determination of the differences in felt wants between whites and non-whites. If such differences exist, they might reflect the differential availability of resources caused by various types of segregation. Or, there may be cultural differences which account for differential wants. It becomes important that research sampling in this area represent a true cross-section of the population rather than a reflection of middle-class whites. The large and ever growing proportion of Puerto Ricans in the New York area indicates a probability of differential values. What types of recreation would satisfy the wants of this Spanish-speaking population?

Here, the Commission might well use the experience of many government and non-government agencies which have had much experience in race relations problems. New York is particularly rich in this field. Among others might be mentioned the NYC Commission on Intergroup Relations, the State committee Against Discrimination, the Citizens Union, and several settlement houses and youth boards. The Police Athletic League, the Little Leagues, and other<sup>o</sup> such ~~are~~ organizations have had to deal with similar problems at one time or another. Specifically, the Catholic Youth ~~League~~ Organization in 1953 conducted an extensive research project on the recreational needs and wants of Puerto Rican youths in New York City. These and other organizations should be asked to cooperate with the Commission, and their opinions and researches should provide a wealth of material which can be used to implement Commission research and policy, and which at the very least will point up the importance of race relations in outdoor recreation.

#### IV THE RELATION OF OUTDOOR RECREATION TO CIVIL DEFENSE

Among government agencies, the policy of the Civil Defense component of the Office of Defense Mobilization is one of the most difficult to determine. During World War II, the orientation of Civil Defense seemed to be in the direction of mopping-up operations after an attack. Later an evacuation policy for the general population was considered, and at present some form of a shelter program, at least from fallout if not from blast effects, is being discussed. It may be easier, then, to attack this problem of the relationship of outdoor recreational resources to civil defense by asking how civil defense organizations can use such resources and how recreational resource planning and operations can draw upon existing and potential civil defense programs?

In the event of an enemy attack, there is no question that some form of dispersal of the general population will be undertaken. By their very nature, most outdoor recreational resources are located outside high population concentrations and would be ideally suited to receive considerable numbers of people from the cities if such resources were properly designed. A joint study of recreational and civil defense functions in outdoor resources development would be very fruitful. Such a study could be designed in terms of human and material resources of both groups.

In the field of material resources, in the event some form of shelter program is inaugurated multi-purpose shelters could be investigated. Such shelters would serve in peace time for recreational purposes, since they would include most of the facilities essential for survival. Rapid access also would be a factor in their location and construction since in war time they must be reached in a minimum time period. The consequences for easy access for recreational purposes are obvious.

Moreover, auxiliary equipment now owned by civil defense would be very serviceable for recreational purposes. First aid and hospital equipment, water and food testing equipment, fire and rescue material, outdoor cooking and other survival equipment; all have obvious uses for recreational purposes. Much of this equipment would improve with use or at least be immediately available in reception centers when needed.

In the field of personnel, the advantages of a mutual relationship are again considerable. Training of various kinds for civil defense could be carried out in properly constructed recreational areas. Many of the skills essential for civil defense can be applied to recreational leadership and enjoyment. Knowledge of first aid, survival techniques, fire fighting, outdoor cooking, and the like increase both the effectiveness of the civil defense personnel and the pleasure to be derived from outdoor recreation. There is some talk of establishing a permanent cadre of civil defense workers in each state and region. Such a cadre could be enlisted to serve both the goals of civil defense and those of the Commission.

A large amount of data concerning transportation, resources, population, available materiel, food and water, welfare activities, and the like has already been gathered in every State in the Survival Plans recently completed by the former Federal Civil Defense Administration. Such data could be used to assist the Commission in their recreational resources planning. It is strongly urged that the Commission give further consideration to a joint study with OCDM, both from the point of view of the Commission's planning but also considering the considerable saving of research and operational funds which might result from such a study.

## THE RELATION OF OUTDOOR RECREATION TO YOUTH PROGRAMS

The current emphasis on the program of youth activities in general, and the more specific <sup>problem</sup> ~~program~~ of juvenile delinquency especially in the greater New York area, shows the importance of attempting to establish a relationship between outdoor recreational activities and programs designed to minimize the effects of the transition from youth to adulthood.

An examination of the use of existing facilities must ask the question: What is the ratio of therapeutic recreation to normal recreation in the New York region? Is there any appreciable use now being made of day-long facilities in the treatment and prevention of youth problems? Perhaps a taxonomy of types of recreation which could be classed as "therapeutic" should be established. If this is done, then what differences in facilities and resources are required for the two types of recreation? For example, what kinds of transportation facilities must be provided so that existing ~~facilities~~ resources can be fully utilized in therapeutic programs?

The cost factor in youth programs is also a legitimate factor here. What is the relationship of recreational costs to police and other costs of delinquent behavior? Would an increase in money spent for recreational facilities lower the total costs for control of the delinquency problem? A model of optimum costs which would include several variables could be constructed.

Aside from costs, how effective is the use of outdoor recreation in combatting delinquency? The need and want factors become relevant. What values do delinquents hold concerning outdoor recreation? There seems to be general acceptance of the theory that outdoor recreation of several types helps in the treatment of delinquency. The key problems are to assay the situation in the New York region in terms of the extent of need and the relationship between type of activity and therapy.

There is no doubt that the New York Metropolitan Area is desperately in need of methods which will assist in coping with the problem of juvenile delinquency. It is also in need of an expansion of its outdoor recreation facilities in general. Current theory indicates that the use of outdoor recreation, especially in a properly directed atmosphere outside the confines of the city streets, might be effective in the treatment of the problem. Empirical investigations should be made to determine ways of efficiently developing and operating a comprehensive program including the supply of proper and adequate facilities.

## THE RELATIONSHIP OF TRANSPORTATION TO OUTDOOR RECREATION.

Almost as essential as the enumeration and analysis of available outdoor recreational resources is the analysis of transportation or the principal means of access to these resources. The location and layout of recreational facilities depends in large measure on present and anticipated amount and types of vehicles of transportation which will be available. In the scope of the present analysis only the broadest categories of investigation can be indicated.

The usual division of transportation is made in terms of public and private transportation. Several questions might be asked of public transportation in relation to outdoor recreational resources. How much is location dependent upon the present availability of public transportation? How much of present access to facilities ~~is~~ is through public transportation? What are the present policies of managers of public transportation in relation to recreational resources? Are government subsidies necessary for the establishing of more public transportation services? Should such subsidies be confined to rail transportation, or should they include bus, air, and steamship transportation? What has been the past experience of public transportation in relation to recreation? Are new forms of transportation necessary for optimum use of proposed recreational facilities?

Most public transportation organizations have research and development divisions, and much valuable data could probably be secured from them. Given the somewhat parlous state of some of these organizations, they should be very willing to cooperate with the Commission in its research studies. Many private studies have also been made and should be collated under the direction of the Commission.

In the field of private transportation, the recent past seems to indicate that automobiles are the principal means of access to outdoor recreational facilities. Preliminary conversations with railroad and busline executives bear out this contention. If so, then the integration of highway programs with outdoor recreational resources planning becomes essential. In the design of limited access roads, provisions must be made for service to proposed facilities. Large, natural areas should be left undisturbed even at some increased cost to the planned highway construction so as to better serve recreational purposes. The design of recreational facilities should provide for peak loads on access roads. Zoning must be carefully considered; a relatively few industries can deface and render almost useless large areas of desirable recreational resources.

Most States and Municipalities have excellent highway departments which can furnish the Commission with all the necessary facts concerning highways, both existent and planned. The main problem here is designing methods for processing these data. Some form of mechanical or electronic data processing should be used here. With the severe competition now obtaining in the data-processing field, cooperation from one or several of the leading companies should be easy to secure.

Of interest also are the effects of available transportation upon the extent and type of users of various recreational facilities. If transportation means are confined to automobiles, for example, then the type of user is necessarily restricted to those who have automobile transportation. Despite the large number of private cars in the United States, it would be interesting to know what percentage of the people in the greater New York area do not have access to automobile transportation. How can transportation be arranged so

that the underprivileged segments of the population might have greater access.

Moreover, only certain age groups can drive automobiles. This is tied in with problems of delinquency and therapy. The younger age group which cannot drive must necessarily come with older people which usually comprise the family. Thus family relationships are forced into the picture. Often, however, delinquent youths come ~~from~~ from families where familial ties are weakest, and thus access to recreational resources may be denied. What are the alternatives to this apparent impasse in transportation methods? Could public transportation be enlisted in attacking this problem?

There is also a difference in required transportation by areas of residence. Suburbanites can usually reach recreational facilities much easier than can city dwellers. Each district's transportation problems must be analysed before any integrated plan can be proposed. An interarea survey of transportation users might be useful here, especially origin and destination studies. For example, if it were discovered that many users of a recreation facility in Westchester came from a certain area of Long Island, the question of why this was so could be presented. Is use a function of available transportation? Are users of roughly the same socio-economic situation? Is it possible to rechannel the use to provide for more city users by erecting another nearer facility for those now using the Westchester facility?

In summary, problems involving transportation are ubiquitous in recreational planning. This area should ~~constitute~~ constitute a major category in the Commission's plan of research. Fortunately, much data is already available, and the problems of collating these data should be capable of solution.

VII THE PROBLEM OF ETHICAL ANALYSIS IN OUTDOOR RECREATION POLICY

Any determination of the ethical problems involved in the determination of recreational resources policy properly belongs in the province of the Commission itself. Nevertheless, the laying down of such policy must necessarily be preceded by some investigation of the key dimensions involved. Very briefly, the relevant dimensions are 1) Who should provide recreational facilities; 2) For whom should these facilities be provided; 3) Under what conditions should these facilities be set up; and 4) By what means should the implementation of policy be undertaken?

As to who should provide facilities, the overlapping roles of Federal, State, Local, and Private agencies should be studied and delineated. What should be the responsibilities of each category, and how are such responsibilities to be determined?

The question of for whom facilities should be provided is also a vexing one. Should emphasis be placed upon underprivileged groups using the ethic that upper class groups can provide for themselves, or should equal emphasis be given to all citizens? Should youth programs be considered before the aged, or should facilities be set up aiming principally at the head of families who in turn might take care of older and younger segments of the population? Should special ethnic and color groups be aimed at or should this point be disregarded?

What conditions should be the goal for setting up outdoor recreational facilities? To what extent should a facility be developed before opening it to the public? Are minimum necessary conditions for use sufficient or should a completely integrated facility be constructed before access is permitted? Should special types of facilities be emphasized or is a general base desirable? These are some of the questions to be answered.

And finally, what means should be used in recreational development? Should voluntary contributions to programs be solicited or should governments undertake the task through their tax powers?

VIII  
CONCLUSION.

In this reconnaissance of possible areas of research interest to the Commission, several dozen hypotheses have been suggested. Some are more capable of being investigated than others. Some lend themselves to a fairly strict study design which could be carried out within the time and means limitations of the Commission.

The fact that the Center for Social Research of New York University has not accompanied this presentation with specific study proposals incorporating particular ~~areas of~~ ones of the preceding hypotheses and setting up particular methods should not be construed to indicate that the Center has little or no interest in further explorations of any of the given areas. On the contrary, the Center feels that the Commission will determine its own policy and research orientation, and will better be served by such organizations as the Center after the Commission has issued guide lines as to its interests.

The Center would be pleased to receive from the Commission an expression of interest in further research in any one or several of the ~~fields of~~ potential research fields indicated. Upon the receipt of such expression of interest, the Center would then undertake to design a specific study or studies, and present such designs for the Commission's consideration.