DOCTORAL DISSERTATION SERIES
Publication No.: 11,347

AUTHOR: Lynn Smith Rodney, Ph. D., 1955
University of Michigan

TITLE: THE STRUCTURE OF PUBLIC RECREATION IN THE LOS ANGELES AREA: A STUDY OF LOCAL AND REGIONAL ADMINISTRATIVE PATTERNS AND FACILITY DEVELOPMENT

University Microfilms, Ann Arbor, Michigan

THE STRUCTURE OF PUBLIC RECREATION IN THE LOS ANGELES AREA

A Study of Local and Regional Administrative Patterns and Facility Development

by
Lynn S. Rodney

A dissertation submitted in partial fulfillment
of the requirements for the degree of
Doctor of Philosophy in the
University of Michigan
1954

Committee in charge:

Professor Elmer D. Mitchell, Chairman
Doctor Richard J. Donnelly
Associate Professor Samuel J. Eldersveld
Professor Albert Hyma
Professor Howard Y. McClusky

THE STRUCTURE OF PUBLIC RECREATION IN THE LOS ANGELES AREA

A Study of Local and Regional Administrative Patterns and Facility Development

by Lynn S. Rodney

This study is concerned with the origin, development, and present status of administrative practices and facility development for public recreation, both local and regional, in the area comprising Los Angeles County. The study is also concerned with the governmental problems presented by the current regional aspects of public recreation. To answer this basic problem, the study was focused around the following questions:

First, how have historical factors affected the management of public recreation in the Los Angeles area? Has the phenomenal population growth and other social problems associated with this growth influenced the development of administrative patterns for public recreation?

Second, how is public recreation administered and financed in the Los Angeles region? How did types of administrative organization evolve? What types of managing authorities are most common? Has there been an evolving of certain types of administrative patterns which are more effective than others?

Third, what areas and facilities have been provided for recreation purposes by both local and regional authorities? How does recreation acreage compare with acceptable standards elsewhere?

Fourth, what regional recreation problems have developed? How

may a regional park and recreation service be developed without interfering with local governmental autonomy? How should a county or regional park and recreation system be administered and financed?

In presenting the data, this work is divided into four parts, each representing a phase in the study of public recreation in the Los Angeles area. Parts I, II, and III present information on the administrative structure and facility development of both local and regional recreation systems in the metropolitan region. This data portrays a comprehensive picture of public recreation in its various relationships so that one can see the many facets of public recreation as a whole. Part IV gives a summary of conclusions and recommendations showing the role and obligations of public recreation agencies in the Los Angeles region.

Two general conclusions or observations can be drawn from the study. (1) An overview of the structure of public recreation in the many governmental entities within Los Angeles County indicates a lack of planning and coordination with respect to it. Moreover, with the close proximity of recreation agencies to each other, opportunities are existent for cooperative action which could unify present program opportunities and facility development. (2) Municipal or local governments in the Los Angeles region have <u>one</u> sphere of interest in which to give a recreation service. The County or regional authority has a <u>still broader</u> sphere. Although both local and regional recreation agencies serve to a degree the same population, there is at present an overlapping of service by these many governmental authorities, as well as a conflict of responsibilities among them. A proposed solution for solving this

problem is suggested in the following statements: (a) Services essentially regional in character should be administered and financed by the County; services essentially local should be administered and financed by local governmental entities or municipalities. (b) Local recreation services to the populated "fringe areas" of unincorporated County territory should be provided by the County but should be financed by the "fringe areas" benefited. (c) Finally, those local entities or municipalities that now operate and maintain regional parks should give these recreational areas over to the County for operation and maintenance.

These basic recommendations of this study are designed to suggest a plan of action to facilitate the development of an administrative and financial structure for recreation and parks that will harmonize with the purposes of both municipal (or local) and County (or regional) recreation agencies.

ACKNOWLEDGEMENTS

The writer wishes to express his appreciation to his entire committee for the assistance and guidance given to him in the development of this study. The writer is especially indebted to Professor Elmer D. Mitchell, the Chairman of the committee, who helped in planning the scope of the study and assisted materially with organization and clarification of content.

It is impossible to acknowledge individually the cooperation and assistance of the many recreation executives and public officials in the Los Angeles region who gave generously of their time in making this study possible. Grateful acknowledgement is made to all of these people who contributed their time in sharing their experiences with the writer. Special thanks are extended to John Leach of the Chief Administrative Office for Los Angeles County who made valuable constructive criticism of the manuscript; to B. Paul Gruendyke, Superintendent, Los Angeles County Department of Parks and Recreation, who assisted with organization of content and cooperated in the supplying of data; to George Hjelte, Manager, Department of Recreation and Parks, City of Los Angeles, who gave valuable counsel and made available data from his Department; and to Henry Waltz, Executive Secretary of the Los Angeles Metropolitan Recreation and Youth Services Council, whose guidance and assistance on various phases of this research was particularly helpful. Moreover, the writer has had the invaluable advice of the National Recreation Association, and all principles, conclusions, and recommendations have been reviewed by this agency.

L.S.R.

TABLE OF CONTENTS

		Page
ACKNOWLEDGMENTS		ii
LIST OF TABLES		v
LIST OF ILLUSTRATIONS		ix
Chapter		
I.	INTRODUCTION	1
	PART I	
	BACKGROUND FOR RECREATION PLANNING	
II.	CHARACTERISTICS OF LOS ANGELES COUNTY	9
III.	GROWTH PATTERNS IN THE LOS ANGELES AREA	16
IV.	EARLY RECREATION HISTORY	51
V.	THE USE OF SCHOOLS FOR PUBLIC RECREATION	64
	PART II	
	LOCAL RECREATION: ITS ADMINISTRATION AND FACILITY STRUCTURE	
VI.	LOCAL ORGANIZATION AND ADMINISTRATION	77
VII.	FINANCING LOCAL RECREATION	95
VII.	COORDINATION, COOPERATION, AND GOVERNMENTAL INTER-RELATIONSHIPS	109
IX.	RECREATION PLANNING IN LOCAL AREAS AND NEIGHBORHOODS	122
X.	MUNICIPAL RECREATION AREAS--STANDARDS AND TYPES	130
XI.	EFFECT OF RECREATION AREAS UPON LAND VALUES	155

Chapter Page

PART III

REGIONAL AND COUNTY RECREATION: ITS DEVELOPMENT EXTENT, AND SIGNIFICANCE

XII. COUNTY PARK DEVELOPMENT 162

XIII. ADMINISTRATION: COUNTY PARKS AND RECREATION . . . 177

XIV. FINANCE: COUNTY PARKS AND RECREATION. 201

XV. LEGISLATION 236

XVI. PLANNING FOR REGIONAL PARKS BY COUNTY GOVERNMENT. 272

PART IV

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

XVII. A SUMMARY OF SOME MAJOR FACTORS RELATED TO COMMUNITY RECREATION ORGANIZATION AND ADMINISTRATION 288

XVIII. RECOMMENDATIONS FOR THE ADMINISTRATION AND FINANCING OF COUNTY PARKS AND RECREATION. 296

XIX. RECOMMENDATIONS FOR COUNTY AND REGIONAL PARK AND RECREATION AREAS AND FACILITIES 317

XX. A PLAN OF ACTION FOR THE COUNTY 342

XXI. REGIONAL COORDINATION 345

XXII. SUMMARY OF FINDINGS 349

BIBLIOGRAPHY 360

LIST OF TABLES

Table		Page
1.	Population Growth of City of Los Angeles Since 1910 . .	18
2.	Comparison of Population Growth of Southern California Counties	20
3.	Population Growth in Los Angeles County With Comparisons	21
4.	Population Growth of Incorporated Cities in Los Angeles County	22
5.	Population Growth of Urban Areas in Los Angeles County Showing Percentages of Increase, Age, and Income Data.	26
6.	Birth and Death in Los Angeles County, 1943-1952 . . .	28
7.	Population by Age Groups for Forty-five Incorporated Cities of Los Angeles County, 1950	34
8.	Juvenile Court Filings, January 1 to December 31, 1953	40
9.	Comparison of Population Age 65 Years and Over, United States, California, Los Angeles County	41
10.	Cities Having 10 Percent or More of Population Aged 65 Years or Over With Median Age, Los Angeles County .	42
11.	Number and Percentage of Mexicans in Los Angeles County, 1950	44
12.	Areas in Los Angeles County Having Concentration of 10 Percent or More of Population Consisting of Mexican Minorities, 1950	44
13.	Number and Percentage of Negroes of Total Population, Los Angeles County, 1900-1950.	45
14.	Areas in Los Angeles County Having Concentration of 10 Percent or More of Population Consisting of Negro Minorities, 1950	46

Table		Page
15.	Areas in Los Angeles County Having Concentration of 20 Percent or More of Population Consisting of Minorities, 1950	48
16.	Periods of Incorporation for Cities in Los Angeles County	60
17.	Comparison of Managing Authorities for Municipal Recreation Service	79
18.	Recreation Departments in Los Angeles County	80
19.	Park and Recreation Departments in Los Angeles County	82
20.	Source of Funds for Public Recreation Agencies Providing Year-round Service	96
21.	Source of Funds For Local Park and Recreation Services	99
22.	Current Operating Budgets for Public Recreation and Parks Showing Per Capita Expenditures in Forty-five Cities of Los Angeles County, 1953-54	101
23.	Park and Recreation Costs Shown as Percentages of City Budget--Incorporated Cities	104
24.	Percentage Relationships Between Population and Assessed Valuation, 1951-52	107
25.	Park Acreage For Communities Under 8,000 Population.	135
26.	Standards For Active and Passive Use of Total Recreation Acreage.	136
27.	Minimum Standards For Public Recreation Areas As Used By City of Los Angeles, California.	138
28.	Recommended Playground Acreage By Neighborhood Population.	140
29.	Recommended Standards For A Neighborhood Playground	141
30.	Recommended Standards For A Neighborhood Park	143
31.	Recommended Standards For A Playfield.	144
32.	Park Sizes and Acreage in Incorporated Cities of Los Angeles County.	148

Table | Page

33. Present Park Acreage and Future Park Needs of Cities in Los Angeles County 150

34. Major Recreation Facilities in Incorporated Cities of Los Angeles County 152

35. County Parks Acquired Before 1920. 164

36. Number and Acreage of County Parks, 1930-1950. 165

37. Periods of Acquisition of Parks and Recreation Areas in Los Angeles County. 174

38. Acquisition of Parks and Recreation Areas by Los Angeles County 174

39. Type of Managing Authority For County and Regional Parks and Recreation 179

40. A Comparison of County and Regional Park Expenditures From Regular Funds, 1930, 1940, 1950, by Type of Expenditures 203

41. Capital Expenditures For Parks and Recreation--1943-1953 204

42. Los Angeles County Park and Recreation Expenditures, 1944-1953. 209

43. Park and Recreation Expenditures, 1952-53, Los Angeles County 212

44. Statement of Expenditures Showing Related and Non-related Operations for Parks and Recreation Department, 1952-53, Los Angeles County. 213

45. Park and Recreation Expenditures Per Acre Operated, 1944-53, Los Angeles County. 215

46. Expenditures At Los Angeles County Parks, 1952-53. . . 216

47. Funds Received From Fees and Charges, 1952-1953, Parks and Recreation Department, Los Angeles County. . 221

48. Recapitulation of Financial Assistance to Local Recreation Agencies, 1947-1954, by Los Angeles County. 232

Table		Page
49.	Summary of Legislative Provisions For Establishing and Operating Recreation, Park, and Parkway; and Park, Recreation, and Parkway Districts.	241
50.	Summary of Legislative Provisions For Establishing and Operating A County Service Area, A County Recreation District, and A Community Service District.	250
51.	Summary of Legislative Provisions for Establishing and Operating a Regional Park District and a Regional Shoreline Park and Recreation District.	258
52.	A Comparison of Types of Managing Authorities With Quality of Recreation Service in Los Angeles County .	293
53.	Proposed Capital and Current Operation Costs For Local Los Angeles County Parks.	312
54.	Tax Rate To Provide Funds For Improvement and Operation of Local Parks.	315
55.	A Summary of Developmental and Operational Costs For Local Parks in Los Angeles County	315
56.	Regional Park Acreage in Metropolitan Los Angeles Under Federal, State, County, and City Auspices . . .	321
57.	Regional Parks and Facilities Owned or Leased By Los Angeles County.	322
58.	Park Areas of 100 Acres or More in Incorporated Cities of Los Angeles County.	323
59.	Recapitulation of Local and Regional Park Acreage in Los Angeles County By Governing Authority.	324
60.	Local Park Areas Owned or Operated by Los Angeles County.	327

LIST OF ILLUSTRATIONS

Figure		Page
1.	Population Increase, 1950 over 1940.	24
2.	Population in Los Angeles County, 1900-1960. .	25
3.	Metropolitan Los Angeles Population by Age Groups--1950.	36
4.	Current Expenditures For Parks and Recreation, 1952-1953, Los Angeles County	210

CHAPTER I

INTRODUCTION

The County of Los Angeles has grown until today it is the most populous county in the United States. This concentration of population has resulted in the cities of Los Angeles County becoming inextricably enmeshed in a complex pattern of relationships resulting from the creation of a large number of separate and independent taxing jurisdictions. Each of these governmental entities is concerned with providing recreational opportunities and facilities for public recreation. Therefore, fifty-three separate and independent public recreation (and park) agencies have mushroomed throughout the Los Angeles metropolitan area, and although the interchange and interdependence of people within the region call for some unity of interest in public provision for recreation, there is no coordination of recreational management or planning. Consequently, the overlapping and complexity of the many governmental authorities concerned with public recreation and parks points to a need for better understanding of how and why these historical divisions and institutional separations persist for public recreation, as well as how patterns for administrative and financial harmony might develop.

Statement of the Problem

This study is concerned with the origin, development, and present status of administrative practices and facility development for public recreation in the area comprising Los Angeles County. Moreover, an attempt is also made to explore the regional aspects of public recreation

and determine its regional park and recreation needs.

It is apparent that a study of the structure of public recreation in the Los Angeles area involves more than a single problem and cannot be defined in a sentence. What then are some of the problems which appear to be most significant?

First, how have historical factors affected the management of public recreation in the Los Angeles area? Has the phenomenal population growth and other social problems associated with this growth influenced the development of administrative patterns for public recreation?

Second, how is public recreation administered and financed in the Los Angeles region? How did types of administrative organization evolve? What types of managing authorities are most common? Have certain types of administrative patterns evolved which are more effective than others?

Third, what areas and facilities have been provided for recreation purposes by both local and regional authorities? How does recreation acreage in the cities and the County of Los Angeles compare with acceptable standards elsewhere?

Fourth, what regional recreation problems have developed? How may a regional park and recreation service be developed without interfering with local governmental autonomy? How should a county or regional park and recreation system be administered and financed?

This study attempts to answer these particular questions to the extent that the accumulation of history, personal experience, and contemporary knowledge provide the solution. It presents a great deal of information about public recreation (and park) agency operation in the Los Angeles area. One of the chief purposes of this study is to present this information in such a way that it will give a comprehensive picture

of public recreation in a highly complex metropolitan region -- that is, to show the many facets and problems of recreation (and park) organization and facility development in their various relationships, so that the metropolitan region can be viewed as a whole. Moreover, this study describes the unique characteristics of the Los Angeles region and contains an evaluation of present administrative practices as well as facility development for public recreation within the County. It compares these practices with that of other cities, counties, or regions of similar status, and it makes recommendations as to ways and means by which governmental integration and coordination for public recreation may be developed on a regional basis.

Possible Application of the Study

This study deals with current contemporary recreation (and park) problems, the solution of which may have relevance to metropolitan areas in other parts of the country. A recent report of the Chicago Recreation Commission pointed out special regional problems associated with recreation and park planning in a metropolitan region.[1] The National Recreation Association has also been vitally concerned with recreation problems arising from rapid population growth in metropolitan areas, wherein people in the growing "fringe areas" of unincorporated county territory demand a neighborhood or community type park and recreation service from county authorities in addition to the regional park service already provided.

City and County authorities in the Los Angeles area have been cognizant of the above mentioned problems and the need for a study which

---

[1]Chicago Recreation Commission, Principles for Chicago's Comprehensive Recreation Plan (Chicago: Chicago Recreation Commission, 1954), pp. 31-38.

would focus attention upon local and regional recreation and park practices and resources existing in all taxing entities within the County. Moreover, the Board of Supervisors of Los Angeles County has been interested in facility development and administrative and financial plans and procedures for carrying out an enlarged recreation program. From their standpoint, an immediate solution is needed for two main problem areas: (1) the creation of an overall plan of acquisition and development of existing and proposed parks and recreational facilities within the entire County of Los Angeles--both in incorporated and unincorporated areas; (2) the establishment of a policy for administering and financing local as separate from regional parks; that is, a policy whereby local parks or recreational facilities designed for neighborhood or community use are financed by the unincorporated area or city benefited, and regional parks serving entire sections of the metropolitan area are financed by the general county tax fund which is supported by all citizens within the County of Los Angeles. Therefore, a solution requires that standards for and definitions of local and regional park and recreation facilities be stated, administrative and finance practices be appraised, and sites for new areas and facilities be determined.

Limitations of This Study

The purposes of this study set certain limitations which should be indicated at the outset. First, the discussion is limited to aspects of administrative practices and facility development. Other phases of public recreation, including program, personnel, and staff relationships are not considered here although these aspects are germane to the problem under consideration.

A second limitation is found in the purported use of the report--to serve as a comprehensive guide to specialists in recreation, education, physical education, and city and county authorities concerning present recreation and park practices and future development. To include a detailed discussion of each major facet or area of public recreation in Los Angeles County is not the intent of this study. Any one topic might be an area for exhaustive and specialized study. The extent of treatment will vary from topic to topic, in terms of relative importance. Thus, a process of selection of material is required and the basis for the selection is established by the purpose of this study. Choices must be made and interpretations are involved. In the final analysis the material used has been determined by the judgment of the writer.

Third, consideration is given only to those practices of tax-supported agencies for recreation, which precludes public libraries, private agencies, adult education, or extra-curricular activities of the public schools. Furthermore, the study is limited to provision for recreation and parks within the boundaries of Los Angeles County and the term, "metropolitan area," or "region," as used, designates only this county territory unless specifically stated otherwise.

Methodology

Most of the material used in this study came from primary sources which include questionnaires, visits to areas, observations, and personal interviews in the cities of the county; correspondence with officials, attendance at recreation meetings, study of recreation reports, and analysis of official proceedings. Evaluation and study was also made of legal codes, maps, real estate records, census reports, newspaper files, city and county plans, surveys, and the like. The records and files of

the Los Angeles County Department of Parks and Recreation and the Pacific Southwest Regional Office of the National Recreation Association also yielded valuable unpublished material on Los Angeles Communities as well as various regional data.

A wealth of secondary material was also available, the titles of which are appended in the selected bibliography.

The usual criticisms directed at the questionnaire method of investigation apply here. However, personal conferences and follow-up were made as a supplement to the questionnaire and the data has been checked and re-checked to eliminate errors in compilations.

The results of this study and investigations which are presented in the following chapters are divided into four major parts: (1) Background For Recreation Planning; (2) Local Recreation, Its Administration and Facility Structure; (3) Regional and County Recreation, Its Development, Extent, and Significance; and (4) Summary of Conclusions and Recommendations. This procedure was followed to make possible a division of the study between local considerations which are of concern to each city in the county, and county or regional aspects which are of current concern to the governing authorities of Los Angeles County. However, there is no hard and fast division between these two; both are inter-related and should be considered together as a unit. Moreover, the writer purposely gave descriptive and factual data in Chapters I - XVI, on the structure of public recreation in the Los Angeles region. Thus, the greater portion of this study presents a description of conditions relating to recreation development and organization as well as the facility structure of public recreation within the boundaries of Los Angeles County. In Chapter XVII, the writer moved beyond description to present some con-

clusions concerning the results or effects of the various types of administrative organizational patterns. This in turn is followed by Chapters XVIII, XIX, and XX, wherein is presented a summary of recommendations relating to county or regional park and recreation operations. Finally, in Chapter XXI, general conclusions are presented.

PART I

BACKGROUND FOR RECREATION PLANNING

Public recreation plays an important role in the life of a metropolitan community, and the background which determines the form of recreation development is of great value in planning for the future. Part I of this study will discuss in order the following topics that provide the background material necessary for future recreation planning:

(1) Geographical, topographical, social, and economic characteristics of the Los Angeles region and their influence upon the physical development of recreation areas and facilities.

(2) Population distribution and growth, the social structure of cities and urban areas, and their implication for all phases of community recreation.

(3) Early history of recreation in the Los Angeles area and the historical development of administrative organization for public recreation in Los Angeles County.

(4) The role of the schools in the development of public recreation in Los Angeles County.

CHAPTER II

CHARACTERISTICS OF LOS ANGELES COUNTY

Every metropolitan region is unique and has an individual character. Usually such an area is measured only by its number of people, and yet, as large communities grow in population, they also grow in land area. Therefore, geography becomes important as it not only affects the physical form of the metropolitan community, but it also helps determine economic, social, and political patterns.

Many of the phenomena which characterize metropolitan Los Angeles are apparent. These phenomena may be grouped under four headings: (1) physical characteristics, (2) economic characteristics, (3) social characteristics, and (4) political characteristics.

Physical Characteristics

Los Angeles County, which consists of 4,083 square miles, borders on Kern County on the north, San Bernardino County on the east, Ventura County on the west, and Orange County and the coastline on the south. This huge area is the third largest county in land size in America as well as being its most populous county.[1]

Elevations within the County range from sea level to snow-capped mountains. The coastline, the valleys, and the mountain ranges give the area its form, and this topography has influenced population movement and growth. While the County extends about seventy-five miles north and south, and seventy miles east and west, only about one-half

---

[1] Los Angeles Times, January 27, 1954.

of this area is densely populated, and people have tended to concentrate in four regions "extending over approximately two thousand square miles--the coastal plain of 539 square miles, or 13.6 percent of the area, containing eighty percent of the population; the San Gabriel Valley with 278 square miles, or seven percent of the area; the San Fernando Valley with 258 square miles, or 6.7 percent of the area; and the Antelope Valley with 1,002 square miles, or 25.3 percent of the area. Remaining are the two islands, Santa Catalina and San Clementa, and the lightly populated, mountainous portion of the county."[1]

The city of Los Angeles, which is the country's largest municipality in land area, covers 453.9 square miles and extends forty-four miles in a north-south direction and twenty-five miles from east to west. This city is larger in both size and population than the total of the other forty-four incorporated cities in the county. The next five largest cities in area are Long Beach, 34.9 square miles; Pasadena, 21.2 square miles; Glendale, 20.2 square miles; Burbank, 16.7 square miles; and Pomona, 13.7 square miles.[2]

Important in the development of the county has been its mild and even climate which makes possible throughout the year opportunities for recreation on the beaches, in the nearby mountains and forests, and in the desert. Moreover, this climate and the beauty of the area has made the Los Angeles region a mecca for people fleeing from the rigors of severe climatic conditions in other parts of the country.

---

[1]Edwin A. Cottrell and Helen L. Jones, Metropolitan Los Angeles, Vol.I (Los Angeles: The Haynes Foundation, 1953), p. 47.

[2]Ibid.

Economic Characteristics

The spread and contrast of economic opportunities in the county is great. With pleasure beaches, off-shore islands, mountain ranges, oil fields, factories, orchard and farm lands, harbors, military installations, and radio, movie, and television colonies, the Los Angeles area is a study in contrast and work opportunities. Not only does Los Angeles rank second to Detroit in automobile output, but there are also more different types of cars built in the county than there are in the city of Detroit.[1] Furthermore, truck gardening and fruit production are outstanding, and the county produces more income from agriculture than any other county.[2]

Since 1940, the Los Angeles region has developed into a great industrial area, and it is America's third ranking manufacturing center, with only New York and Chicago outranking it.[3] The story of this mushrooming industrial empire is illustrated as follows:

> Los Angeles, today, ranks first nationally in eight industries; it ranks third or better nationally in twenty-six industries; it ranks fourth nationally in sixteen additional industries; it rates equal with New York for diversification of industries, with local plants turning out an ever-expanding stream of thousands of products for world markets; it has an employment total today of 600,000 workers in its factories; it is the world's biggest producer of airplanes and movies, and it is the nation's canned sea-food "capital."
>
> It has acquired, since 1947, 687 new industries employing 30,000 persons, with 2059 expansions of existing plants during the same period creating an additional 75,000 jobs. . .and it employs 176,000 persons in nearly 6000 local aircraft and aircraft parts plants with a total valuation of $306,950,000.[4]

---

[1] Los Angeles Times, January 9, 1954.

[2] Elisabeth R. Frank, Background For Planning (Los Angeles: Welfare Council of Metropolitan Los Angeles, 1949), p. 6.

[3] John McDowell, Los Angeles Examiner, August 10, 1953.

[4] Ibid.

The location, the large markets and the climate have all contributed to the industrial growth of the Los Angeles area, and industrial leaders point out that they are no longer dependent only on the four basic industries which once characterized Los Angeles--aircraft, oil, oranges, and movies.[1]

Social Characteristics

Another characteristic of the Los Angeles area is the social relationships which exist between people within the region which range from simple social intercourse to complex patterns of social services. In this metropolitan region there exist many different types of people and nationalities, and the distribution of people with their racial and cultural backgrounds, their age composition, and their religious and educational levels have made for social and welfare problems as well as a need for more housing, transportation, and employment. The increasing mobility of the people in the region has made the social geography of the area a pattern of one urban metropolitan community. Growth patterns and population mobility as well as the social problems associated with this rapid growth are explained fully in Chapter III, "Growth Patterns in the Los Angeles Area."

Political Characteristics

As population has grown in all parts of the county, many incorporated communities have arisen as well as a populated "fringe area." Moreover, the region has taken on the appearance of a metropolitan community which has been described as follows:

> A metropolitan area is a densely populated region, predominantly urban in character, which has developed a substantial

---

[1] Ibid.

> degree of unity in its social and economic life. Ordinarily by far the greater part of its population is assembled in an aggregate of distinctly urban communities which are related so closely to one another, geographically as well as economically and socially, that they constitute a complex super-community with a number of distinguishable centers of population.[1]

As the metropolitan region has grown in population, the faster rate of this growth has been at the periphery of each city and in the surrounding suburban areas in the unincorporated portions of the county. This process of decentralization during the last twenty years has continued for a number of reasons--cheaper land values, the availability of freeways and good transportation routes, more desirable residential districts, and lower tax rates. This flight to the suburbs has created complications which have been described as follows:

> This movement of population creates three sets of complications. First, the draining of population from certain large centers leaves blighted residential and business zones. Second, the creation of new satellite cities or rapidly filling, unincorporated areas taxes the ability of the existing governmental machinery and financial resources to meet the demands for necessary services. Third, the mobility of population creates an unstable political element with reduced voting registration and low participation in civic affairs.[2]

As people have moved out into all portions of the county, a distribution map of population gives an appearance of a patchwork quilt, with no sign of municipal boundaries.[3] Thus, with the population in the unincorporated portion of the county growing at a faster rate than the incorporated cities, there have developed a number of large unincorporated communities which are "unofficial cities." The number and growth of these "urban areas" have created problems for both municipal and county authorities as to how "urban type services" are to be pro-

---

[1]Ernest R. Schultz, American City Government--Its Machinery and Processes (New York: Stackpole and Heck, Inc., 1949), p. 179.

[2]Cottrell and Jones, op. cit., p. vi.

[3]Ibid., p. iii.

vided to these areas on an equitable tax basis. All residents think in common terms and demand the same type of governmental services which are available to all people, notwithstanding municipal boundaries.[1] The problems associated with the giving of service to these areas have become known as "fringe area" problems.

Fringe Area Problems

The outgrowth of decentralization and expansion of population into all parts of the county has created what is known as "fringe areas," which are clusters of people who reside in the unincorporated areas of the county. In an earlier period in the county's history these areas became annexed to neighboring cities, or when reaching a certain size they sought incorporation. However, during the past twenty years there has been a trend away from incorporation and away from annexation.[2] This has been due mainly to the lower tax rates which prevail, and the ability of the people in these areas to depend upon the county government for practically all their municipal type services. Today there are seventy unincorporated communities which are identified as urban in nature which receive service from the county and special districts, and eleven of these areas are virtually cities from the standpoint of population and assessed valuation.[3]

This pattern of local government is further complicated as

---

[1] Ibid.

[2] Final Report of the Assembly Interim Committee on Municipal and County Government Covering Fringe Area Problems in the State of California (Sacramento: State Printing Office, March, 1953), p. 7.

[3] Preliminary Report of the Assembly Interim Committee on Municipal and County Government Covering Fringe Area Problems in the County of Los Angeles (Sacramento: State Printing Office, January, 1953), p. 21.

population continues to expand in these urban unincorporated areas. In 1953 the population of the unincorporated area of Los Angeles County totaled 1,092,257, and this figure is greater than the entire population of any other county in California and is greater than that of many of our states.

The unprecedented growth in unincorporated areas and the giving of service by the county to these areas have resulted in a controversy between city and county partisans to the effect that a tax inequity between city and county taxpayers exists. It has been claimed that municipal type services which have been provided to unincorporated areas from general county tax funds have been given largely at the expense of the city taxpayer, and it has been stated that people in the incorporated cities must pay county taxes and also provide their own municipal services at city expense. Thus it is claimed that county residents are given a "free ride" at the expense of the city taxpayers. As a result of this controversy legislation has been passed to equalize this cost. This legislation is fully explained in Chapter XV.

Inequities which have resulted in the support of park and recreation activities as between cities and counties is beginning to clarify, for services which are general in character and are regional in scope are provided through county general fund sources, while services which are essentially local are provided from local sources or through special levies.[1] However, the problem as it relates to parks and recreation is not so complex as are many other problems which need solution in city-county relationships.

---

[1] Ibid., p. 10.

CHAPTER III

GROWTH PATTERNS IN THE LOS ANGELES AREA

The great increase in population in the Los Angeles area has been one of its most outstanding characteristics. This rapid growth and the changing patterns of this growth have brought social, economic, and political problems. Independent cities have grown in size and number within the region until Los Angeles County has taken on the characteristics of an urban metropolitan community, and this growing urbanization has made it difficult for municipal and county services to keep abreast of need for services.

Since the beginning of American influence in 1850, the population of the county has doubled itself each succeeding decade over the one preceding, with the exception of one, until today, Los Angeles County is the most populous county in the nation, surpassing Cook County, Illinois, by approximately sixty thousand.[1]

The implications of this growth are profound, and the effect upon the political and social structure of the county makes for complex problems of urban organization and social adjustments. Therefore, as the cities and unincorporated areas in the county continue to grow, an analysis of population trends, distribution, density, age and sex composition, as well as nationality and racial characteristics, are useful in determining the need for recreation and park facilities and types of program services.

---

[1] Los Angeles Times, January 27, 1954.

Increase In Population

The growth of population in Los Angeles had its beginning in 1781 through a land grant given by the Spanish-appointed Governor of California, Phillipe de Neve, for the purpose of establishing a pueblo. At the time of the founding, the "Pueblo of Los Angeles" consisted of only eleven families of settlers who had been recruited in Mexico; but by the end of the eighteenth century this number had grown to 315. From 1800 to 1810, the population increased to 450 and by 1830 the figure reached 1200.[1] Life in the pueblo of Los Angeles between 1830 and 1850 was quiet and leisurely, and there was only a slight increase in population.

Notwithstanding the discovery of gold in the north and the increase in trade and commerce in the state, the growth in Los Angeles from 1850 to 1880 was very slow, and it took one hundred years from its founding in 1781 to reach a population of 11,000 people.[2]

The coming of the railroad and better communication during the latter part of the nineteenth century made for rapid growth, and by the end of the nineteenth century the city of Los Angeles had grown to over 100,000.[3] During the next fifty years an even greater growth took place as is indicated in Table 1.

More than 2,250,000 persons moved to California between 1920 and 1930, and almost three-fourths of them settled in Southern California.[4]

---

[1]Horace Campbell, A Short History of California (Philadelphia: Dorrance and Company, Inc., 1949), pp. 139-140.

[2]Ibid., p. 141.

[3]Ibid., p. 147.

[4]Edwin A. Cottrell and Helen L. Jones, "Characteristics of the Metropolis," Metropolitan Los Angeles: A Study In Integration (Los Angeles: Haynes Foundation, 1952), p. 58.

TABLE 1

POPULATION GROWTH OF CITY OF LOS ANGELES SINCE 1910

Year	Population
1910	319,198
1920	576,673
1930	1,238,048
1940	1,504,000
1950	1,970,358
1953	2,089,189*

*Estimate, Regional Planning Commission, Los Angeles.

The population of Los Angeles County jumped from 170,298 in 1900 to 504,131 in 1910, but from 1920 to 1930, it leaped from 936,455 to 2,208,492 or 136 percent.[1] By 1950, the Bureau of Census reported the county population at 4,151,687. The latest census figures for Los Angeles County show a population of 4,746,872 for October, 1953, which makes it larger in population than thirty-nine of our states.[2] Only Massachusetts, Michigan, New Jersey, New York, Ohio, Pennsylvania, Texas, and of course, California have populations larger than this county. Further statistics reveal that a recent estimate made in January, 1954, by the Los Angeles County Regional Planning Commission gives the county population at 4,807,000. This is a net increase of 655,313 since 1950, and this gain in four years is greater than the 1950 population of Milwaukee, Houston, Buffalo, or New Orleans.[3]

---

[1] Ibid., p. 57.

[2] Population figures secured from Regional Planning Commission, Los Angeles County.

[3] Security-First National Bank of Los Angeles, Population Distribution and Increase, Los Angeles County (Los Angeles: Security-First National Bank, February, 1954.

A comparison of growth of all Southern California counties is given in Table 2 together with the percentage gain. This table shows that from 1950 to 1954 the counties showing the greatest increase, with the exception of San Diego, were those contiguous to Los Angeles County, namely, Orange, San Bernardino, and Riverside.

Table 3 shows a comparison of population growth between the United States, the eleven western states, the state of California, and the Los Angeles region, and this comparison reveals that the growth in both the incorporated and unincorporated areas of the county has been at a higher rate than all other parts of the United States.

The incorporated cities as well as the unincorporated communities in Los Angeles County have also made tremendous gains since 1920, and some cities doubled or tripled their population in the period of a single decade. Those cities showing outstanding gains during the 20's were: Alhambra, 224.2 percent; Beverly Hills, 2800 percent; Glendale, 364.4 percent; Huntington Park, 446.7 percent; and Inglewood, 490.9 percent.[1] Throughout this decade the population figures soared in most parts of the region, and six new cities came into existence, namely, South Gate, Bell, Lynwood, Torrance, Hawthorne, and Maywood.[2]

Table 4 and Figure 1 shows the rapid increase of population by cities in the county during the last two decades, and these figures reveal that the urban portion of the county has increased steadily and continuously. However, although the county has grown in all of its parts it has not grown equally. A great divergence of growth exists between areas.

---

[1]Cottrell and Jones, op. cit., p. 59.

[2]Ibid.

TABLE 2

COMPARISON OF POPULATION
GROWTH OF SOUTHERN CALIFORNIA COUNTIES*

	Imperial	Kern	Orange	Riverside	San Bernardino	San Diego	San Luis Obispo	Santa Barbara	Los Angeles
1950	62,975	228,309	216,224	170,046	281,642	556,808	51,417	98,220	4,151,687
1953 Jan. . .	67,820	248,000	267,100	204,200	336,500	688,900	63,220	104,000	4,671,400
1954 Jan. . .	73,030	254,700	294,200	218,200	361,800	729,600	62,320	102,600	4,912,400
% Increase									
1950-54 . . .	16.0	11.6	36.1	28.3	28.5	31	21.2	4.5	18.3
1953-54 . . .	7.7	2.7	10.1	6.9	7.5	5.9	1.4	1.3	4.7

*Source: California Taxpayers Association.

TABLE 3

POPULATION GROWTH IN LOS ANGELES COUNTY WITH COMPARISONS*

Year	United States	Eleven Western States	California	Metropolitan Los Angeles	Los Angeles County		
					Unincorporated Area	Incorporated Cities	Total
1900	75,994,575	4,091,349	1,485,053	189,994	40,564	129,734	170,298
1910	91,972,266	6,825,821	2,377,549	538,567	77,857	426,274	504,131
1920	105,710,620	8,902,972	3,426,861	997,830	118,800	817,655	936,455
1930	122,775,046	11,896,222	5,677,251	2,327,166	321,261	1,887,231	2,208,492
1940	131,669,275	13,883,365	6,907,387	2,916,403	444,741	2,340,902	2,785,643
1950	150,697,361	19,561,525	10,586,223	4,367,911	871,926	3,252,469	4,151,687
Forecasts:							
1955	161,748,000	22,263,000	12,325,000	5,185,000	. . . .	. . . .	4,900,000
1960	169,371,000	24,744,000	14,017,000	5,950,000	1,501,891	4,098,109	5,600,000
% Increase:							
1920-1930. .	16.1	33.6	65.7	133.2	170.42	130.81	135.8
1930-1940. .	7.2	16.7	21.7	25.3	38.43	24.04	26.1
1940-1950. .	14.5	40.9	53.3	49.8	96.05	38.80	49.0
1950-1953. .	. . .	. . .	. . .	. . .	25.27	8.91	11.6
Forecast:							
1950-1960. .	12.4	26.5	32.4	36.2	. . .	. . .	34.9

*Source: Los Angeles Chamber of Commerce.

TABLE 4

POPULATION GROWTH OF INCORPORATED CITIES IN LOS ANGELES COUNTY

City	1930 Census	1940 Census	1950 Census	Oct. 1953[b] Estimate
Alhambra	29,472	38,935	51,359	53,846
Arcadia	5,216	9,122	23,066	32,016
Avalon	1,897	1,637	1,506	1,432
Azusa	4,808	5,209	11,042	14,477
Bell	7,884	11,264	15,430	16,368
Beverly Hills	17,429	26,823	29,032	30,244
Burbank	16,662	34,337	78,577	88,890
Claremont	2,719	3,057	6,327	8,286
Compton	12,516	16,198	47,991	58,465
Covina	2,774	3,049	3,956	6,996
Culver City	5,669	8,976	19,720	29,171
El Monte	3,479	4,746	8,101	8,551
El Segundo	3,503	3,738	8,011	10,583
Gardena	. . .	5,909	14,405	18,518
Glendale	62,736	82,582	95,702	112,019
Glendora	2,761	2,822	3,988	5,917
Hawthorne	6,596	8,263	16,316	21,301
Hermosa Beach	4,796	7,197	11,826	14,146
Huntington Park	24,591	28,648	29,450	30,199
Inglewood	19,480	30,114	46,185	50,538
La Verne	2,860	3,092	4,198	5,703
Long Beach	142,032	164,271	250,767	273,719
Los Angeles	1,238,048	1,504,277	1,970,358	2,089,189
Lynwood	7,323	10,982	25,823	28,649
Manhattan Beach	1,891	6,398	17,330	27,188
Maywood	6,794	10,731	13,292	13,609
Monrovia	10,890	12,807	20,186	24,055
Montebello	5,498	8,016	21,735	24,598
Monterey Park	6,406	8,531	20,395	26,071
Palos Verdes	. . .	987	1,963	3,963
Pasadena	76,086	81,864	104,577	113,777
Pomona	20,804	23,539	35,405	44,549
Redondo Beach	9,347	13,092	25,226	36,191
San Fernando	7,567	9,094	12,992	14,558
San Gabriel	7,224	11,867	20,343	22,042
San Marino	3,730	8,175	11,230	12,788
Santa Monica	37,146	53,500	71,595	73,865
Sierra Madre	3,550	4,581	7,273	8,263
Signal Hill	2,932	3,184	4,040	4,406
South Gate	19,632	26,945	51,116	53,247
South Pasadena	13,730	14,356	16,935	18,630
Torrance	7,271	9,950	22,241	42,189

TABLE 4--Continued

City	1930 Census	1940 Census	1950 Census	Oct. 1953[b] Estimate
Vernon	1,269	850	432	410
West Covina. . . .	769	1,072	4,499	16,640
Whittier	14,822	16,115	23,820	31,625
Total All Cities .	1,822,609	2,340,902	3,279,761	3,542,365
Unincorporated . .	325,883	444,741	871,926	1,092,257
Total County . . .	2,208,492	2,785,643	4,151,687	4,634,622

[a]Source: United States Census.
[b]Estimate of Regional Planning Commission, Los Angeles County.

A percentage comparison of urban area growth between 1940 and 1950 is shown in Table 5, which indicates this difference. Those cities which show a one hundred percent or more increase during this decade are: Arcadia, Azusa, Burbank, Compton, Culver City, Gardena, Lynwood, Manhattan Beach, Montebello, Monterey Park, Torrance, Claremont, El Segundo, and West Covina.

The population growth in the cities and unincorporated area of Los Angeles County is shown in Figure 2.

Sources of Growth

The growth in the Los Angeles area has come from three sources: immigration, natural increase, and migration.

Although immigration of people from foreign countries to Southern California has not been as major a factor in the growth of the Los Angeles area as migration of people from other parts of the country, the Los Angeles area has attracted an estimated 400,000 or more persons from foreign lands.

[1]Ibid., p. 51.

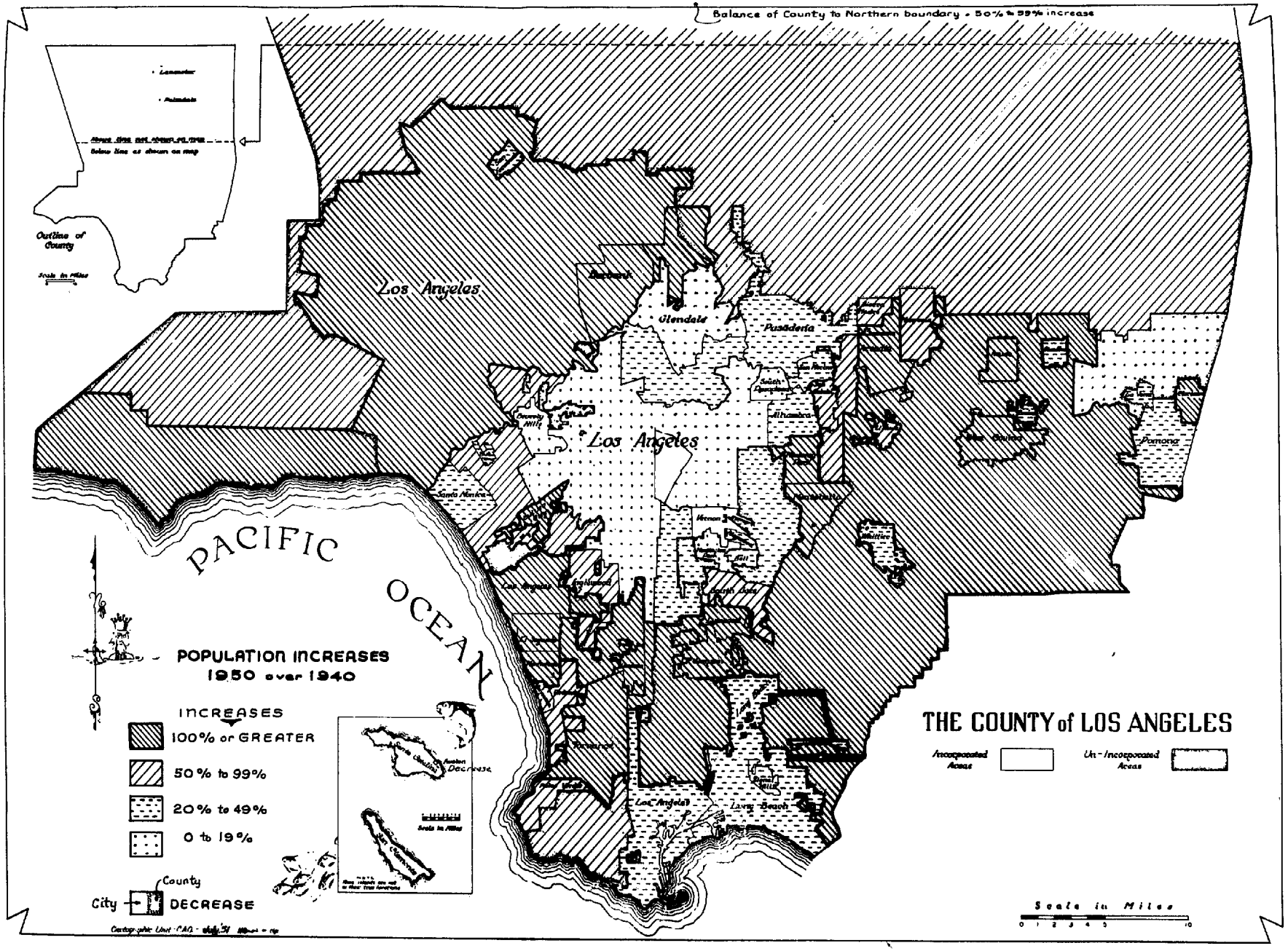
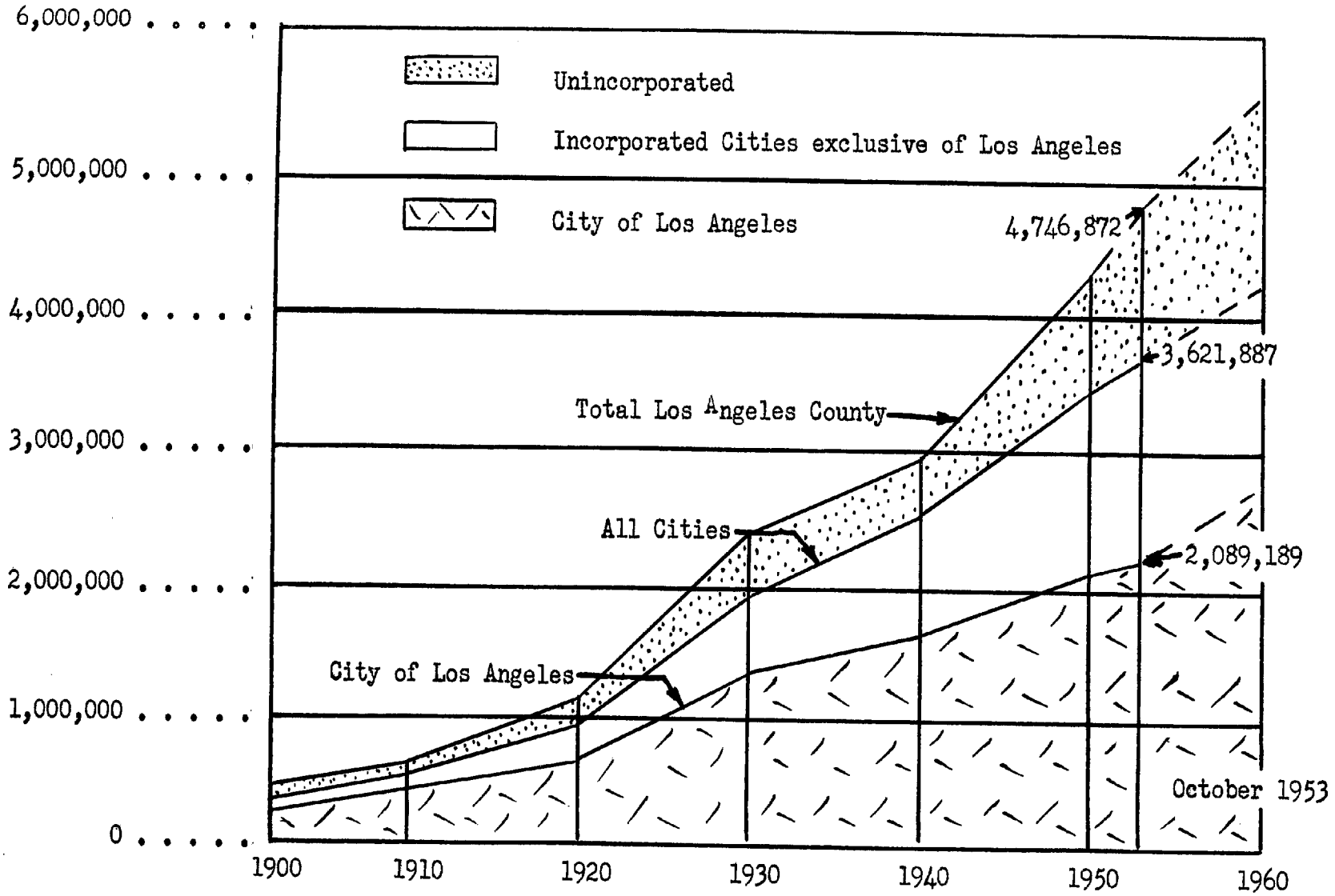


Fig. 1--Population Increases, 1950 over 1940



Total County	170,298	504,131	936,455	2,208,492	2,786,643	4,151,687	5,600,000
All Cities	129,734	426,274	817,655	1,887,231	2,340,902	3,252,469	4,098,109
City of L.A.	102,479	319,198	576,673	1,238,048	1,504,277	1,954,036	2,462,085
Unincorporated	40,564	77,857	118,800	321,261	444,741	871,926	1,501,891

Fig.2--Population in Los Angeles County, 1900 - 1960

TABLE 5

POPULATION GROWTH OF URBAN AREAS IN LOS ANGELES COUNTY SHOWING PERCENTAGES OF INCREASE, AGE, AND INCOME DATA*

Urban Area	Population 1950	% Increase 1940-50	% Over 65	Medium Income	% Income less than $2,000	Medium Age
Metropolitan Los Angeles.	4,367,911	49.8	9.1	3,107	31.7	33.5
Alhambra	51,359	31.9	11.5	3,852	18.4	37.5
Arcadia.	23,066	152.9	9.4	4,134	22.6	37.3
Azusa.	11,042	112.0	5.8	3,362	16.1	26.4
Bell	15,430	37.0	7.6	3,528	23.5	33.8
Beverly Hills. .	29,032	8.2	10.4	3,991	29.3	43.0
Burbank.	78,577	128.8	5.8	3,779	19.2	32.2
Compton.	47,991	196.3	5.1	3,550	20.7	28.2
Culver City. . .	19,720	119.7	5.6	3,692	19.6	31.6
Claremont. . . .	6,327	107.0	15.9	1,168	62.3	28.0
Covina.	3,956	29.6	13.9	2,926	33.9	36.0
El Monte	8,101	70.7	8.5	3,063	31.2	32.0
El Segundo . . .	8,011	114.3	5.0	3,774	18.1	29.9
Gardena.	14,405	143.8	6.6	3,422	23.6	28.9
Glendale	95,702	15.9	11.8	3,438	37.7	38.4
Glendora	3,988	41.3	13.2	2,500	41.3	35.4
Hawthorne. . . .	16,316	97.5	6.7	3,367	26.5	28.7
Hermosa Beach. .	11,826	64.3	9.3	2,226	29.5	31.9
Huntington Bch..	29,450	2.8	10.9	3,245	26.9	38.2
Inglewood. . . .	46,185	53.4	8.5	3,728	22.5	34.2
La Verne	4,198	35.8	11.1	2,205	46.9	27.8
Long Beach . . .	250,767	52.7	11.2	2,995	34.8	34.8
L. A. City . . .	1,970,358	31.0	9.6	2,879	34.9	35.0
Lynwood	25,823	135.1	5.5	3,800	17.3	30.2
Manhattan Bch. .	17,330	170.9	5.4	3,780	21.5	30.0
Maywood.	13,292	23.9	7.3	3,467	21.9	33.7
Monrovia	20,186	57.6	13.9	3,021	35.0	37.0
Montebello . . .	21,735	171.1	5.9	3,938	19.2	31.5
Monterey Park. .	20,395	139.1	7.5	3,738	23.2	31.2
Pasadena	104,577	27.7	16.8	2,740	38.8	39.6
Pomona	35,405	50.4	11.5	2,940	33.8	33.0
Redondo Beach. .	25,226	92.7	8.6	3,218	29.0	29.9
San Fernando . .	12,992	42.9	7.7	2,905	33.3	29.3
San Gabriel. . .	20,343	71.4	7.6	4,017	19.6	34.6
San Marino . . .	11,230	37.4	8.8	8,326	14.8	41.7
Santa Monica . .	71,595	33.8	11.3	3,024	32.7	35.7
Sierra Madre . .	7,273	58.8	13.8	3,181	36.2	36.8
Signal Hill. . .	4,040	26.9	8.7	3,093	33.2	34.1
South Gate . . .	51,116	89.7	5.8	3,798	18.5	31.8
South Pasadena .	16,935	18.0	14.5	3,671	28.1	41.0
Torrance	22,241	123.5	4.5	3,641	20.3	28.1
West Covina. . .	4,499	319.7	5.8	3,632	15.6	29.7
Whittier	23,820	47.8	12.2	3,525	29.9	35.3

*Source: United States Census.

Nations which have made the greatest contribution to the foreign-born population are: Mexico, the British Isles and Canada, Russia, Germany, the Scandinavian countries, and Italy. The area has also attracted a number of Orientals, but not in any great numbers.

The increase of births over deaths in the county has made for some natural increase, as shown in Table 6, but this birth rate has also not accounted for any phenomenal increase in population, which means that the major source of population growth has been due to migration, or the shift and flow of people to this area from other sections of the United States.

Migration of people from rural areas to urban industrial centers in the last few decades has been a major social phenomenon in the country. The cities or metropolitan areas to which people migrate is determined by job opportunities, better educational and cultural advantages, health and climatic considerations, recreational opportunities, more liberal pension systems for older persons, and the lure of certain areas to young people.[1] This has been particularly true for Southern California, and the charms of this region have been summed up as follows:

> To the enchantment of a romantic history with its nomenclature of musical Spanish place names, there is added the delightful climate, the beauty and fascination of its orange groves, the magic of sparkling seas reflecting an azure sky, and lofty mountains with flowery valleys. This combination of attractions has proved irresistible to the leisure classes of the Northeastern and Middlewestern states, and they have come by thousands, bringing with them wealth and refinement, and in addition to this, they have found opportunity for the use of those abilities which brought them success in the localities where they formerly resided.[2]

---

[1]Wilbur C. Hallenbeck, American Urban Communities (New York: Harper and Brothers, 1941), pp. 57-67.

[2]Horace Campbell, A Short History of California (Philadelphia: Dorrance and Company, Inc., 1949), p. 148.

TABLE 6

BIRTHS AND DEATHS IN LOS ANGELES COUNTY, 1943-1952*

Year	Births	Rate per 1,000 Population	Deaths	Rate per 1,000 Population
1943	67,024	21.3	34,717	11.0
1944	65,913	19.4	36,127	10.6
1945	66,888	19.2	36,555	10.5
1946	79,368	22.1	37,687	10.5
1947	89,311	33.5	37,807	10.0
1948	87,736	21.7	38,656	9.6
1949	89,257	21.3	39,978	9.5
1950	88,888	21.3	37,445	9.5
1951	96,245	22.4	41,759	9.7
1952	102,528	23.0	42,536	9.5

*Source: Health Department, Los Angeles County.

Factors which help account for the rapid increase of population in the county have been described by Elisabeth R. Frank as follows:

> The fact that Los Angeles County's population has gained mainly through migration explains the age composition within the county. Some age groups find it easier to change their places of residence than others. Among them are young men and women who seek a place in which to settle permanently, or who want to finish their education in a place offering more than average opportunities. Los Angeles has always been the goal of many young men and women. Numbers of young veterans who were assigned to the area or merely passed through during their service years liked it and decided to return and settle.
>
> Other migrants contributing to the recent population growth in Los Angeles County are the industrial workers who were drawn here during the war by well-paying jobs in the shipyard, aircraft and other industries. Most of these war workers have remained in Los Angles County. It has been estimated that only ten percent of the war workers left the area permanently.
>
> The third group of migrants contributing to the increase of population in the county is composed of older people past the prime of life who came to Los Angeles to take advantage of the

> mild climate and the comparative ease of living. We find these older persons in all economic groups. While Los Angeles has a high proportion of persons advanced in years, it is not especially unique in attracting these older people for we find the same thing happening in cities like Portland, Rochester and other urban centers.[1]

The Los Angeles metropolitan area has grown so rapidly it has been difficult for it to attain social and political unity. People have migrated here from all parts of the country and the source of this migration decade after decade indicates certain population characteristics. These sources of migration have been stated as follows:

> Between 1900 and 1910, New York, Illinois, Missouri, Ohio, and Iowa contributed the majority of new arrivals. During the 1920's the preponderance of migrants to Southern California were from Illinois, Missouri, Iowa, New York, and Texas. In the latter half of the 1930's three-fourths of the immigrants were from states west of the Mississippi River—more than one-fourth from the plains states, nearly a fourth from the west south central states of Arkansas, Louisiana, Oklahoma, and Texas, and still another fourth from the Rocky Mountain States and Oregon and Washington. Most of the newcomers were from other urban areas, contrary to the popular belief that they were mainly from "dust bowl" farms. During World War II the west south central states were the largest source of migrants to the Los Angeles area, although the plains states also contributed relatively large numbers of newcomers.[2]

Density and Distribution of Population

There is a great variation in the density and the distribution of population in Los Angeles County. This growing density and distribution has pointed to the need in recent decades for acquiring open areas for park sites before land is subdivided into housing tracts.[3]

---

[1]Dr. Elisabeth R. Frank, Background For Planning (Los Angeles: Welfare Council of Metropolitan Los Angeles, January, 1949) pp. 18-19.

[2]Cottrell and Jones, op. cit., p. 51.

[3]Olmsted Brothers, Parks, Playgrounds and Beaches For the Los Angeles Area (Los Angeles: Los Angeles County, 1930), pp. 1-5.

The pattern of density follows a general radial movement from the central core city, Los Angeles, and any spot map depicting this density reveals this pattern, although similar groupings of people is evident around Long Beach, Pasadena, Glendale, and Burbank.

The growth of population has also followed a radial movement as the more dense areas are, in general, losing population as the saturation point becomes reached, which has resulted in a population gain for those areas in the county located on the periphery. This is partly due to the encroachment of industry and commercial expansion in the central areas due to the advantages of location and transportation facilities, which has tended to decrease the desirability for family living. As the family in these areas moves towards the suburbs, these single housing units, converted into multiple dwellings, gradually deteriorate, and some are eventually absorbed by commercial holdings.

Between these growing suburban communities and the central area of Los Angeles, the population has remained fairly static, although certain sections show moderate growth. This development has been expressed in a recent report as follows:

> An interesting feature.....is the tremendous variation which is revealed in the trend in population by areas. The Whittier-Norwalk area, for example, has shown a gain of nearly seventy-one percent since 1950 and the San Fernando Valley a gain of nearly forty two percent, while the east area has shown a reduction of more than eight percent, and the central area a reduction of more than twelve percent. Declines have occured in five of seventeen major economic areas. These are all in a central, built-up section of Los Angeles, and this decline of population reflects a spreading of the population more thinly over the existing housing, although the removal of housing to make way for freeways and other public construction has been a contributing factor. The large gains have all occurred in the outlying areas and the "suburbanization" or decentralization of population is continuing at a rapid pace.
>
> It is noteworthy that, although Los Angeles City had 47.5 percent of the county population in 1950, it has accounted for only 22 percent of the net increase since that time. It will

be noted that tracts in outlying portions of the city have shown substantial gains, while nearly all of those in the built-up central portion of the city have lost population.

To determine what has occurred in the central portion of Los Angeles, let us subtract out (1) the Harbor and "Shoestring" areas, (2) the Westchester area, (3) the Venice-MarVista-Palms area (everything west of La Cienega Blvd.), (4) the Westwood-West Los Angeles-Brentwood-Pacific Palisades areas (everything west of Beverly Hills), and (5) the San Fernando Valley. What remains is the great, central, built-up portion of Los Angeles. It extends to the city limits of Burbank, Glendale, Pasadena, South Pasadena, Alhambra, Vernon, Huntington Park, Inglewood, Culver City, and Beverly Hills.

This great central area—the nucleus of Los Angeles City and of the Los Angeles Metropolitan Area—had a population of 1,321,245 on April 1, 1950. In the $3\frac{1}{2}$ years from that date until the special census on September 26, 1953, the population declined to 1,250,364—a reduction of 70,881 or 5.4 percent.

This central area contained 67 percent of the city's population in 1950 and 59 percent in 1953. It contained 32 percent of the entire county's population in 1950 and 26 percent in 1953.

The outlying portions of Los Angeles City (those excluded from the above calculation), showed an increase in population from 649,113 in 1950 to 854,299 in 1953--a gain of 205,186 or 31.6 percent.[1]

Population density has followed the phenomenon of radial expansion as described by E. W. Burgess, in which the outward movement of residents expands from a central business district into five concentric zones of influence.[2] These five concentric zones are: (1) the central business district, (2) the zone in transition of areas of residential deterioration caused by the encroachment of business and industry, (3) the zone of independent working men's homes, (4) the zone of better residents, and (5) the commuters' zone. This diagrammatic scheme of radial expansion into definite zones is evident to some extent in the Los Angeles area, but this classification must be modified in the Los Angeles area, for a look at this region shows whole sections be-

---

[1] Security-First National Bank of Los Angeles, Population Distribution and Increase, Los Angeles County (Los Angeles: Security-First National Bank, February, 1954).

[2] E. W. Burgess, Urban Areas: An Experiment in Social Science Research in Chicago, T. V. Smith and L. S. White, editors (Chicago: The University of Chicago Press, 1929), pp. 114-123.

coming developed and incorporated and there exists complete merging of municipal boundaries, which gives the appearance of a huge metropolitan community.[1] However, there still exists the movement of population outward toward the periphery. This is evident as shown in Figure 1, page 24, which reveals that the population is increasing more rapidly in all suburban areas of the county, and there is less growth in the central core of the county.

The one-family type home is rapidly changing the landscape in the outlying parts of the metropolitan region, and it is a common sight to see hundreds of single family dwelling units being constructed at a single time where formerly there existed rural acres of citrus groves or small farms. Now that a great proportion of the people live in detached bungalows or cottages in suburban sections of the county, this makes for a lower population density in these areas which means that fewer people live within easy walking distance of any one local recreation area or facility. Low density of population means either a larger radius of service for local recreation facilities or smaller local areas.[2]

Age and Sex Composition and Distribution

The age and sex distribution of people in Los Angeles County shows marked geographical differences, but generally, this distribution conforms to a general urban pattern characteristic of large metropolitan areas.

The population center or core of the county is located in central Los Angeles, and this area is characterized by apartment dwellings, room-

---

[1]Cottrell and Jones, op. cit., p. iv.

[2]Olmsted Brothers and Associates, Parks, Playgrounds and Beaches for the Los Angeles Region (Los Angeles: Los Angeles County, 1930), p. 20.

ing houses, hotels, and multiple unit housing. The population of the central area between Figueroa and Alameda Avenues and 1st and 20th Streets is principally male and middle-aged and over, although a large proportion of females of this age are also in evidence.[1] The more normal family structure of the population is approached toward the outlying sections of the county wherein is located suburbs having single family dwellings, and here is found the greatest proportion of children and youth.

Table 7 presents data on the distribution of population in Los Angeles County according to age groups in the forty-five incorporated cities. This age structure is similar to population grouping found in all large cities, except that in the Los Angeles area there is a larger proportion of children under five years of age as shown in Figure 2 as well as a larger contingent of older people.[2]

Figure 3, page 36, shows that in metropolitan Los Angeles, there is some stability of the proportion of the total population between the ages of twenty-five and forty. There is a greater variation in the proportion of the population under twenty years of age, while the number past forty shows a gradual decline. The increasing ratio of children under five years of age in relation to the total population is significant, and Table 7 indicates that nearly all of the incorporated cities in the county show a higher percentage for this age classification than others. This also is graphically shown in Figure 3.

---

[1]Frank, op. cit., p. 54.

[2]Eshref Shevky and Marilyn Williams, The Social Areas of Los Angeles (Berkeley: University of California Press, 1949), p. 75.

TABLE 7

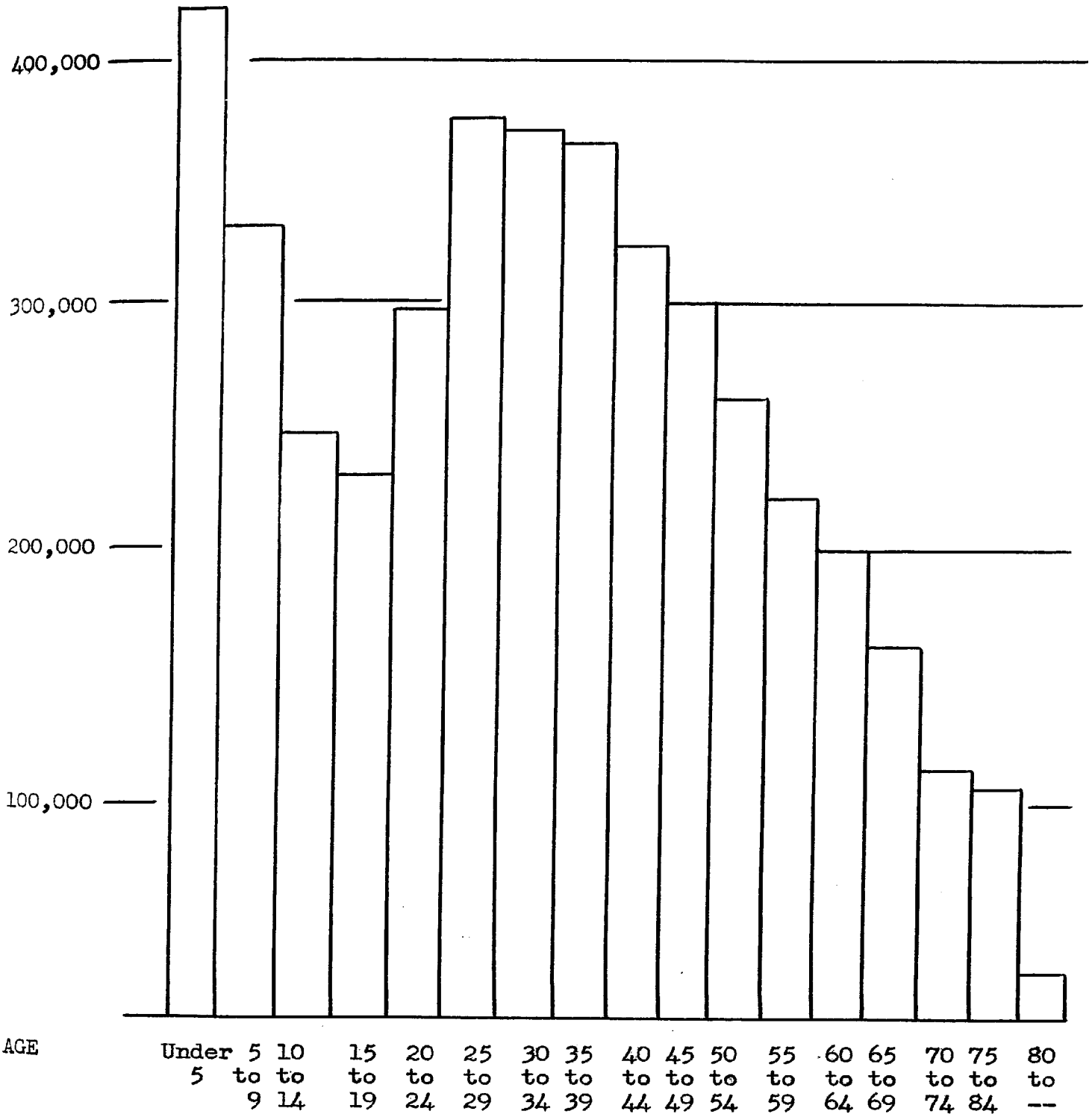
POPULATION BY AGE GROUPS FOR FORTY-FIVE
INCORPORATED CITIES OF LOS ANGELES COUNTY, 1950*

City	Population 1950	Under 5	5 - 9	10 - 14	15 - 19	21 and over
Alhambra	51,359	4,299	3,535	2,791	2,576	37,656
Arcadia	23,066	2,117	1,957	1,422	1,137	16,243
Avalon.	1,506	123	?	?	?	1,128
Azusa	11,042	1,656	1,293	873	672	6,431
Bell	15,430	1,449	1,095	892	886	10,895
Beverly Hills.	29,032	1,173	1,399	1,279	1,424	23,454
Burbank	78,577	8,375	7,822	5,100	3,825	52,765
Claremont.	6,327	408	344	238	861	4,148
Compton	47,991	6,417	4,742	3,260	2,815	30,239
Covina	3,956	345	304	210	202	2,835
Culver City.	19,720	2,277	1,765	1,163	921	13,409
El Monte	8,101	812	725	603	534	5,329
El Segundo	8,011	959	853	539	445	5,135
Gardena	14,405	1,805	1,442	1,055	850	9,087
Glendale	95,702	6,464	5,820	4,806	4,984	72,540
Glendora	3,988	367	334	301	209	2,731
Hawthorne.	16,316	2,038	1,541	1,058	932	10,582
Hermosa Beach.	11,826	1,191	926	664	590	8,341
Huntington Park.	29,450	1,832	1,393	1,217	1,378	23,296
Inglewood.	46,185	4,150	3,632	2,645	2,377	32,922
LaVerne	4,198	464	405	298	381	2,567
Long Beach	250,767	23,168	16,673	12,507	12,767	182,235
Los Angeles.	1,970,358	174,120	132,323	99,568	98,314	1,442,987

TABLE 7 - Continued

City	Population 1950	Under 5	5 - 9	10 - 14	15 - 19	21 and over
Lynwood	25,823	3,050	2,440	1,707	1,471	16,913
Manhattan Beach	17,330	2,423	1,602	918	620	11,653
Maywood	13,292	1,160	868	812	757	9,513
Monrovia	20,186	1,684	1,525	1,197	1,065	14,542
Montebello	21,735	2,424	2,043	1,543	1,207	14,305
Monterey Park	20,395	2,524	1,670	1,138	925	13,949
Palos Verdes	1,963	215	?	?	?	1,313
Pasadena	104,577	7,439	6,243	4,846	5,506	49,323
Pomona	35,405	3,548	2,915	2,497	2,159	23,886
Redondo Beach	25,226	2,957	2,508	1,983	1,531	16,008
San Fernando	12,992	1,573	1,203	990	873	8,190
San Gabriel	20,343	1,930	1,947	1,504	1,196	13,541
San Marino	11,230	643	939	905	712	7,963
Santa Monica	71,595	5,790	4,520	3,342	3,389	53,695
Sierra Madre	7,273	642	588	459	400	5,108
Signal Hill	4,040	394	296	240	232	2,825
South Gate	51,116	5,248	4,579	3,427	2,832	34,520
South Pasadena	16,935	1,084	1,033	838	852	12,960
Torrance	22,241	3,175	2,232	1,527	1,186	13,918
Vernon						
West Covina	4,499	641	496	301	178	2,849
Whittier	23,820	2,126	1,633	1,397	1,489	16,833

*Source: 1950 Census.



Source: 1950 Census.

Fig. 3.--Metropolitan Los Angeles Population by Age Groups - 1950.

Los Angeles County is similar to other large metropolitan areas which have a preponderance of females over males.[1] The life expectancy for females is greater than that of males, as shown by comparative figures. The City of Los Angeles in 1953 had 61,913 persons seventy-five years of age and over, and of this number 23,820 were males as compared to 38,093 females.[2] This same pattern prevails in other parts of the county, and a reason given for this preponderance of women has been stated as follows:

> One reason for Los Angeles' preponderance of women possibly is the comparatively high age of the general population; women form a larger portion of the older population because of their higher life expectancy. The sex proportion is unevenly distributed over the city. Areas like the Wholesale district and Downtown have a high proportion of men, .. while the Wilshire district....and others show a high proportion of females. A comparatively even distribution of males to females is found in the newer districts and in the "bedroom cities" on the fringes of Los Angeles City. In areas of high transiency, close to the industrial areas and in areas having a considerable number of foreign-born immigrant population, a higher proportion of males is observed.[3]

Problem and delinquency areas.— Population density and age and sex distribution in the metropolitan area has a definite relationship to juvenile delinquency, crime, and truancy.[4] Variations exist between areas as to their crime rate. Adult crime tends to vary inversely in proportion to the distance from the city's center; and a high rate of delinquency, crime, and truancy occurs in those areas of

---

[1]Frank, Op. cit.

[2]Statement by Dr. Elisabeth R. Frank, Research Department, Welfare Council of Metropolitan Los Angeles, personal interview, November 3, 1953.

[3]Frank, op. cit., p. 54.

[4]Statement by H. L. Stallings, Director Crime Prevention Bureau, Sheriff's Department, Los Angeles County, personal interview, November 6, 1953.

physical deterioration and declining population. These areas are located in what sociologists call the zones of deterioration or "less chance" areas which are on the outskirts of the central business district. These neighborhoods are unstable and have a high degree of mobility. Here also resides different nationality and racial groups, and cultural conflicts are in evidence. Because this part of the city is a "port-of-entry" area for mixed nationalities, these groups leave when their economic status improves and the area is in a constant state of change and is characterized by a lack of family and community solidarity. Not only does school attendance show a decrease but playgrounds also have been abandoned.[1] Recent investigations in which "rat pack" gangs have invaded sections of the metropolitan area show that this group of delinquents comes from this type of area.

Other neighborhoods and areas also have a delinquency and crime control problem. Furthermore, to place the blame on population increase, density, and age and sex distribution, does not indicate a solution as other elements are involved.[2] A recent report on population and delinquency control, prepared by the County Sheriff's Department, indicates that a number of factors relating to problems of population mobility have been of concern to law enforcement officials. The report states:

> People who were satisfactorily adjusted in a low income, slum-type area became maladjusted in the higher income area. Their children are unable without special assistance to compete in the new surroundings.
>
> Juveniles are not easily uprooted. They tend to go back to visit their former school mates. Five cases out of seven studied of school violence labeled as "gang activity" turned out to be cases where former students had returned to "visit" their school.

---

[1]Frank, op. cit.

[2]Stallings, op. cit.

> Where families live in one area, shop in another, go to school in another, and work in still another area accounts largely for the increased number of requests from various municipalities for the Sheriff's Crime Prevention Bureau to assist them. Prominent in these requests has been that of suppressing and preventing groups committing violence against other groups. This points up the consideration to be given when meeting the problems caused by too rapid over-population.
>
> Cultural conflicts arise from people from other sections of the country being thrown together too rapidly and in too large numbers. While the usual label to tack onto this problem is racial tension, the studied experience had indicated the problem to be basically community tension caused by cultural conflict. This problem becomes even more acute when figures and locations are compared. One study made in 1951 showed the average Juvenile Delinquency Rate for Los Angeles County, (number filings per 1000 youth population), predicated upon Juvenile Court Filings, to be 10.58. The same study showed the Willowbrook area to be 20.6 and the Norwalk area to be 21.9, or each of them TWICE AS HIGH AS THE COUNTY AVERAGE. The important point is that these areas are NOT slum areas.
>
> Relate these facts to the tendency of youth to go to the so-called "Less Chance" areas and the increased effort of persons in those areas to attract youth for purposes of increasing narcotic traffic and thefts and the true need for a highly intensified crime prevention program comes into proper focus.[1]

Juvenile Court filings also indicate that many areas have problems of delinquency and there exists geographical difference in the number of filings. The distribution of Juvenile Court filings for the year 1953 is shown in Table 8.

Geographical differences of population, as characterized by age and sex distribution of people as well as density, determine to a great extent the location of specific welfare and recreation services. Furthermore, these considerations assist in determining the type and nature of recreation service, kinds of facilities and future developments.

Distribution of older people.--The number of older people is

---

[1]Statement from Memorandum to Chief Administrative Office, Los Angeles County, from Captain H.L. Stallings, Crime Prevention Bureau, January, 1954.

TABLE 8

JUVENILE COURT FILINGS, JANUARY 1 to DECEMBER 31, 1953*

District Areas	Number of Petitions	Percent of Total Districts
East County	276	3.86
San Gabriel Valley	444	6.21
East Los Angeles	960	13.42
Southern Communities	527	7.37
Long Beach	756	10.57
Beach Cities	296	4.14
Santa Monica	176	2.46
Foothills and North Inland County	205	2.87
Los Angeles	2467	34.50
South Los Angeles	1044	14.60
District Totals	7151	100%
Transients	480	
Total Filings	7631	

*Source: Los Angeles County Probation Department.

steadily increasing in California.[1] This has been largely due to the attraction of Southern California for older persons in other regions of the country who have migrated to Southern California seeking an urban environment, job opportunities, liberal pension plans, and a warm climate. Furthermore, with the trend toward smaller families in urban areas and with the age structure of the population growing older, a percentage of older people will be more evident in the future.[2] Table 9 shows that the percentage of persons sixty-five years and over is greater in Los Angeles County than in California or the United States.

Although the old age population is unevenly distributed through-

[1]Frank, op. cit., p. 46.

[2]Hallenbeck, op. cit., p. 47.

TABLE 9

COMPARISON OF POPULATION AGE 65 YEARS AND OVER, UNITED STATES, CALIFORNIA, LOS ANGELES COUNTY*

Year	United States	California	Los Angeles County
1900	4.1	5.2	. . .
1910	4.3	5.3	. . .
1920	4.7	5.8	6.3
1930	5.4	6.5	6.8
1940	6.8	8.0	8.5
1950	8.1	8.5	9.1

*Source: Research Department, Welfare Council of Metropolitan Los Angeles.

out the county, these people tend to cluster in urban centers in which are located multiple housing units, rooming houses, and apartment hotels. This is particularly true in those larger cities of the county. The greatest concentration of those people sixty-five years of age and over is found in Pasadena, Claremont, Sierra Madre, Glendora, Covina, South Pasadena, Glendale, and Alhambra. Those cities within the county which have ten percent or more of their population sixty-five years of age or over are shown in Table 10.

This table also indicates that those cities with fast growing populations do not have a heavy concentration of older people.

The median age in those cities having an older population is also shown in Table 10, and these figures show that Claremont, Glendora, Pomona, La Verne, Long Beach, Santa Monica, and Whittier also have a large population of younger adults.

TABLE 10

CITIES HAVING 10 PERCENT OR MORE OF POPULATION AGED 65 YEARS OR OVER WITH MEDIAN AGE, LOS ANGELES COUNTY*

	Population	Percent	Median Age
Alhambra	51,359	11.5	37.5
Beverly Hills	29,032	10.4	43.0
Claremont	6,327	15.9	28.0
Covina	3,956	13.9	36.0
Glendale	95,702	11.8	38.4
Glendora	3,988	13.2	35.4
Huntington Park	29,450	10.9	38.2
La Verne	4,198	11.1	27.8
Long Beach	250,767	11.2	34.8
Monrovia	20,186	13.9	37.0
Pasadena	104,577	16.8	39.6
Pomona	35,405	11.5	33.0
Santa Monica	71,595	11.3	35.7
Sierra Madre	7,273	13.8	36.8
South Pasadena	16,935	14.5	41.0
Whittier	23,820	12.2	35.3

*Source: United States Census.

Distribution of youth.--The distribution of youth in Los Angeles County has a pattern which shows that the greatest proportion of those under twenty-one years of age live in those urban areas and cities on the periphery of Los Angeles. Table 7 lists the population by age groups for the forty-five incorporated cities of the county in 1950, and this table indicates also the variations which exist between areas by age groupings. Furthermore, areas with the highest percentage of youth are found in those cities showing the greatest increase in population, while those sections which have the lowest percentage of children and youth are found in those older cities which have reached a more stabilized population. The older sections in each city in which the smallest number of single family housing units is located have the lowest percentage of children and youth.

Distribution of racial and minority groups.--Racial and minority groups are unevenly distributed throughout the county. The coming together of individuals having similar origins, backgrounds, and interests who live in neighborhood clusters, is known as the group phenomenon of isolation.[1] This coming together of individuals of similar origin and position of groups is a direct consequence of migration.[2] Foreign-born whites tend to isolate themselves in areas of kin and friends, but later generations have become easily assimilated in all portions of the county. However, this has not been as true for those minority groups consisting of Mexicans, Negroes, and Orientals who have not been so easily assimilated. These groups, particularly those in the lower income level, are usually found in the more deteriorated or "blight" housing sections of the metropolitan area where rentals are cheap, although the second, third and later generations of these groups are beginning to reach toward newer residential areas. These races tend to keep to themselves and develop personal and social relationships within their own interests; and in this way, better understanding exists among themselves which in turn makes for a higher degree of social and neighborhood unity. This social stratification perpetuates itself as ideas, standards, and values are passed on from decade to decade within the same group.[3]

One of the most distinct minority groups in the county is the Mexicans or people of Mexican ancestry. The 1950 census reports that 285,986 persons of Mexican ancestry resided in Los Angeles County in 1950.

---

[1] Shevky and Williams, op. cit., p. 49.

[2] Ibid.

[3] Ibid.

TABLE 11

NUMBER AND PERCENTAGE OF MEXICANS
IN LOS ANGELES COUNTY, 1950*

Population of Los Angeles County	4,151,687
Number of Mexican Minorities	285,986
Percentage of Mexican Minorities	6.9

*Source: United States Census, 1950.

TABLE 12

AREAS IN LOS ANGELES COUNTY HAVING CONCENTRATION OF 10 PERCENT OR MORE OF POPULATION CONSISTING OF MEXICAN MINORITIES, 1950*

Area Name	Total Population	Mexican	Percent Mexican
Boyle Heights, S.E.	37,913	19,415	51.20
Central Avenue	30,713	5,069	16.50
City Terrace	46,667	30,577	65.50
Downtown	34,787	7,986	22.96
East Los Angeles	52,283	12,896	24.67
El Sereno	24,225	2,532	10.45
Elysian Park	29,147	6,255	21.46
Florence, Graham	37,035	5,142	13.90
Hollenbeck, Boyle Heights W.	26,710	12,310	46.00
Hollenbeck, N.E.	26,227	8,721	33.25
Lincoln Park	37,699	11,853	31.40
Montebello, Pico	39,960	4,193	10.50
Puente, Spadra	21,591	2,652	12.28
San Fernando, Pacoima	53,557	9,738	18.18
San Pedro	48,058	4,968	10.33
University Area (S.C.)	30,923	3,747	12.12
Watts	36,744	7,026	19.44
Wholesale	27,176	8,634	31.72
Willowbrook, Enterprise	33,390	4,455	13.34
Wilmington	32,648	5,869	17.98

*Source: Research Department, Welfare Council of Metropolitan Los Angeles.

Table 11 indicates that this figure comprises 6.9 percent of the total population.

Table 12 shows that a great portion of these Spanish descendants or Mexicans live in Boyle Heights, Hollenbeck, City Terrace, Belvedere, and East Los Angeles within the City of Los Angeles; and many also live in San Fernando, Wilmington, Willowbrook, Watts, Claremont and Pomona. All areas in the county having a concentration of 10 percent or more of Mexican minorities are listed in Table 12.

TABLE 13

NUMBER AND PERCENTAGE OF NEGROES OF TOTAL POPULATION, LOS ANGELES COUNTY, 1900-1950*

Year	Total Population	Number of Negroes	Percentage of Negroes
1900	170,298	2,841	1.67
1910	504,131	7,599	1.51
1920	936,455	18,738	2.00
1930	2,208,492	30,893	1.40
1940	2,785,643	75,209	2.70
1950	4,151,687	217,881	5.25

*Source: Research Department, Welfare Council of Metropolitan Los Angeles; United States Census, 1950.

Another minority group which is increasing rapidly in population in the county and a race which will exceed in the future the number of those of Mexican ancestry is the Negroes. The number of Negroes has steadily increased in the county during the past fifty years. This increase has been attributed to a number of factors, some of which are climate, work opportunities, and the fact that the people of Los Angeles

exhibit less racial discrimination than many cities of the eastern and southern United States.[1] Table 13 shows the steady growth of the number of Negro residents in Los Angeles County in proportion to the total population, and the table also shows that since 1940 the number of Negroes has nearly tripled, and their proportion to the total population has nearly doubled.

The new Negro population has a serious problem of housing, and many families have been forced to double up. Table 14 shows that this Negro population is largely concentrated in Watts, Willowbrook, Enterprise, West Jefferson, West Adams, Avalon, and Central Avenue areas in the City and County of Los Angeles. These areas show a high density of population with little open area for recreation and parks.

TABLE 14

AREAS IN LOS ANGELES COUNTY HAVING CONCENTRATION OF 10 PERCENT OR MORE OF POPULATION CONSISTING OF NEGRO MINORITIES, 1950*

Area Name	Total Population	Negro	Percent Negro
Avalon	61,648	54,948	89.13
Central Avenue	30,713	21,070	68.40
Exposition Park	74,363	7,735	10.40
Green Meadows, South	56,684	6,575	11.60
Green Meadows, North	27,912	3,133	11.23
Pasadena Central	40,324	6,056	15.00
Watts	36,744	26,171	71.39
West Jefferson	61,511	16,878	27.44
Wholesale	27,176	8,128	29.90
Willowbrook, Enterprise	33,390	14,273	42.70

*Source: Research Department, Welfare Council of Metropolitan Los Angeles.

[1] Frank, op. cit., p. 36.

Nationality and racial groups are not distributed at random throughout the county, and five of these groups, namely, Negroes, Orientals, Russians (mainly Jewish), Mexicans, and Italians are concentrated in certain areas, and these groups, in various respects, have tended to become associated with each other in their distribution.[1] A study made by Dr. Eshref Shevky and Marilyn Williams indicates inter-association of these five groups, and the study further indicates that Negroes, Mexicans, and Orientals have residential association, which is summed up as follows:

> Thirteen percent of all Mexicans and fourteen percent of Orientals live in the twenty-nine tracts where Negro concentration is greatest. The isolation index for Orientals is higher than that for Mexicans, but the position of the two groups is reversed for the segregation index since three groups, Negroes, Orientals, and Italians, have marked associations with the Mexicans, but only two groups, Negroes and Mexicans, are associated with the Orientals. The indexes of isolation for the Russians and the Italians are among the highest, but their indexes of segregation are low since only one other group, the Mexicans, has over ten percent of its population living in the neighborhoods where they are concentrated.[2]

Table 15 shows those areas where more than 20 percent of the population consists of minority groups. This table also indicates the predominate group in each of the areas listed.

Summary

All population data and statistics indicate a trend toward an increasing population for the Los Angeles area, and this trend reflects an increasing need for welfare services and recreation programs and facilities. The continuing trend toward suburbanization and the spread-

---

[1] Shevky and Williams, op. cit., p. 53.

[2] Ibid., pp. 56-57.

TABLE 15

AREAS IN LOS ANGELES COUNTY HAVING CONCENTRATION OF 20 PERCENT OR MORE OF POPULATION CONSISTING OF MINORITIES, 1950*

Area Name	Total Population 1950	Total Minorities	Percent Minority Groups	Predominant Group
Avalon	61,648	58,237	94.46	Negro
Boyle Heights, S.E.	37,913	23,120	60.98	Mexican
Central Avenue	30,713	28,138	91.60	Negro
City Terrace	46,667	32,355	69.33	Mexican
Downtown	34,787	11,793	33.90	Mexican
East Los Angeles	52,283	13,429	25.68	Mexican
Elysian Park	29,147	7,228	24.80	Mexican
Florence, Graham	37,035	8,929	24.11	Mexican
Hollenbeck, N.E.	26,227	10,378	39.56	Mexican
Hollenbeck, W.	26,710	16,181	60.58	Mexican
Lincoln Park	37,699	12,678	33.60	Mexican
Pasadena, Central	40,324	8,812	21.85	Negro
S.C. University	30,923	6,699	21.66	Mexican
San Fernando	53,557	12,346	23.05	Mexican
Sawtelle, W.L.A.	23,850	4,867	20.40	Mexican
Watts	36,744	33,499	91.16	Negro
West Jefferson	61,511	23,822	38.72	Negro
Wholesale	27,176	20,017	73.65	Mexican
Willowbrook	33,390	19,095	57.18	Negro
Wilmington	32,648	9,547	29.24	Mexican
Total L.A. County	4,151,687	558,729	13.48	

*Source: Research Department, Welfare Council of Metropolitan Los Angeles.

ing out of people into all sections of the county is pointing to a need for decentralizing services. Furthermore, this growth pattern of population movement indicates a still further concentration of people; and the need for developing wholesome public recreational outlets and opportunities through the acquisition of play areas is evident. The population of metropolitan Los Angeles in the last half century has grown from one hundred thousand to over four million. With this growth, the urban area is becoming larger, and the few remaining large open spaces are

being pushed farther and farther from the center of population density.

Data available further shows that all suburban cities and urban areas are growing in population, and these new communities consist principally of young adults and small children. These growing suburban areas have a need for recreational programs and facilities adapted to family living. The percentage and distribution of young people will assist planners in determining the type of recreation facilities and programs which will meet their needs. These fast growing new communities which have a high proportion of children and youth also have a high spirit of neighborhood unity, and recreation and park facilities suitable for this age group are essential.

A study of age groups in the Los Angeles area shows a large percentage of persons sixty-five years of age and over, and data available also indicates there will be a larger number of adults in the future. Therefore, this prevalence of adults and older people also points to the need for a greater proportion of recreational facilities, both local and regional, which are adapted to enjoyment by adults.

There is a diminishing ratio in the number of white foreign-born to the native-born children, which is conducive to assimilation and better social relationships. Therefore, as the population in the county becomes more homogeneous, fewer separate kinds of recreation facilities and programs will be needed except for certain minority groups.

The migration of large numbers of Negroes and Mexicans to California and Los Angeles County from the southern states and North Mexico has resulted in the need for recreation services and facilities which suit these complex ethnic and economic groups which have deep-rooted traditions. Emphasis in developing programs can be placed upon the tra-

ditions of these people.

The need for establishing an adequate system of local and regional parks and recreation facilities for an expanding population has been recommended in many studies and surveys. The last large open spaces are now located in the mountains, the desert, and the agricultural areas of the coastal plain, and a system of regional parks and large reservations making use of these areas should be acquired now while still available.

CHAPTER IV

EARLY RECREATION HISTORY

The history of the recreation and park movement in the Los Angeles area is filled with early Spanish lore which pre-dates the establishment of California as a state. During the seventeenth and eighteenth centuries, California was under the influence of Spain, and Spanish customs and methods prevailed. From this early period until the present, when public recreation has developed into complex patterns of community organization, there have evolved in the city of Los Angeles four historical steps in the pioneering of the recreation and park movement: (1) the period of informal activities, (2) the period of commercialism, (3) the rise of semi-philanthropic agencies, and (4) the development of public recreation and parks.

The Period of Informal Activities

In the seventeenth and eighteenth centuries California aborigines or Indians were living in thirty villages, comprising a total population of four thousand inhabitants, in what is now Los Angeles County. One of these villages of three hundred persons was located near the present intersection of Commercial and Alameda Streets in downtown Los Angeles, and at the time the first white man came to California this village was called "Yang-Na," the original name of the area now known as Los Angeles.[1] The Indians who inhabited this area lived in

---

[1]Horace Campbell, A Short History of California (Philadelphia: Doran and Company, Inc., 1949), p. 139.

crude, makeshift shelters under the most primitive conditions.

In the summer of 1769, the village of Yang-Na, or the future site of Los Angeles, was first visited by the Spanish Governor, Portola, on his way north in search of Monterey; but nothing was done toward founding a civil community or pueblo until 1775. In this year Felipe de Neve was appointed Governor of California and he founded the only two pueblos which were planned and established by the Spanish government. The first pueblo was located on the Guadalupe River near the Santa Clara Mission,[1] and the second was founded on September 4, 1781, and was called El Pueblo de Nuestra Senora la Reina de Los Angeles. This name was later shortened to Los Angeles.[2] The actual founding is described as follows:

> The Pueblo of Los Angeles was founded September 4, 1781, by 11 families of settlers who had been recruited in the Sonora and Sinaloa areas of Mexico. They came that day from Mission San Gabriel, near which they had been quarantined. Founding consisted, probably, of tired and dusty people unpacking mules and being assigned house and farm lots under the plans worked out earlier by Governor Neve.[3]

During this early period, life was difficult for the Indians and play opportunities were few. Activities centered around self-maintenance, sense gratification, and religious ritual. Hunting and fishing were popular, but forms of primitive play also existed. Dancing, mimicking, singing, story-telling, and games and contests existed among these primitive people. Throughout this early period, dancing was extremely popular and was associated with worship.

For the white man, life in the pueblo was easy though primitive,

---

[1] Ibid., p. 140.

[2] Ibid., p. 142.

[3] The Title Insurance and Trust Company, Panorama (Los Angeles: Title Insurance and Trust Company, 1953), p. 6.

and the better class of Spanish people remained on their "ranchos" with their recreation centering around fiestas, hunting, riding and fishing.[1] It was not necessary for these Spaniards to work, as Indian labor was cheap, and there was plenty of land for cultivation; and life went along leisurely with many recreational opportunities. Sundays and holidays presented a gay scene. The pueblos and towns would awaken from their sleepy lethargy and gay activity would prevail:

> The senoras and senoritas would come to town in their carretas, decked in their brightest colors, escorted by troops on horseback, and the days would be spent in singing, dancing, feasting and watching the feats of horsemanship which all young men and some old men delighted to display.[2]

During the first half of the nineteenth century there occurred the founding of the Missions by the Spanish padres. As these Missions reached the height of their influence, life around the Mission had periods of leisure.

> Recreation days were numerous as Sundays and holy days of the Church were holidays, and after attending Mass the Indians who served the Missions were free to follow their own recreational pursuits if they kept close to the Mission. Popular activities included betting and gambling although horse racing and games requiring strength, skill and agility were also common.[3]

In these early days recreation was chiefly informal in character. Free time which was available after the immediate need for self-preservation included those activities which appeased basic desires and helped control conditions of environment. Thus, feasting, dancing, fiestas, story-telling, arts and crafts, and gambling were in vogue.

---

[1] Ibid., p. 147.

[2] History of California, ed. by Zoth Skinner Eldredge, Vol. IV (New York: The Century History Company, 1915), p. 46.

[3] Ibid., Vol. II., p. 119.

The Period of Commercialism

During the latter half of the nineteenth century the population in southern California began to grow as people migrated west, and the beginnings of large cities started to emerge. The rise of these cities brought on a period of commercialism, and numerous forms of recreation were promoted. There was an increase in the number of theaters, public dance halls, bowling alleys, billiard parlors, and saloons.[1] Uncontrolled commercial recreation promotion was prevalent in growing Los Angeles and other California cities.

The Rise of Semi-Philanthropic Agencies

In the latter quarter of the nineteenth and the first part of the twentieth century, there was a movement toward the establishment of semi-philanthropic agencies. This move was partially an attempt to offset the influence of unregulated commercialized recreation and also an attempt to provide wholesome recreation for people in urban areas who previously had none. Those semi-philanthropic agencies which were organized to provide service included the Y.M.C.A., the Y.W.C.A., and the Boy Scouts of America.

The Development of Public Recreation and Parks In the City of Los Angeles

By the beginning of the twentieth century there had developed a move for the establishment of public, tax-supported recreation and park agencies. This move was brought about by a combination of events and developments, one of which was a move by the City of Los Angeles of setting aside Elysian Park for park purposes in 1886 and the acquisition of

---

[1] Foster R. Dulles, America Learns to Play (New York: D. Appleton-Century Company, 1940), pp. 230-235.

additional scenic areas shortly thereafter; and secondly, the acceptance by civic-minded citizens of the importance of play and recreation.

The first of these two movements, the development and acquisition of parks and the establishment of a Park Commission, had its beginnings at the time of the founding of the City of Los Angeles. Prior to 1850 there were few public parks in the United States although there were plazas and pueblos in southern California.[1] The first park in Los Angeles was a public square called "The Plaza," and this plaza was dedicated by ordinance as a public park on December 20, 1856.[2]

In 1889 a charter for the city of Los Angeles was adopted, and the provisions for this charter established a Park Commission which was entrusted with the maintenance, care, and operation of city-owned parks. This Park Commission, consisting of the Mayor and four citizens appointed by the City Council, was entrusted with park responsibility from 1890 to 1911 when it was abolished in favor of a three-member Commission appointed by the Mayor with the approval of Council. The powers of the new Commission were much the same as the previous one except that its powers were broadened.

During the period of the first Park Commission many parks were acquired and developed, the most outstanding one being Griffith Park, the major portion of which was acquired in 1898 by donation from Col. Griffith Jenkins Griffith.[3] In this year he donated to the City of Los

---

[1]L.H. Weir, Parks, A Manual of Municipal and County Parks (New York: A.F. Barnes and Company, 1928), p. xix.

[2]"Administrative Manual" (Unpublished Manual, Department of Recreation and Parks, Los Angeles, 1954), p. 7.

[3]Edwin O. Palmer, History of Hollywood (Hollywood, California: Edwin O. Palmer, 1938), p. 36.

Angeles 3,015 acres of mountain land which, since then, has been augmented by further gifts and purchases so that now the park area comprises 4,254 acres.

In 1929 a Department of Forestry was established for the city. It had the responsibility for the care and maintenance of tree planting on the city streets. This Department was made a division of the Park Department in 1930, and the Park Department was consolidated with the Playground and Recreation Department in 1947.[1]

Although the Park Department had an earlier beginning than the play and recreation movement in the city of Los Angeles, the progress of the two Departments followed parallel courses until they were combined in 1947. The appointment of a Los Angeles Board of Playground Commissioners in September, 1904, was a significant development and an early landmark in the recreation movement in America. This board was the first public agency in the United States legally established to administer a playground program. Although the creation of this agency grew out of similar efforts elsewhere in the country, none of them culminated in the appointment of an official board. Play centers in Boston in 1885, the opening of a model playground in connection with Hull House in Chicago in 1892, and the beginning of a playground development during this period in Pittsburgh, Brooklyn, Milwaukee, Minneapolis and Denver, all tended to influence the movement in Los Angeles.[2]

The movement to secure and develop playgrounds for children in Los Angeles was begun by the Outdoor Art Committee of the Civic Federa-

---

[1]"Administrative Manual," op. cit., pp. 8-12.

[2]George D. Butler, Introduction to Community Recreation (New York and London: McGraw-Hill Book Company, Inc., 1940), p. 62.

tion, the Chamber of Commerce, and the California Congress of Mothers and Child Study Circles. The initiative and work of these groups in laying the ground work for the establishment of supervised playgrounds proved fruitful when their petition to City Council to establish such playgrounds was approved and the Board established on September 14, 1904.[1]

The first Commission which consisted of five members, three men and two women, was subject to the control of the Park Commission, but on February 23 of the following year it gained separate status. The first playground was opened on Violet Street in 1905, and a Superintendent of Playgrounds was employed by the Board. Several additional play areas were acquired and club houses were constructed which were equipped to serve the needs of all ages.

The progress of this first commission was stated in a report by one of the field secretaries of the Playground Association of America to Luther Gulick as follows:

> Los Angeles is at present far ahead of all other cities on the Pacific Coast in playground work. The work which started in 1904 has gone forward rapidly under the direction of a progressive Playground Commission.
> The city appropriated last year $20,000 for maintenance and $20,000 for buildings. An "economy" administration threatens a cut in the appropriation for next year, giving only enough for running expenses. The Commission wants to increase salaries and extend the work.[2]

On July 1, 1925, a new city charter was made effective, and by this time the Department was operating nineteen centers which included nine playgrounds, four swimming pools, five camps, and a municipal men's

---

[1] "Administrative Manual," op. cit., p. 8.

[2] Statement from Memorandum to Luther Gulick, President, Playground Association of America, from Lee F. Hammer after visit to Los Angeles, June 11, 1908.

club.[1] The new city charter gave the five-member recreation commission administrative and policy-making control of the Department and established a tax levy of four cents from each one hundred dollars of assessed valuation for the operation of the Playground and Recreation Department, and also established a levy of seven cents for the operation of the Park Department. In 1937 the charter was further amended and the Playground and Recreation Department's tax allocation was increased from four to six cents.

During the period of the 30's the Playground and Recreation Commission had many special problems, one of which was trying to provide adequate recreation facilities for all sections of the city. The task of the Commission has been summed up by George Hjelte as follows:

> Before the war, while the former Playground and Recreation Department had a city-wide responsibility of providing local playgrounds, public opinion had demanded that they be established principally in the highly congested or in the so-called "underprivileged" sections of the city. However, the war brought home to citizens everywhere a new concept of public recreation as a service needed by all people. Overnight, the City of Los Angeles was called upon to reach out into all sections of the city to provide local recreation service where it had not been provided before.
>
> The great area of the City presented one of the major problems. To this was added the startling growth in population which has brought to this city more than half a million new residents in the past ten years.[2]

One of the highlights in the progress of the playground and recreation movement in the city of Los Angeles was the period beginning in 1947, for it was during this year that there were two important developments which determined the progress and the future course of parks

---

[1] Ibid., p. 9.

[2] Progress Report, 1946-1950, City of Los Angeles Department of Recreation and Parks (Los Angeles: Recreation and Park Department, 1950), p. 4-5.

and recreation. The first of these was the adoption of a bond issue by the citizens of Los Angeles on May 27, 1947, in the amount of $12,078,000 for the expansion of their municipal recreation system. From 1904 to 1947 the city spent less than four million dollars on their existing recreation system,[1] and by the passage of the bond issue in 1947 the city was in better financial condition to advance its recreation progress than it had been for the past forty-three years. The only other previous playground bond issue for the acquisition of areas and facilities was the one approved in 1923 in the amount of $1,500,000. A $1,000,000 bond issue was approved as an unemployment relief measure in 1931, but this issue only provided funds for improvements and did not include provision for acquisition.[2]

The second development of major significance during this year was the merger of the Playground and Recreation Department with the Park Department into one unit known as the Department of Recreation and Parks. Administrative control of the consolidated Department rests under a five-member Board known as the Board of Recreation and Park Commissioners. Appointment to this Board is made by the Mayor with Council approval for overlapping terms of five years. Furthermore, for the support of the new Department the charter provided that the sum of thirteen cents per one hundred dollars of assessed valuation be used for the operation of the Department but monies could also be provided from the general fund. This consolidation has benefited community recreation service in Los Angeles, and from 1947 until the present day, the recreation and park

---

[1]Samuel L. Friedman, "How Los Angeles Obtained Its Biggest Bond Issue For Expansion of the Municipal Recreation System" (Unpublished Report, Recreation and Park Commission, 1950), p. 1.

[2]Ibid.

system has grown until the Department now includes a total of one hundred and twenty-eight parks having a total acreage of 9,604 acres, one hundred and nine recreation centers, thirty-one municipal swimming pools, a municipal bathing beach of eleven miles, five vacation camps for children, youth and families, and a number of special cultural attractions which include the Greek Theater, the Griffith Observatory, the Cabrillo Beach Marine Museum, and other historical and scientific features.

Early Recreation Development in the Los Angeles Area

The significant part which the City of Los Angeles played in the early history of the playground movement in America had its effect upon the growing number of cities which mushroomed around the metropolitan area. Prior to 1900 only ten cities, in addition to Los Angeles, had reached incorporation status in the County, but the movement of population toward the Los Angeles area made for the growth of new and additional communities in the surrounding region, and these urban areas sought to become incorporated. By 1910 twenty-two cities in the county had become incorporated and this figure was increased to thirty-four by 1920. Table 16 further reveals that only two communities became incorporated since 1930.

TABLE 16

PERIODS OF INCORPORATION FOR CITIES IN LOS ANGELES COUNTY

Period	Number of Cities
Before 1900	11
1900 - 1909	11
1910 - 1919	12
1920 - 1929	9
1930 - 1939	2
1940 - 1949	0
1950 - 1954	0
Total	45

As the cities gained legal status and the population continued to grow, the need for playgrounds, recreation programs, and park areas became evident to civic and community leaders. Social problems arising from the cities' growth focused attention upon the need for play and wholesome recreational outlets, and community leaders and civic-minded organizations led the way to the awakening of city officials to the importance of establishing official recreation commissions or departments patterned after the City of Los Angeles.[1] The organizations which played a major role in forcing public acceptance of the playground and recreation movements were the Parent-Teacher Associations in the individual cities.

The growth of independent municipal and school recreation programs in the region was the result of the vision of organized groups and community leaders, and also it was the culmination of a combination of ideas and developments which were brought about by the growth of cities, the recognition of the need for social and welfare planning, and the growing concept of the importance of play in education.

The events leading toward the establishment of organized recreation and park programs can best be shown by the following data indicating the chronological history of major recreation developments in the Los Angeles area:

1889 Park Department established in City of Los Angeles.
1898 Acquisition of Griffith Park by City of Los Angeles; Park Service established in Whittier.
1904 Board of Playground Commissioners appointed in Los Angeles.
1910 Park Department established in Pomona.
1911 Appointment of County Board of Forestry by Board of Supervisors.

---

[1] Statement by George W. Braden, early recreation pioneer and Western Representative for the National Recreation Association, personal interview, December 12, 1953.

1912 Park Department established in Pasadena.
1914 Playground service inaugurated for elementary school children in Los Angeles city schools.
1920 Covina and Sierra Madre established Park Departments.
1925 Recreation Program established in Alhambra.
1926 Glendale conducted first park and recreation service.
1927 Beverly Hills and Burbank organized Park Departments with limited recreation service.
1929 First coordinated recreation-school program inaugurated in Long Beach.
1935 Inglewood created Recreation Commission.
1936 First recreation programs conducted in Gardena and Torrance.
1938 Establishment of recreation service in El Segundo.
1939 Department of Parks established for County of Los Angeles; Department of Recreation established in Pasadena.
1940 Culver City created Recreation Department.
1942 Recreation service started in Manhattan Beach.
1944 Department of Recreation Camps and Playgrounds merged with Park Department into new Department of Parks and Recreation for Los Angeles County.
1945 Glendora, Huntington Park and South Gate organized Recreation Commissions.
1946 El Monte, Lynwood and Santa Monica began recreation service.
1947 Arcadia, Claremont, and Redondo Beach established recreation service; Playground and Recreation Department and Park Department merged into Recreation and Park Department in City of Los Angeles; bond issue totaling $1,078,000 adopted by citizens.
1948 Recreation Commission established in Pasadena.
1949 San Gabriel and Hermosa Beach established recreation service.
1950 Bell and Compton organized recreation departments.
1951 Avalon and San Fernando provided recreation service.
1952 Recreation program added to park function in Montebello.
1953 Recreation and Park Department organized in Monterey; park and recreation service started in Azusa.

The rapid increase in the development of community recreation programs and the establishment of recreation (and park) commissions signifies the acceptance of public recreation by the people in the Los Angeles area. By the end of 1953 all forty-five incorporated cities in Los Angeles County made provision for year-round recreation service with the exception of seven, namely, Bell, Covina, Hawthorne, Palos Verdes, Signal Hill, Vernon, and West Covina. However, of these seven only Vernon and Signal Hill provided no recreation service. Furthermore, all cities which carried on a year-round recreation service had advisory or policy-making

boards or commissions with the exception of Beverly Hills and Montebello. Moreover, all cities which provided either part-time or full-time service had established commissions with the exception of the two already mentioned and Palos Verdes, Covina, Hawthorne, Signal Hill, and Vernon. Thus, in spite of the rigid limitations put upon departmental operation during World War II in the construction of new areas and facilities, the public recreation movement in the Los Angeles region has rapidly expanded and is continuing to expand.

CHAPTER V

THE USE OF SCHOOLS FOR PUBLIC RECREATION

The role that schools have played in providing play and recreational opportunities for communities through the use of the educational plant and facilities has been of major importance in the recreation movement. The closeness of schools to the people of their community, the type of facilities, and the recognition of the need for school-community relationships have been factors in gaining acceptance of the principle that schools should be planned and used for recreation purposes.

Historical Development

The use of schools for public recreation purposes had its early beginnings at the close of the nineteenth century.[1] In the 90's the schools were more concerned with the three "R's" than with recreation or play, and the leaders in education during this period who urged play as a necessity for children had more effect upon social reform than on general school practice.[2] Regardless of the general negative attitude on the part of most educators toward the use of schools for community recreation services, some progress was made. In 1900 several states had passed general legislation permitting school buildings to be used as

---

[1]George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Book Co., 1940), p. 65.

[2]Elizabeth Halsey, Development of Public Recreation in Metropolitan Chicago (Chicago: Chicago Recreation Commission, 1940), p. 38.

civic or social centers, but the provisions were often indefinite and the use of school buildings for recreation at this time was meager and sporadic.[1]

As the play movement gained momentum, the attitude of educators toward the use of the educational plant for purposes other than classroom work began to change. Several schools in New York City were opened in 1898 under leadership for evening recreation programs, and the number was increased, until in 1907, twenty-six schools were being used for recreation programs in that city.[2]

The movement for the wider use of schools for recreation purposes received its greatest impetus in 1907 when Rochester, New York, appropriated money to establish a school center demonstration. This demonstration was an attempt to establish a civic center in the schoolhouse for the purpose of encouraging better citizenship and training for democracy.[3] This experiment encouraged and stimulated other cities to make wider use of their school facilities and plants for community recreation, and some states passed legislation which in effect declared that the school was a civic center. Wisconsin was one of the early leaders in this movement when in 1911 it passed legislation authorizing education authorities to levy a tax of two-tenths mill for community recreation. As a result of this legislation Milwaukee established its well-known school recreation center program which has since become

---

[1]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 5.

[2]Butler, op. cit.

[3]George Hjelte, The Administration of Public Recreation (New York: The MacMillan Company, 1940), p. 78

nationally known.[1]

The movement to make schools available for leisure time use and the changing attitude of school authorities concerning their responsibility for play and recreation have been due to a number of factors. One of the first was the evident economy of using the school building and facilities full time rather than duplicating this use by the construction of a separate recreation center.[2] Second, the schoolhouse was brought into use for community service during World War I, and this practice established a pattern for general use of the school plant. Third, the National Education Association in 1918 issued a report on the cardinal principles of secondary education in which it listed health and worthy use of leisure time as two of the "seven cardinal principles" of education. A statement taken from these principles emphasized the need for the schools to guide the leisure pursuits of youth:

> The school has failed to organize and direct the social activities of young people as it should. One of the surest ways in which to prepare pupils worthily to utilize leisure in adult life is by guiding and directing their use of leisure in youth. The school should, therefore, see that adequate recreation is provided both within the school and by other proper agencies in the community. The school, however, has a unique opportunity in this field because it includes in its membership representatives from all classes of society and consequently is able through social relationships to establish bonds of friendship and common understanding that cannot be furnished by other agencies. Moreover, the school can so organize recreational activities that they will contribute simultaneously to other ends of education, as in the case of the school pageant or festival.[3]

---

[1] Butler, op. cit.

[2] Halsey, op. cit.

[3] National Education Association, Cardinal Principles of Secondary Education, Bulletin No. 35 (Washington: Government Printing Office, 1918), p. 15.

These principles influenced school authorities to include activities of recreational significance in the curriculum. Fourth, the evolution of broader thinking in education, in which emphasis was placed upon the development of the child, further stressed the need of the school to develop extra-curricular activities. Fifth, the trend toward urban living and changing family patterns placed more responsibility upon the school for supervision of the child as well as increased responsibility for recreation supervision. Sixth, school authorities stressed the development of the child's total personality as one of its major goals, and this emphasis has given acceptance to education for leisure and acceptance of the belief that the development and maturity of the individual can only be achieved by giving attention to a person's leisure and recreation needs.

These influences have been a factor in bringing about better understanding on the part of school authorities of their responsibility for making wider use of school facilities in the administration of community recreation programs. Although the school is not primarily a recreation agency, its basic purpose is to provide an education which includes the development of the individual mentally, emotionally, morally, socially, and physically as a fit member of a democratic society.[1]

Today the public school buildings and their many facilities are almost universally used for community recreation as well as for formal education.[2] A recent report shows that 965 cities make use of schools

---

[1]California State Department of Education, "The Schools and Community Organization for Recreation" (Sacramento: Bureau of Health Education, Physical Education, and Recreation, 1953), p. 2.

[2]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 5.

for recreation purposes and that 5,575 indoor school recreation centers are now in operation in the country.[1]

Use of School Properties

School areas and facilities in Los Angeles County represent a major capital investment, and modern needs point to the urgency of using these facilities for recreation program planning. Although joint planning and use of facilities by municipal and school authorities have been accomplished in some instances, this move is a recent innovation; and the present trend for the cooperative use of school plant and property has evolved as a result of several historical steps. These are:

1. The period of original requests by municipal recreation departments for use of school facilities at which time limited use was allowed by school boards to test reliability of municipally employed leadership.
2. The use of school faculty personnel as paid leaders or supervisors of programs conducted by municipal recreation departments on school properties.
3. The drawing up of written agreements between school boards and city recreation authorities.
4. The payment of compensation to school janitors for additional work involved in community use of schools.
5. The interpretation to the school board of its responsibilities regarding community use of schools.
6. The inclusion of school board representatives on city recreation boards.
7. The joint planning of school building programs with other community recreation agencies.[2]

Since many educators have accepted the need for extending the role of schools into the leisure hours of their students and also for relating their schools to community recreation needs, there now exists a better spirit of cooperation between school and recreation authorities.

School facilities are the only public facilities distributed

---

[1] Ibid., p. 17.

[2] "The Schools and Community Organization for Recreation," op. cit., p. 3.

widely over the Los Angeles area, and the schools are the largest youth serving agencies in the community.[1] Inasmuch as it is to the interest of the public and the taxpayers to utilize these facilities, the independent governing authorities of municipal and county government in Los Angles County have established cooperative agreements wherein school facilities are used to advantage.

Legal Provisions For Recreational Use of Schools

There are a number of laws which permit the county and cities to use school buildings and grounds for park and recreation purposes. The Education Code specifically authorizes cities, counties, and certain park districts to cooperate with school districts for the purpose of organizing, promoting, and conducting programs of community recreation such as will contribute to the attainment of general educational and recreational objectives for children and adults of the state.[2] The school districts are further authorized to contribute for such purpose, the use of their buildings, grounds, and equipment, whenever their use will not interfere with the purpose of the public school system.[3]

The Education Code specifically defines the privileges and opportunities which exist for legal participation in school and community recreation programs, in the Civic Center Act,[4] the Community Recreation

---

[1] Community Surveys Associated, Recreation for Everybody, a Community Plan for Recreation and Youth Service for Los Angeles (Los Angeles: Welfare Council of Los Angeles, January 1, 1946), p. 87.

[2] California Education Code, chapter 4, division 12, section 24401.

[3] Ibid., section 24408.

[4] Ibid., chapter 9, division 9, articles 1-2, sections 19401-19441.

Enabling Law,[1] and provisions of the Education Code which allow a five cent tax rate per one hundred dollars of the assessed valuation on property within the district above the educational tax limit.[2]

The latest provision of the Education Code, which permits school districts to raise an additional tax, not to exceed five cents, for community service and recreation purposes, was enacted by the state legislature in 1951. Through this enactment, it has been possible for school districts with limited resources to finance and conduct a community service program.[3] Moreover, as a result of this tax, the total allocation for community services and capital outlay for recreation by fifty-five school districts in Los Angeles County totals $2,411,632 for the school year 1953-54.[4] Thus, school districts are now able to finance their own programs and school authorities have taken more interest in community recreation. The stabilization of program financing has also resulted in greater security and continuity of recreation service.

This legislation has not only given impetus to independent school districts to conduct their own community service and recreation programs, but it also provides for the use of school facilities by municipal authorities through contractual agreement.[5]

---

[1]Ibid., chapter 4, division 12, sections 24401-24441.

[2]Ibid., chapter 10, division 3, article 3, sections 6357.2.

[3]California Department of Education, Recreation Research Project, Bulletin No. 38, (Sacramento: Bureau of Health Education, Physical Education, and Recreation, January, 1954), p. 3.

[4]Ibid., pp. 11-12.

[5]California State Department of Education, Joint Contractual Agreement for Recreation, Bulletin No. 36 (Sacramento: Bureau of Health Education, Physical Education, and Recreation, August, 1953), p. 3.

Contractual Agreements

A number of contractual agreements have been placed into effect between school districts and municipal and county authorities for joint use of school areas and facilities. Those cities which have effected contracts or agreements are El Monte, Los Angeles, South Gate, Compton, Santa Monica, Long Beach, Inglewood, and Pasadena. Los Angeles County also makes use of this method.

El Monte.--A contractual agreement exists between the City of El Monte and the El Monte Elementary High School District for the joint use of a new community-school swimming pool. This pool, constructed at a cost of $260,000, was built on city property adjacent to the High School; and the construction cost, which was financed by a temporary bond issue, is to be refunded by the city from receipts of a half cent sales tax, and rent paid by the High School District at a rate of fifty dollars per day for 180 days.

The District also has a contractual agreement with the Los Angeles County Department of Parks and Recreation in which the County furnishes year-round play leadership, and the District furnishes equipment, materials, supplies, and maintenance of areas and facilities.[1]

Los Angeles.--The Los Angeles Board of Education and the City Department of Recreation and Parks have an agreement whereby municipal swimming pools are made available to school classes for swimming instruction for approximately a month's period prior to the closing of the school year and a month's period at the opening of school. This agreement provides that the schools be charged for the cost of maintenance during the period when the pools would normally be closed.

---

[1] Ibid., p. 4.

An agreement between the Department of Recreation and Parks and the Board of Education has also been made whereby each participates in the cost of construction of a swimming pool to be built on park land adjacent to Harbor Junior College. The pool, after construction, is to be operated by the Department of Recreation and Parks, but the cost of operation is to be shared by the Board of Education in proportion to the amount of use given it by the Junior College and the other public schools of the area during the school year. The Board of Education has agreed to share in the cost in an amount not to exceed $150,000, and the city is to pay the balance of approximately $200,000.[1]

South Gate.—A contractual agreement for the joint use and maintenance of the South Gate swim stadium has been in effect since 1952 between the Los Angeles Board of Education and the City of South Gate. This agreement covers the use of the pool by the schools in late spring and early fall. The contract further specifies that the School Board is to pay to the city for its use the sum of $40.00 per school day, and the city is to provide all maintenance, utilities, sanitation, and the services of one lifeguard.[2]

Compton.—An agreement was entered into between the Compton Elementary School District and the city whereby the School District leased to the city 3.8 acres of land at the Colin P. Kelly Elementary School. This area has been developed into a neighborhood park with equipment, facilities, and full maintenance provided by the city. The success of this cooperative plan has resulted in the execution of an additional

---

[1]Statement by William Frederickson, Jr., Superintendent of Recreation, Los Angeles, personal interview, October 28, 1953.

[2]Statement by Burt Anderson, Superintendent of Parks and Recreation, South Gate, personal interview, November 4, 1953.

agreement for a second school-community park.[1]

Santa Monica.--The Santa Monica School District and the City of Santa Monica have entered into two contractual agreements, the first of which pertains to the improvement of certain school facilities which are used by the city for recreation purposes and the second pertains to the operation of a city swimming pool which has been constructed on the school district property. In this second agreement the school district and the city apportion the cost of operating a city swimming pool located at the Santa Monica Junior College on the basis of the amount of use made of the pool by the Santa Monica High School District and the city. The city provides utilities, the cost of fire insurance, and its proportionate cost of maintenance, equipment, and leadership.[2]

Long Beach.--Community recreation in Long Beach is administered under a joint city-school relationship. This dual relationship is founded upon a city charter enactment for the administration of recreation. Thus, agreement on the development, construction, and maintenance of all recreation buildings and grounds for both city and schools is provided through a coordinated administrative organization.[3]

Inglewood.--A contractual agreement exists between the Inglewood public schools and the city with respect to the use by the city of elementary, junior and senior high school properties. The city is also negotiating for an agreement to develop neighborhood park areas on elemen-

---

[1] Joint Contractual Agreement For Recreation, op. cit., p. 5.

[2] Statement by Leonard Bright, Superintendent of Recreation, Santa Monica, personal interview, November 2, 1954.

[3] Statement by Walter L. Scott, Director Municipal and School Recreation, Long Beach, personal interview, November 6, 1953.

tary school sites.[1]

Pasadena.--The Pasadena School District has two contractual agreements, one with the City of Pasadena and one with Los Angeles County. The first specifies the responsibility of the city and schools for the joint operation of a community recreation program. The Board of Education employs the Director of Recreation, and the city gives its proportionate share of the cost of the program to the recreation fund of the school district. Equipment and facilities are jointly used, and the responsibility for the administration of the program rests with the Superintendent of Schools through an Advisory Recreation Commission.

The second agreement involves the giving of funds by the Los Angeles County Parks and Recreation Department to the school district in order that recreation programs and services may be planned for those areas of the County which are served by the school district.[2]

Los Angeles County.--Within Los Angeles County there exists 131 independent school districts.[3] To make use of these vast school facilities, the County provides for two types of agreements pertaining to cooperation between its Park and Recreation Department and the districts. One concerns the actual allocation of funds to school districts and the other concerns the mutual use of recreation areas and facilities owned by the County and the school districts.[4]

---

[1]Statement by Ray Goates, Director Parks and Recreation, Inglewood, personal interview, November 13, 1953.

[2]Statement by E.E. Bignell, Director of Recreation, Board of Education, Pasadena, personal interview, November 16, 1953.

[3]Information secured from Los Angeles County Board of Education.

[4]Statement by B. Paul Gruendyke, Director, Department of Parks and Recreation, Los Angeles County, personal interview, November 17, 1953.

The Department has joint contractual agreements with sixty-one districts to provide a supervised recreation program under professional leadership. In these agreements the schools in most instances provide the facility, the equipment and supplies, and the County is responsible for providing salaries for leadership. At the present time 418 play leaders are being used at 197 schools in 61 school districts, and the annual salaries for these play leaders total $225,394. Although programs are provided at 197 school locations only 35 of these schools are located in incorporated cities.[1]

Summary

School areas, buildings, and other educational facilities are used extensively for recreation in Los Angeles County. Although there are differences of opinion by educators as to the responsibility which public education should play in administering and financing a community recreation program, there is agreement that school district facilities should be planned and used in meeting the recreation needs of a community; and further, there is agreement that schools have an obligation to cooperate with public and private agencies which serve the needs of youth, by giving to these agencies the maximum use of the school plant in keeping with educational policy.

Although the use of legal contractual agreements is gaining favor between county, city, and school authorities for joint use of facilities and areas, there exists other instances where informal agreements serve the same purpose. In every city where a year-round recreation program is now being conducted, school facilities are being made available to some extent.

---

[1] Ibid.

PART II

LOCAL RECREATION: ITS ADMINISTRATION AND FACILITY STRUCTURE

Public recreation (and park) agencies are highly organized. Their organization is not haphazard; it is based on the functions which must be carried out in providing recreation opportunities for people in a municipality. Present patterns of organization for the administration of local recreation are discussed in Chapter VI, while in Chapter VII the procedures or methods of financing local recreation programs and facilities are analyzed.

Existent integrating forces attempt to inter-relate and coordinate the private and public agencies concerned with youth services, recreation, and park problems for the purpose of effecting common goals (Chapter VIII). These goals determine in large measure the type of properties required for parks and recreation serving local needs, which needs are determined only after careful community planning is given to the physical and social structure of neighborhoods and communities (Chapter IX).

The forms of recreational activity in which people engage in their neighborhood or community is dependent upon the number and type of areas and facilities available (Chapter X); and some of the reasons why park and recreation properties have been acquired and developed have been due to the increased land and property values which result as a consequence (Chapter XI).

CHAPTER VI

LOCAL ORGANIZATION AND ADMINISTRATION

A successful community recreation program depends to some extent upon its administrative organization. Many patterns have been developed by the local governments in Los Angeles County to meet their recreation service responsibility, and although no one standardized form for local administration has evolved, all the cities have used common methods and principles of community organization in developing their administrative machinery for serving the park and recreation needs of the people. Moreover, the smooth operation of a recreation organization is dependent upon the efficient internal organization of the agency. Thus, the form of managing authority and the internal administrative structure of local recreation (and park) departments are considered as an integral unit.

Managing Authority

No one ideal plan for administrative organization can be forthcoming when each city in Los Angeles County has such varied and different political, social, and economic conditions. As a result, the patterns that have evolved for the administration of local recreation service have followed a number of different forms which are: (1) recreation administration as a separate function, (2) recreation administration in conjunction with park service, (3) recreation administration in conjunction with school service, and (4) recreation administered under other municipal departments or agencies.

Recreation Administration As a Separate Function of Local Government

A number of cities in the County administer their recreation programs as a separate function of local government, and many recreation authorities believe that this is the best method of administering this service. This form does have the advantage of placing community recreation programming and problems under one separate department which is charged only with this responsibility. The chief weakness is that the department has no authority over the use and control of municipal parks and school areas except as is provided through representation on the recreation commission or board which acts as an advisory or policy making body for the department.[1]

There have been many arguments pro and con concerning the advisability of administering recreation as a separate function of government. The advantages are as follows: "specialization, greater recognition on the part of people and government, and consequently, more adequate budgets, more likelihood of qualified leadership, and more comprehensively and efficiently planned and organized programs."[2] The principle disadvantage is the tendency to separate parks from recreation when both have similar functions.

The trend nationally has been to establish this type of agency, and the Recreation and Park Year Book for 1950 reports that authorities which administer recreation as a distinct and separate function are the most numerous.[3] A comparison of managing authorities is given in Table 17

---

[1]George Hjelte, The Administration of Public Recreation (New York: The MacMillan Company, 1940), p. 61.

[2]Wilbur C. Hallenbeck, American Urban Communities (New York: Harper and Bros., 1951), p. 472.

[3]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 19.

which shows that 702 departments, or 38 percent of the reporting public agencies in the country, administer their recreation program under this form. This table further shows that in Los Angeles County, twenty-two cities of the fifty-three providing local recreation service, or 42 percent, have independent recreation departments or administer recreation as a separate function of government.

TABLE 17

COMPARISON OF MANAGING AUTHORITIES
FOR MUNICIPAL RECREATION SERVICE

Type of Managing Authority	Number of Authorities			
	United States		Los Angeles County	
	Total	With Year Round Leadership	Total	With Year Round Leadership
1. Authority Administering Recreation As a Separate Function	702	420	22	20
2. Authority Administering Recreation In Conjunction With Park Services	532	187	18	16
3. Authority Administering Recreation In Conjunction With School Services	287	32	13	13
4. Other Municipal Authority Administering Recreation Services	303	41	—	—
Totals	1824	680	53	49

Furthermore, Table 18 lists those cities in Los Angeles County which administer their recreation program under this form, and all cities have either an advisory or policy making commission or board, with the

exception of Beverly Hills and Palos Verdes. A summary of the number of managing authorities for recreation and parks in Los Angeles County, with a comparison of the number of the types of authorities in other parts of the country is shown in Table 17.

TABLE 18

RECREATION DEPARTMENTS IN LOS ANGELES COUNTY*

City	Population 1953	Governing Body		Type of Service	
		Type	No. of Members	Part-time	Year-Round
Azusa	14,477	Advisory Rec. Comm.	7		x
Beverly Hills	30,244	. . . . .	. .		x
Claremont	8,286	Advisory Rec. Comm.	7		x
Culver City	29,171	Advisory Rec. Comm.	7		x
El Segundo	10,583	Advisory Commission	5		x
Gardena	18,518	Advisory Rec. Comm.	5		x
Glendora	5,917	Advisory Rec. Comm.	5		x
Huntington Park	30,199	Advisory Commission	7		x
La Verne	5,703	Advisory Commission	8	x	
Long Beach	273,719	Policy Rec. Comm.	9		x
Lynwood	28,649	Advisory Rec. Comm.	5		x
Manhattan Beach	27,188	Advisory Commission	7		x
Palos Verdes	3,963	. . . . .	. .	x	
Pasadena	113,777	Advisory Commission	7		x
Pomona	44,549	Advisory Parks and Rec. Commission	5		x
Redondo Beach	36,191	Advisory Rec. and Parks Commission	10		x
San Marino	12,788	Advisory Rec. Comm.	5		x
Santa Monica	73,865	Advisory Rec. Comm.	7		x
Sierra Madre	8,263	Advisory Rec. Comm.	5		x
South Pasadena	18,630	Advisory Rec. Comm.	5		x
Torrance	42,189	Advisory Rec. Comm.	7		x
Whittier	31,625	Advisory Parks and Rec. Commission	7		x

*Data secured through questionnaire.

Recreation Administration In Conjunction With Park Service

Some local authorities throughout the country meet their responsibility for providing recreation service by establishing a Bureau or

Division of Recreation under a separate Department of Parks. Under this form of organization, recreation programs and activities tend to be subordinate to park functions or maintenance, and in some cases the use of facilities and the development of programs are of secondary importance. The work of the Park Department involves a wide variety of functions and first consideration is generally given to engineering and maintenance problems. Thus, the contention is sometimes made that the human use of facilities is neglected.[1]

The method of administrative organization where the recreation service is provided by a division or bureau under a separate department of parks does not exist in Los Angeles County, and it is seldom used by cities in California. Where a separate park department exists in the county, there also exists a separate recreation department with the exception of Covina, El Monte, Hawthorne, and Signal Hill. Therefore, with these exceptions, separate park departments operate in the same cities as listed in Table 18.

Many cities in the County have established park and recreation departments in which the park function is added to that of recreation. This has been done to overcome some of the weaknesses of administering recreation as a separate and distinct function. The principal advantage of this plan has been stated as follows:

> It consolidates all municipal recreation under one department and avoids the often present controversy between parks and recreation. It thus offers an opportunity for the development of a more comprehensive and at the same time more diversified program. It encourages the introduction of an activity program in areas which otherwise would be regarded as parks in the strict sense, and aids in the landscape improvement of areas regarded

---

[1]George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Book Company, Inc., 1940), p. 431.

> as playgrounds and athletic fields. It conduces to economical administration and enhances the services of the city in recreation.[1]

This form, where parks are consolidated with recreation under one department, is used by eighteen cities in the County, and these cities are listed, with their managing authority in Table 19. This table also shows that all departments of this type provide year-round service with the exception of Bell and West Covina, and all have either an advisory or policy making commission or board with the exception of Montebello. This plan operates on the basis that all park lands are in actual

TABLE 19

PARK AND RECREATION DEPARTMENTS IN LOS ANGELES COUNTY

City	Population 1953	Governing Body		Type of Service	
		Type	No. of Members	Part-time	Year-Round
Alhambra	53,846	Advisory Commission	7		x
Arcadia	32,016	Advisory Commission	5		x
Avalon	1,432	Advisory Commission	5		x
Bell	16,368	Advisory Park Comm.	7	x	
Burbank	88,890	Advisory Board	5		x
Compton	58,465	Advisory Commission	7		x
Glendale	112,019	Advisory Commission	5		x
Hermosa Beach	14,146	Advisory Rec. Comm.	5		x
Inglewood	50,538	Advisory Commission	7		x
Los Angeles	2,089,189	Policy Board of Rec. and Parks	5		x
Maywood	13,609	Advisory Committee	3		x
Monrovia	24,055	Advisory Commission	5		x
Montebello	24,598	. . .	. .		x
Monterey Park	26,071	Advisory Commission	5		x
San Fernando	14,558	Advisory Commission	7		x
San Gabriel	22,042	Advisory Commission	7		x
South Gate	53,247	Advisory Commission	5		x
West Covina	16,640	Advisory Parks and Rec. Commission	7	x	

fact recreation areas to be used for the enjoyment and relaxation of the people in the County. Furthermore, it coordinates functions and encour-

[1]George Hjelte, The Administration of Public Recreation (New York: The Macmillan Company, 1940), p. 64.

ages cooperative relationships and makes possible the development of a comprehensive park and recreation plan.

Although consolidation of parks with recreation under one authority has the advantage of combining and unifying two major areas which make for economy of operation, the plan provides for no official relationship with school districts or school authorities. However, to overcome this weakness some park and recreation departments in the County have used informal agreements and negotiated contracts with local boards of education for the use of school facilities. These cities which have negotiated contracts with schools are listed in Chapter V, page 71. Furthermore, these departments have invited cooperative relationships with schools and other agencies, and some commissions and boards have attempted to secure school representation upon their commissions or boards, and these members have acted as coordinators to some extent for the joint use of facilities.

Recreation Administration In Conjunction With School Services

A form of administrative organization for recreation service which is used to a lesser extent in Los Angeles County as well as in other parts of the country is that of providing recreation services under school administration. Many educators advocate that the board of education should be the administrative authority for community recreation.[1] Schools are not primarily a park or recreation agency, and this has tended to discourage the use of this form by municipal authorities in Los Angeles County.

---

[1]California State Department of Education, "The Schools and Community Organization for Recreation," (Sacramento: Bureau of Health Education, Physical Education, and Recreation, 1953), p. 1.

The major function of the schools with respect to leisure and recreation has been stated in a recent California State publication. These functions are listed as follows:

1. Educating children in the worthy use of leisure; developing attitudes toward leisure and training in recreation skills.
2. Providing opportunity for and leadership in the practice of recreation skills during free periods and after school hours.
3. Offering adult education opportunities as an extension of formal and informal education.
4. Making available school areas and facilities for community recreation use, including use by self-organized groups and private agencies.
5. Participating in area and facility planning with other public bodies such as park, recreation and library boards so as to assure maximum use and accessibility of public properties for recreation of all the people.
6. Serving community recreation needs through a program administered by the school, or preferably in joint operation with other local governing bodies such as recreation boards.
7. Participating in community recreation advisory councils and providing leadership resources for such groups.
8. Providing professional stimulation in community organization for recreation and trained personnel for research, surveys and studies.[1]

Local boards of education have been given in some areas of Los Angeles County a major responsibility for the conduct of public recreation service. Long Beach and Pasadena are the only two cities which follow this pattern. In these communities the schools coordinate their recreation efforts by combining their program with that of the city through legal enactment.

There are still other districts which operate their own independent recreation program as a part of their education responsibility, and these programs are independent of recreation opportunities offered by the public agencies in the city or county. School districts within the county which operate their own separate program are: Burbank, Compton, El Monte, Glendale, Glendora, Los Angeles, Manhattan Beach, Mountain View, Monte-

---

[1] Ibid.

bello, Santa Monica, and Whittier.[1]

There are still other communities where the schools coordinate their recreation efforts with that of the public recreation authority, through formal agreement where school facilities and equipment are made available to municipal departments; and in some instances, the local school authorities contribute to the salary of the municipal recreation director or make other major contributions to the program. Under this system the schools contribute to the recreation program, although they are not the major agency in administering it. Communities in which this pattern is followed are: Avalon, Claremont, El Segundo, Sierra Madre, South Pasadena, Beverly Hills, Lynwood, Monrovia, Pomona, San Gabriel, Alhambra, and Monterey Park.[2]

Advocates of schools as a major recreation authority in a community believe that school facilities can best be used for recreation purposes only if the board of education has administrative control. It has proved possible in the County to effect coordination of schools and municipal recreation without making the board of education the administrative authority. This has been done through contractual agreements and other methods which are fully explained in Chapter V.

Administrative organization in Long Beach and Pasadena where the board of education has been made the recreation authority has grown out of the local community situation where liberal understanding existed on the part of school administrators and board members as to their responsibility for this phase of community development.

---

[1] Interviews with local recreation officials.

[2] Statement by Ferdinand Bahr, Recreation Specialist for Southern Counties, California Recreation Commission, February 16, 1954.

The conditions under which schools have been ready to accept their recreation responsibility have been dependent upon a number of the following points:

1. Availability of a progressive type of leadership within the educational administration.
2. Availability of proper financial means to support school participation.
3. Presence of adequate legal provisions which are broad enough to permit educational systems to enter into legal and cooperative agreements with other recreation authorities.
4. Intensity of community demand for the school to become active in community recreation.
5. Quantity and quality of professionally trained school personnel competent to function in community recreation.[1]

Educational authorities in the County who have accepted these points have made possible excellent coordinated programs between municipal and school authorities.

Although the Educational Policies Commission predicts "the ultimate unification of all public educational activities in communities of appropriate size under the leadership of a public education authority,"[2] it is unlikely that education authorities will seek the responsibility of meeting the total recreation needs of a community. The responsibilities of schools to public recreation are: "first, to take its place as a potent, but not sole, recreation force in the community; and, second, to support provision for adequate leisure opportunities in the community as an extension of education for leisure in order to provide for the services that will assure means of practicing recreation skills in daily life."[3]

---

[1] California State Department of Education, op. cit., p. 7.

[2] National Education Association, Social Services and the Schools (Washington: Education Policies Commission, 1939), p. 54.

[3] California State Department of Education, op. cit., p. 8.

In a nation-wide study, as shown in Table 17, it was reported that authorities administering a recreation program in conjunction with school service totaled 287 agencies, or slightly less than one-sixth of the public agencies reporting. The number of school districts in the County which administer a program total 13 or 24 percent of the number of departments giving a recreation service. However, in some of the communities where the school districts have their own independent recreation department, the city also carries on a recreation program under municipal auspices. Those cities which carry on dual programs are Burbank, Compton, El Monte, Glendale, Los Angeles, Manhattan Beach, Santa Monica, and Whittier.

Recreation Administered Under Other Municipal Departments Or Agencies

A number of less clearly defined plans exist for providing community recreation service. These plans attempt to have an existing department or agency in the community provide this service on a full-time or part-time basis. These plans are prevalent when recreation departments are in the process of organizing for the first time. Those cities in the county which operate in this way are Hawthorne and Maywood. In Hawthorne a limited recreation program is conducted for youth under a Youth Center Association, while in Maywood a limited park and recreation program operates under the Municipal Street Department.

Internal Organization

The internal organization of a department of recreation (and parks) determines the manner in which a program operates, and the form of this organization is usually determined by the recreation (and park) executive. In some instances, local legislation will specify that the

department be administered under an advisory or policy making board or commission, and the powers given a board or commission will sometimes modify departmental structure.

Boards and Commissions

The appointment of boards and commissions whereby a group of citizens serve as a body to assist the administrator of the department as well as the city council, has contributed to the effectiveness of park and recreation service. Boards and commissions are of two types: (1) legal or policy making, and (2) advisory. In the former, the board is responsible for determining general policy of the department and has full responsibility for operation and can be used in California only in chartered cities. Advisory boards have no direct authority and act in an advisory capacity to the recreation executive and city council.

The use of such boards and commissions is prevalent throughout the country. A study shows that 1,145 of the 1,322 separate recreation and park authorities reporting in a national survey, operate under such bodies.[1] The findings of this study also show that two out of three of these boards are of the policy making type, but this is not true in Los Angeles County, where only two departments, namely, Long Beach and Los Angeles, out of a total of thirty-eight, have such policy making authority. The remaining thirty-six are advisory, as is shown in Tables 18 and 19. These tables also show that only two cities, Vernon and Signal Hill, in Los Angeles County provide no recreation service, and only two cities which provide year-round service do not have an official recreation commission or board, namely, Montebello and Beverly Hills.

---

[1]National Recreation Association, Recreation and Park Year Book, 1950, (New York: National Recreation Association, 1950), p. 10.

The functions and powers of boards and commissions vary, but in most instances in Los Angeles County they act in an advisory capacity. They are appointed by the mayor with city council approval and serve for overlapping periods of from three to five years. Boards of five members are most numerous in the County as is shown in Table 19, although many have seven members. In the appointment of the board or commission the mayor and city council usually attempt to choose members who have manifested an interest in local parks and recreation and those who represent the best recreational interests in the community. Unfortunately, in some instances political consideration is given in making the appointment.

Provisions which have been used as a basis for the establishment of recreation (and park) commissions or boards are stated in a sample ordinance which has received the approval of the League of California Cities. These provisions are as follows:

> There is hereby created a Recreation (and Park) Commission consisting of five members, both men and women. The Recreation (and Park) Commission members shall be appointed as follows:
>
> a. _____ members to be recommended by Mayor for appointment by the City Council;
>
> b. _____ members to be recommended by the High School District Board of Trustees for appointment by the City Council;
>
> c. _____ members to be recommended by the _____ Elementary School District Board of Trustees for appointment by the City Council;
>
> d. ex-officio members, without vote, may be appointed as follows: Superintendent of the _____ High School District; Superintendent of the _____ Elementary School District; a representative of the City Planning Commission; and the City Manager or Administrator.
>
> Members of the Commission shall serve for a period of three years. The first Commission to be appointed shall at its first meeting so classify its members by lot that _____ shall serve for one year; _____ shall serve for two years; and _____ shall serve for three years. At the expiration of each of the terms so provided for, a successor shall be appointed by the City Council for a term of three years.
>
> To aid the City Council in selecting members for appointment, it shall be the duty of the Recreation (and Park) Commission to suggest

qualified and interested persons eligible for appointment for each vacancy to be filled.

Vacancies in said Commission occurring otherwise than by expiration of term shall be filled in the manner herein set forth for the unexpired term of the commissioner leaving the Commission.[1]

The duties and responsibilities of the Recreation (and Park) Commission are also stated in this sample ordinance, and are listed as follows:

1. Act in an advisory capacity to the City Council, the Boards of Trustees of the School Districts and the Superintendent of Recreation (and Parks) in all matters pertaining to (parks and) public recreation and to cooperate with other governmental agencies and civic groups in the advancement of sound (park and) recreation planning and programming.
2. Formulate policies on recreation services for approval by the City Council.
3. Advise the City Council and the School Boards of Trustees as to the desired qualifications of the recreation (and park) administrator; prepare the job description of the position and recommend the appointment of the administrator to the City Council.
4. Advise with the Superintendent of Recreation (and Parks) on problems of administration, development of recreation areas and facilities and improved recreation services.
5. Develop an understanding and acceptance of standards for organization, personnel, areas and facilities, program and financial support.
6. Inventory recreation services that exist or may be needed and interpret the needs of the public to the City Council and the Superintendent of Recreation (and Parks).
7. Aid in coordinating the recreation services with the programs of other organizations.
8. Make periodic appraisals of the effectiveness of the Superintendent and staff in administering the program.
9. Interpret the Department and its work to the public.
10. Consider all future needs of the community and the Recreation (and Park) Department, and develop a progressive program to meet these needs.
11. Advise the Superintendent of Recreation (and Parks) in the preparation of the annual budget and the long-range recreation capital improvement program.[2]

---

[1]California Recreation Commission, "Sample Ordinance -- Recreation (and Park) Commission" (Sacramento: California Recreation Commission, Dec. 10, 1953), p. 1.

[2]Ibid., p. 3.

Members of commissions, in order to work effectively, establish formalized rules and regulations governing board procedure. They determine the election of their officers, the time of meetings, the order of business, the appointment of committees, and the establishment of rules and regulations relative to budget procedure and other departmental matters.

The Organization of the Department

Municipal recreation (and park) departments in the County follow no uniform system of departmental organization, and all organization plans are designed to secure maximum results from departmental staff. As a department increases in size, problems which arise become more complex and there is a need for departmental organization which prevents overlapping of authority, fixes responsibility, and makes for smooth operation.

The local recreation (and parks) departments have a variety of organizational plans to handle departmental functions, but all departments have a general internal organization pattern as follows: (1) Division of Recreation, (2) Division of Parks or Maintenance, (3) Division of Special Recreation Areas and Facilities, and (4) Division of Administration or Accounting.

Division of Recreation.--A Division of Recreation is used extensively by combined park and recreation departments and it is the unit responsible for the program of activities. The division operates playgrounds, playfields, and recreation centers, and also promotes special city-wide features and events which include athletics, music, and drama. Special activities and services are also given to different age groups, institutions, industries, and other community organizations.

In the larger park and recreation department this division is usually directed by a superintendent of recreation, who in turn directs the work of his professionally trained staff of supervisors. Supervisory positions which are common in the local recreation departments in the county are supervisor of athletics, supervisor of women's and girls' activities, supervisor of playgrounds, supervisor of aquatics, and supervisor of boys' and men's activities.[1]

Division of Parks or Maintenance.--In those recreation departments which function as a single unit with no park authority, there is usually a Division of Construction and Maintenance. In a combined park and recreation department, this unit is usually known as the Division of Parks or Division of Maintenance. This division provides for the maintenance and operation of areas and facilities under the control of the department and prepares plans for improvements on present and new areas. In small recreation departments, these functions are usually performed by the independent park department or the Department of Public Works. Heading this division is a superintendent of parks in the larger cities having a park and recreation department and by a supervisor of maintenance in those medium sized cities where recreation is handled as a single function.

Division of Special Recreation Areas and Facilities.--This division is responsible for the operation and maintenance of special recreation areas and facilities which include golf courses, swimming pools, municipal camps, bathing beaches, and stadiums. In the small department the work of this unit is absorbed in general park functions, while in

---

[1]California Recreation Commission, Standards for Professional Recreation Personnel, Publication No. 5 (Sacramento: California Recreation Commission, 1950), pp. 216-219.

the larger park (or recreation) departments the work of this unit is usually placed on a division level under the direction of the superintendent of recreation or the superintendent of parks.

Division of Administration or Accounting.--The function of keeping and maintaining financial reports and accounts for the department is usually handled by a division of administration or accounting. In the smaller departments the work of this division is minor, and this responsibility is usually given to the stenographer or secretary. Complete financial records are kept in the city auditor's office and are available to each department.

Summary

Public recreation is administered by three types of authorities in Los Angeles County and organizational patterns which have developed are: (1) recreation department or commission independent of school and park department and controlling its own facilities; (2) consolidated recreation and park department with advisory or policy-making commission organized on a functional basis; and (3) coordinated organizational plan which links schools, recreation, and parks in a single program. Variations of this third type include: (a) the recreation department separately constituted from schools, controlling limited facilities of its own but using school facilities; (b) organization where schools conduct their own independent program upon school properties, and the recreation (and park) department conducts other activities on municipal areas, but by informal agreement both cooperate with each other; (c) coordinated recreation program under a recreation commission, constituted in part by representatives from school and municipal government, and by agreement, the existing program makes use of school and city facilities. Variations of

this coordinated pattern exist when school districts contribute financially or otherwise to the independent recreation program.

Municipal recreation (and park) departments in the County follow no uniform system of departmental organization, and all organizational plans are designed to secure maximum results from departmental staff. Moreover, the internal organization of recreation (and park) departments is determined in large measure by the functions to be carried out and the services to be rendered.

CHAPTER VII

FINANCING LOCAL RECREATION

The extent to which recreation (and park) departments may acquire properties, develop programs, and perform other functions depends in large measure upon the amount of monies made available for recreation purposes. The only practical method of financing local recreation for all the people is through taxation,[1] and public authorities have accepted their responsibility to finance community recreation programs from this source.

Source of Funds

Current operating costs of local recreation departments are financed for the most part through appropriations made from the general fund of the city, although some cities provide special tax levies which secure a fixed source of revenue for recreation operation. The extent to which communities use general fund monies is shown in Table 20, although a number of cities provide for a recreation millage tax levy. These levies provide a fixed source of revenue and the amount of the tax, as shown in Table 20, is indicated in terms of the number of cents on each one hundred dollars of assessed valuation. Supplementary appropriations which are authorized in some instances can also be seen in Table 20, but, as a general rule, such appropriations are not commonly granted.

---

[1]George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Book Company, Inc., 1940), p. 460.

TABLE 20

SOURCE OF FUNDS FOR PUBLIC RECREATION AGENCIES
PROVIDING YEAR-ROUND SERVICE

Cities by Population Groups	Population October 1953	Source of Funds 1953-54								
		City			School District		County	Other	Income from Fees
		General Fund	Special Levy Rate	Special Levy Amount	Levy	Amount	Amount	Amount	
1,000 - 5000									
Avalon	1,432	$ 3,650	..	$	..	$	$ 825	$ ...	$ ....
5,000 - 10,000									
Claremont	8,286	6,798	..	....	...	1,000K	2,775	...	....
El Segundo	10,583	18,000	..	....	..	3,600K	...	...	1,500
Glendora	5,917	...	..	....	..	13,000i	...	...	....
Sierra Madre	8,263	1,500	..	....	2½¢	....	596	...	225
10,000 - 20,000									
Azusa	14,477	...	30¢	7,500	..	7,500i	...	...	....
Gardena	18,518	33,223	..	....	..	....	...	8,500[a] 1,500[b]	....
Hermosa Beach	14,146	19,500	..	....	5¢	7,500i	3,550	...	....
Maywood	13,609	13,680	..	....	..	....	...	...	....
San Fernando	14,558	54,970	..	....	..	....	...	200,000[e]	8,000
San Marino	12,788	24,555	..	....	..	....	...	...	....
South Pasadena	18,630	29,445	..	....	..	1,200k	7,234	...	5,000
20,000 - 50,000									
Arcadia	32,016	...	3.7¢	18,725	..	....	3,160	...	2,500
Beverly Hills	30,244	73,500	..	....	..	1,000k	...	...	....
Culver City	29,171	...	5.2¢	28,493	..	....	...	13,650[d] 1,540[c]	6,398
Huntington Park	30,199	49,730	..	....	..	....	...	...	....
Inglewood	50,538	...	..	....	..	....	...	...	....
Lynwood	28,649	27,850	..	....	..	10,000k	15,233	48,000[h]	11,000
Manhattan Beach	27,188	16,495	..	....	..	....	3,000	...	....

TABLE 20-- Continued

Cities by Population Groups	Population October 1953	Source of Funds 1953-54							Income from Fees
		City			School District		County	Other	
		General Fund	Special Levy Rate	Special Levy Amount	Levy	Amount	Amount	Amount	
Monrovia	24,055	$	20¢	$ 74,185	..	$(1,000)i (1,000)k	$ 7,500	$(4,550)e (15,000)	$ 7,960
Montebello	24,598	42,637	1 ..	....	..	....	...	....	21,480
Monterey Park	26,071	9,973	..	....	..	(373)i (1,278)j (933)k	9,233	180,080c	31,250
Pomona	44,549	45,697	..	....	..	(7,059)i (6,371)j	...	....	6,000
Redondo Beach	36,191	....	13¢	47,856	..	....	...	1,966	...
San Gabriel	22,042	47,000	..	....	..	6,000i	7,000	....	...
Torrance	42,189	44 243	..	....	..	4,000k	3,425	....	...
Whittier	31,625	48,031	..	....		....	...	....	...
50,000 - 100,000									
Alhambra	53,846	36,823	18¢	159,391	..	....	11,742	....	...
Burbank	88,890	....	29¢	400,487	..	....	...	80,000c	32,500
Compton	58,465	....	20¢	95,000	..	....	...	9,000c	7,325
Santa Monica	73,865	....	22½¢	273,000	..	....	75,000	(2,000)f (9,000)	28,275
South Gate	53,247	176,982	..	....	..	....	...	....	42,000
Over 100,000									
Glendale	112,019	....	15¢	217,087	...	....	...	(66,370)c (195,413)g	48,405
Long Beach	273,719	....	14½¢	725,837	..	174,328k	38,826	(56,155)f	56,155
Los Angeles	2,089,189	2,750,000	13¢	3,797,266	..	....	...	(14,000)c 145,532c	1,787,500

a - Capital Outlay Fund
b - Advisory Council
c - Accumulated Balance
d - Sales Tax
e - Bond Issue
f - Delinquent Taxes
g - General Reserve
h - Levy on Water Bills
i - Elementary School District
j - High School District
k - Unified School District

The only two cities which receive funds through a levy and supplementary appropriations from the general fund are Alhambra and Los Angeles.

A number of cities in the County supplement their recreation (and park) budget through income from fees and charges, and during the last two decades recreation authorities have used this method of supplementing tax appropriations as a possible source of revenue and as a means of financing certain types of recreation activity.[1] Table 20 shows that a number of cities use this method as a source of funds, the most outstanding example being the city of Los Angeles which receives $1,787,500 from fees and charges in the year 1953-54.

The methods used for financing local recreation by the cities in Los Angeles County are similar to those in other parts of the Country. A recent national survey of local recreation and park departments shows that more than 90 percent of the total money budgeted for recreation and parks come from tax levies, appropriations, bond issues, and other public sources, and that less than 4 percent was received from private sources.[2] Income from fees and charges accounted for an average of 6 percent of the monies received. A summary of amounts received from these local sources by departments throughout the country is shown in Table 21.

The source of funds in the Los Angeles area for current operation of local park and recreation departments is shown in Table 20. This table indicates that the departments operate from funds received from city appropriations, from special tax levies, and from income received from fees and charges.

---

[1]George D. Butler, op. cit., p. 463.

[2]National Recreation Association, Recreation and Park Yearbook, 1950 (New York: National Recreation Association, 1950), p. 22.

TABLE 21

SOURCE OF FUNDS FOR LOCAL
PARK AND RECREATION SERVICES

Source	Amount	Per Cent of Total	Number of Cities
Taxes and Other Public Funds	$237,967,585	90%	1658
Fees and Charges	16,330,554	6%	645
Private Funds	9,305,457	4%	630
Total	$263,603,596	100%	1776

The city having the largest expenditure for recreation and parks is Los Angeles which has a budget for the fiscal year of 1953-54, of $8,126,843. This Department of Recreation and Parks operates under a charter provision which provides that the sum of thirteen cents for each one hundred dollars of assessed valuation be allocated to the department.[1] Furthermore, the charter provides that additional appropriations may be made from the general fund.

When the present charter of the city government was established in 1925, Los Angeles had two separate departments: (1) the Playground and Recreation Department, and (2) the Park Department. The Playground and Recreation Department received four cents and the Park Department seven cents from the one hundred dollars of assessed valuation. In 1937 the charter was amended and the Playground and Recreation Department's tax allocation was increased from four to six cents. Thus, when the two departments were consolidated into the present Department of Recreation and Parks in 1947, the levies of the two departments were combined making a total of thirteen cents. This levy provides only a portion of funds necessary to operate the Department.

[1]Statement by William Frederickson Jr., Superintendent of Recreation, Recreation and Park Department, Los Angeles, California, February 26, 1954.

In the fiscal year 1953-54, as shown in Table 20, it is estimated that this levy will bring in $3,797,266, and the City Council will appropriate, in addition to this amount, $2,750,000. Thus, the levy with departmental earnings provides approximately two-thirds of the cost of operation.

Recreation Expenditures

Once funds have been approved and appropriated for recreation and park purposes, each recreation (and park) department in the area expends these funds according to a work program or financial plan. This plan or budget, controls the way in which monies are expended and thus determines recreation program services. Current budgetary practices by recreation (and park) departments are prescribed by the City Manager or chief executive in each city, who in turn is guided by the financial provision of local ordinance or by the city charter.

Table 22 shows the amount of monies budgeted by recreation and park departments in the forty-five incorporated cities in the county for the fiscal year 1953-54. These current operating budget figures show only the amount budgeted by municipal authorities and do not include expenditures for the construction and use of school and private properties and facilities which are sometimes utilized in the recreation program. The amount budgeted for recreation and parks in the forty-five incorporated cities of the county totals $14,974,310, which makes for a per capita expenditure of $4.22 based on the 1953 population figure of 3,542,365 for these cities.

Standards for Recreation Expenditures

As cities in the County differ widely in their need to provide recreation and park service it is difficult to prescribe a definite

TABLE 22

CURRENT OPERATING BUDGETS FOR PUBLIC RECREATION AND PARKS SHOWING PER CAPITA EXPENDITURES IN FORTY FIVE CITIES OF LOS ANGELES COUNTY, 1953-54[a]

City	Population October 1953	1953-54 Budget				Per Capita Park and Recreation Expenditures
		Parks Department	Recreation Department	Combined Department	Total	
Alhambra	53,846	$ . . .	$ . . .	$ 203,067	$ 203,067	$ 3.77
Arcadia	32,016	. . .	. . .	24,385	24,385	.76
Avalon	1,432	. . .	. . .	4,475	4,475	3.13
Azusa	14,477	40,000	15,000	. . .	55,000	3.80
Bell	16,368	. . .	. . .	11,000	11,000	.67
Beverly Hills	30,244	263,901	72,926	. . .	336,827	11.14
Burbank	88,890	. . .	. . .	680,099	680,099	7.62
Claremont	8,286	32,601	10,568	. . .	43,169	5.20
Compton	58,465	. . .	. . .	60,605	60,605	1.04
Covina	6,996	. . .	500	20,960	21,460	2.99
Culver City	29,171	61,775	49,071	. . .	110,846	3.80
El Monte	8,551	14,530	. . .	. . .	14,530	1.70
El Segundo	10,583	21,000	23,100	. . .	44,100	4.11
Gardena	18,518	12,560	33,223	. . .	45,783	2.41
Glendale	112,019	. . .	. . .	431,266	431,266	3.85
Glendora	5,917	11,000	11,372	. . .	22,372	3.78
Hawthorne	21,301	. . .	. . .	. . .	. . .	. . .
Hermosa Beach	14,146	12,000	20,000	. . .	32,000	2.26
Huntington Park	30,199	40,800	44,600	. . .	85,400	2.82
Inglewood	50,538	. . .	. . .	177,204	177,204	3.50
La Verne	5,703	11,790	1,700	. . .	13,490	2.36
Long Beach	273,719	502,000	1,005,705	. . .	1,507,705	5.50
Los Angeles	2,089,189	. . .	. . .	8,126,843	8,126,843	3.89
Lynwood	28,649	38,436	50,864	. . .	89,300	3.11
Manhattan Beach	27,188	34,884	19,495	. . .	54,379	2.00
Maywood	13,609	. . .	. . .	13,680	13,680	1.00

TABLE 22--Continued

City	Population October 1953	1953-54 Budget				Per Capita Park and Recreation Expenditures
		Parks Department	Recreation Department	Combined Department	Total	
Monrovia	24,055	$ . . .	$ . . .	$ 108,495	$ 108,495	$ 4.51
Montebello	24,598	. . .	. . .	51,862	51,862	2.11
Monterey Park	26,071	. . .	. . .	49,119	49,119	1.88
Palos Verdes	3,963	. . .	17,000	. . .	17,000	4.79
Pasadena	113,777	793,625	. . .	. . .	793,625	6.98b
Pomona	44,549	180,945	59,110	. . .	240,055	5.39
Redondo Beach	36,191	50,200	47,856	. . .	98,056	2.71
San Fernando	14,558	. . .	. . .	54,970	54,970	3.78
San Gabriel	22,042	. . .	. . .	50,270	50,270	2.28
San Marino	12,788	54,124	24,555	. . .	78,679	6.15
Santa Monica	73,865	258,938	362,146	. . .	621,084	8.41
Sierra Madre	8,263	6,060	4,218	. . .	10,278	1.24
Signal Hill	4,406	9,485	. . .	. . .	9,485	2.15
South Gate	53,247	. . .	. . .	155,827	155,827	2.93
South Pasadena	18,630	49,126	38,156	. . .	87,282	4.68
Torrance	42,189	94,044	51,668	. . .	145,712	3.45
Vernon	410	. . .	. . .	. . .	. . .	. . .
West Covina	16,640	. . .	. . .	7,300	7,300	.43
Whittier	31,625	107,583	48,031	. . .	186,226	4.92

[a] Recreation Program under school auspices. Figure only includes park expenditures.

[b] Source: Population - Regional Planning Commission, Los Angeles County.
Budget figures from each city by questionnaire.

standard as to how much a community should spend for this service. Cities vary in their capacity to finance a program. Furthermore, the size of the community, the close proximity of municipalities to state and regional parks, the variation of local economic and social conditions, and the local tax limitations tend to influence the amount of money which will be expended by local authorities for recreation.

In spite of the local conditions which affect the amount that will be spent, a standard needs to be applied, and the standard advocated by the National Recreation Association for recreation and park expenditures by a community is six dollars per capita.[1] This includes three dollars per capita for organized recreation programs and services and three dollars for maintaining general park areas not used for active or organized recreation.[2] These figures do not include the cost of capital improvements and are suggested only as a guide to municipal authorities. As stated in a recent bulletin, "These figures are presented not as scientific or inflexible standards but as a general indication of what would be required....to provide adequate municipal service."[3]

Table 22 indicates that a few cities in the County surpass this standard, and the amounts expended by these cities need individual evaluation. Beverly Hills and San Marino include in their park budget the care and maintenance of street trees which in these communities add greatly to the expenditures of the Park Department. In Santa Monica, the Recreation Department is charged with the cost and expense of main-

---

[1]Letter from George A. Nesbitt, National Recreation Association, January 6, 1954.

[2]National Recreation Association, How Much Should A City Spend For Recreation?, Bulletin No. 38, (New York: National Recreation Association, 1950), p. 3.

[3]Ibid.

TABLE 23

PARK AND RECREATION COSTS SHOWN AS PERCENTAGES OF CITY BUDGET - INCORPORATED CITIES*

City	Population		Assessed Valuation 1950-51	Per Cent of City Budget Expended for Parks & Rec. 1950-51
	Total 1950	Per Cent Increase 1940-50		
Alhambra	51,359	31.9	91,126,850	8.0
Arcadia	23,066	152.9	48,582,840	3.4
Avalon	1,506		4,821,980	3.3
Azusa	11,042	112.0	16,092,310	12.5
Bell	15,430	37.0	12,340,030	3.0
Beverly Hills	29,032	8.2	145,543,310	12.3
Burbank	78,577	128.8	175,533,400	9.8
Claremont	6,327	107.0	7,809,540	10.5
Compton	47,991	196.3	48,260,280	7.0
Covina	3,956	29.6	6,365,070	8.3
Culver City	19,720	119.7	49,040,660	16.4
El Monte	8,101	70.7	14,914,090	2.0
El Segundo	8,011	114.3	67,501,980	8.6
Gardena	14,405	143.8	10,720,100	6.2
Glendale	95,702	15.9	153,308,755	8.0
Glendora	3,988	41.3	4,006,020	12.0
Hawthorne	16,316	97.5	22,994,830	6.4
Hermosa Beach	11,826	64.3	11,686,650	5.3
Huntington Park	29,450	2.8	76,592,480	7.7
Inglewood	46,185	53.4	68,212,100	15.0
La Verne	4,198	35.8	3,042,400	7.2
Long Beach	250,767	52.7	382,495,675	12.9
Los Angeles	1,970,358	31.0	3,791,414,360	6.5
Lynwood	25,823	135.1	25,598,190	10.1
Manhattan Beach	17,330	170.9	14,986,760	5.4
Maywood	13,292	23.9	11,219,930	3.4
Monrovia	20,186	57.6	28,500,100	9.7
Montebello	21,735	171.1	33,001,540	19.5
Monterey Park	20,395	139.1	19,582,670	4.9
Palos Verdes	1,963		5,508,050	31.1
Pasadena	104,577	27.7	189,790,940	16.2
Pomona	35,405	50.4	46,864,580	9.1
Redondo Beach	25,226	92.7	32,908,800	8.0
San Fernando	12,992	42.9	13,871,680	8.0
San Gabriel	20,343	71.4	27,496,660	12.2
San Marino	11,230	37.4	36,552,090	15.0
Santa Monica	71,595	33.8	138,228,530	15.0
Sierra Madre	7,273	58.8	7,763,190	5.4
Signal Hill	4,040	26.9	42,445,780	2.6

TABLE 23--Continued

City	Population		Assessed Valuation 1950-51	Per Cent of City Budget Expended for Parks & Rec. 1950-51
	Total 1950	Per Cent Increase 1940-50		
South Gate. . .	51,116	89.7	69,819,750	12.1
South Pasadena.	16,935	18.0	25,540,260	13.6
Torrance . . .	22,241	123.5	58,340,290	10.6
Vernon	432		237,341,830	
West Covina . .	4,499	319.7	7,278,420	
Whittier. . . .	23,820	47.8	35,280,230	10.9
			$6,320,329,980	

*Sources: Population - 1950 Census Figures; Assessed Valuation - Taxpayers Guide; Recreation Budget - Annual Report of Financial Transactions of Municipalities & Counties of California 1951.

taining the municipal yacht harbor, which, although a recreation facility, is not usually listed under recreation departmental operation. The figures for Pasadena show a large expenditure for the operation of the Park Department, which is charged with the maintenance and care of the Rose Bowl, street planting, and maintenance. Recreation programming in Pasadena is integrated with school services.

It is difficult to compare cities on the basis of per capita expenditures because of the different accounting methods used by individual municipalities in the charging of recreation and park costs and the different methods of record keeping. Therefore, with the rapid expansion in municipal recreation and park areas and facilities which can only be utilized as funds become available, it is not unreasonable that cities will show increases in their per capita expenditure costs in the years ahead.[1]

[1]George D. Butler, op. cit., p. 468.

Recreation Expenditures in Relation to Cost of Government

The amount that is expended for recreation and parks by cities in the county is patterned by the factors already stated, one of which is a variation of assessment practices and the amount of assessed valuation of property within the incorporated boundaries. Table 23 shows the ratio of recreation and park costs in relation to assessed valuation and the percent of the city budget allocated to providing recreation and park service. Those cities which allocate 15 or more percent of their total city budget to this function are: Culver City, Inglewood, Palos Verdes, Pasadena, Montebello, and San Marino.

The cities comprise 79 percent of the total population of the County. A comparison of the percentage of each city's population and assessed property valuation for the fiscal year 1951-52, to the total in the County is shown in Table 24. These figures reveal that the cities of Beverly Hills, Burbank, Culver City, El Segundo, Huntington Park, Pasadena, San Marino, Signal Hill, Torrance, and Vernon have a higher percentage of assessed property valuation in relation to population than do those cities where the percentage of population exceeds the percentage of assessed valuation. Thus, the Table indicates that the cities with their high assessed valuation have a better base for property tax purposes to provide municipal services than do the others.

Summary

The foregoing examples represent current practices of financing local recreation programs and facilities in the cities within the boundaries of Los Angeles County. Current operating costs of local recreation (and park) departments are financed through appropriations from

TABLE 24

PERCENTAGE RELATIONSHIPS BETWEEN POPULATION AND ASSESSED VALUATION, 1951-52*

District	Percentage: Total Assessed Valuation in County	Percentage: Total Population in County
Cities	81.37	79.00
Alhambra	1.30	1.30
Arcadia	.74	.56
Avalon	.07	.04
Azusa	.20	.27
Bell	.20	.37
Beverly Hills	2.00	.70
Burbank	2.20	1.90
Claremont	.12	.15
Compton	.74	1.10
Covina	.10	.09
Culver City	.75	.46
El Monte	.22	.20
El Segundo	.68	.19
Gardena	.18	.35
Glendale	2.30	2.30
Glendora	.07	.08
Hawthorne	.23	.39
Hermosa Beach	.19	.28
Huntington Park	.85	.71
Inglewood	1.00	1.20
La Verne	.05	.10
Long Beach	5.90	6.00
Los Angeles	45.80	47.50
Lynwood	.39	.62
Mandattan Beach	.27	.42
Maywood	.17	.32
Monrovia	.44	.49
Montebello	.52	.52
Monterey Park	.32	.49
Palos Verdes	.09	.05
Pasadena	2.90	2.50
Pomona	.78	.85
Redondo Beach	.58	.61
San Fernando	.22	.31
San Gabriel	.42	.49
San Marino	.55	.27
Santa Monica	1.70	1.70
Sierra Madre	.12	.18
Signal Hill	.52	.10
South Gate	.92	1.20
South Pasadena	.37	.41
Torrance	.95	.54
Vernon	2.60	.01
West Covina	.13	.11
Whittier	.52	.57
Urban Unincorporated Areas	11.74	14.17
Altadena	.62	.87
Baldwin Hills	.31	.27
East Los Angeles	2.54	3.30
Lakewood	.75	.75
Lennox-Lawndale	1.36	2.00
Miramonte-Florence-Graham	.66	1.24
Montrose-La Crescenta-La Canada	.57	.46
South Los Angeles	1.86	1.30
South East	1.79	2.50
Temple City-Rosemead	.68	.96
West Hollywood	.60	.52
Rural Areas	.720	.66
Artesia	.168	.43
Puente-Walnut-Otterbien	.084	.01
Antelope Valley	.468	.22
Balance - Urban and Rural	6.170	6.16

*Source: Assembly Interim Committee on Municipal and County Government.

the general fund, special levies, and income received from fees and charges. Although there is much information available as to the amount cities and school districts spend for recreation and park service, there is no clear-cut breakdown between recreation program costs and the maintenance of facilities and areas. Thus, per capita costs cannot be used as a scientific basis for making comparisons between communities. The ability of some cities within the County to pay for this service is greater than others, and costs for facilities and service vary in different parts of the County. Therefore, evaluation and comparison of finance data must consider these factors.

CHAPTER VIII

COORDINATION, COOPERATION, AND GOVERNMENTAL INTER-RELATIONSHIPS

As the number of independent agencies administering recreation in Los Angeles County has multiplied during the last half century, it has become necessary to develop some system of coordination between these agencies to effect common goals for the entire metropolitan region. Recreation and park departments as units of local and county government are brought into close contact with other governmental units and private agencies concerned with similar problems; and as the number and complexities of these agencies have grown in the County, coordination and cooperation has become a necessity.

Efforts have been and are being made to inter-relate and coordinate the private and public agencies concerned with youth services, recreation, and park problems. Moreover, as the metropolitan area of Los Angeles has grown into regional dimensions, there has arisen a need to correlate recreational interests between different levels of government as well as between all agencies serving the needs of children, youth, and adults.

The need for community planning and coordination received impetus as result of a community survey which was conducted by the Welfare Council of Metropolitan Los Angeles in 1945.[1] This report states that there

---

[1]Community Surveys Associated, Recreation For Everybody, A Community Plan For Recreation and Youth Service For Los Angeles (Los Angeles: Welfare Council of Los Angeles, January 1, 1946), p. 33.

are five basic principles of community planning, coordination, and joint action which are essential if the Los Angeles area is to have a planned and coordinated recreation and youth service.

These principles as brought out in the report are:

1. If principles and functions are to be kept clear in operations, they must influence operations and be kept on the track continuously and creatively. Principles must be kept current with changing conditions. Collective judgment must be expressed on continuing specific plans and programs as they arise. Planning is an active, continuing, and growing process. A plan is a guide only for a given period and requires constant revision and interpretation in every current situation.
2. The development of a comprehensive community recreation program is dependent upon the extent to which all organized forces in the community, having as their major functions the provision and direction of leisure-time recreation and group programs, are brought in these continuing processes. This participation should allow for freedom of action of all concerned, disciplined only to the extent that an orderly plan for the utilization of the community's total resources may be accepted as desirable. This is the discipline of the group, concerned with an economical and effective provision and utilization of community resources.
3. To achieve continuous, responsible, and inclusive planning and joint action, the planning must be done by the board officers responsible for policies, by the technicians drawing plans, and by the executives in charge of operations. These three groups need to plan continuously.
4. Coordination requires simplification. Over-elaborated organization and uncoordinated "coordinating" bodies fail to achieve real coordination. Streamlining the machinery to provide economy of time and effort by those most concerned is an essential.
5. Planning and joint action must go on in neighborhoods or communities and by districts, as well as for the metropolitan area as a whole. Not only must planning be done at each level, but these three levels must be related to each other. Neighborhood planning is a device for crystallizing public opinion which is brought to the attention of those responsible for city-wide planning, as well as a means of utilizing neighborhood resources to the full. Democratic planning implies wide opportunity for discussion and suggestion.[1]

There are a number of methods by which coordination and cooperation exist in the metropolitan territory of Los Angeles. These are:

---

[1] Ibid., p. 34.

(1) informal coordination, (2) coordination through boards and commissions, (3) separate coordinating agencies, (4) coordinated administration of recreation, (5) inter-relationships and cooperation between governmental levels, (6) public and private cooperation and coordination.

Informal Coordination

One of the devices used to effect cooperation and coordination between recreation agencies and other governmental departments is that of informal conferences and meetings which are held when problems arise between agencies. This system is used quite widely when problems arise between levels of governmental departments and private agencies.[1] To avoid overlapping of services between these agencies, an effort is made on an informal basis to settle common problems relating to all phases of recreation and park planning. To facilitate informal meetings and conferences, regular dates are sometimes set at which time representatives from the agencies concerned gather together to discuss mutual problems. This system of informal cooperation and coordination exists among all recreation agencies within the county.[2]

Coordination Through Boards and Commissions

One of the most prevalent and popular systems used in Los Angeles County by recreation and park departments to effect coordination and cooperation is that of using the recreation or park commissions or boards for this purpose. The commissions or boards which exist in the county are largely advisory in character, but the membership on these commissions

---

[1]Statement by Arvid Pauly, Recreation Specialist, California Recreation Commission, Los Angeles, personal interview, December 2, 1953.

[2]Statement by R.K. Goates, Director of Parks and Recreation, Inglewood, personal interview, December 4, 1953.

is determined to a large extent by groups or agencies which the members represent. In some instances the ordinance establishing the commission requires representation from the Board of Education, the City Council, or both. This makes the commission, to a certain extent, a coordinating body; and the commission in turn, usually appoints recreation committees from various organizations and agencies within the community. The methods by which commissions and boards work toward coordination and cooperation are many within the county. Each independent park or recreation board makes an effort to develop such cooperation.

The Board of Recreation and Park Commissioners for the City of Los Angeles is divided into five standing committees each of which has a different coordinating function. These five committees are: (1) Golf, Program and Parks, (2) Social Agencies, Playgrounds and Camps, (3) Finance and Legal, (4) Personnel, Architecture, and New Sites, and (5) Beaches and Sports Programs.[1] Each member of the board is chairman of a committee and it is each chairman's responsibility to use other members of the board or any other person or group in studying specific problems.

A similar type of committee organization under boards and commissions operates in the other cities of the county.

Separate Coordinating Agencies

A system which is used in Washington, D. C., Cleveland, Ohio, and other metropolitan cities to effect coordination between various governmental as well as private agencies concerned with recreation is that of establishing a council or committee which represents all or most

---

[1]Statement by Ruth Knight, Secretary to Board of Recreation and Park Commissioners, Los Angeles, personal interview, January 15, 1954.

recreation agencies in the metropolitan area. This type of council provides a responsible channel for the planning and development of recreation and youth services, and provision is usually made for the council to employ a professional staff.

Los Angeles established such a council as the result of a survey, conducted in 1945, which pointed out the need for a strong planning group to act as a coordinating agency.[1] This council is known as the Metropolitan Recreation and Youth Services Council for the Los Angeles area.

This council was organized in 1948 and went into operation in late 1949 as an instrument for joint planning and cooperation between governmental agencies, private agencies, and the community at large. It serves as a sounding board for the groups it represents, and it encourages extensive planning and coordination of the community's entire recreation program. In its day-to-day function the council acts in an advisory and fact-finding capacity. It exercises a constructive influence upon the community as the result of its fact-finding and of the unity of purpose of its membership, but its recommendations imply neither legal authority nor compulsion. Furthermore, the council recognizes and respects the right of its constituent and cooperating agencies to take independent action.[2]

The council is advisory in its function and is composed of thirty-five lay citizens who represent a cross-section of experience and service in youth welfare and recreation. The membership of the council is com-

---

[1] Recreation For Everybody, op. cit., pp. 33-40.

[2] Metropolitan Recreation and Youth Services Council, A Progress Report - 1950-53 (Los Angeles: Metropolitan Recreation and Youth Services Council, 1954), p. 1.

posed of ten governmental officials, ten board members of private agencies, ten citizens at large, and five ex-officio members.[1]

The composition of the Council and method of appointment are stated in the Articles of Operation as adopted May 5, 1948, as follows:

> 1. Approximately one-third of the Council shall be leaders chosen from the citizenry-at-large because of their civic activity and their interest in recreation and youth services. These persons shall be selected by the Welfare Federation of the Los Angeles Area.
> 2. Approximately one-third of the Council shall be appointed from appointed or elected public officials having board or similar responsibility in the field of public recreation or youth services, of whom two each shall be members of and named by the Los Angeles City Recreation and Park Commission and the Los Angeles City Board of Education, one each from and by the Board of Supervisors, the County Youth Committee, and the Los Angeles City Council, two from among the city public officials of cities in Los Angeles County other than the City of Los Angeles (upon recommendation of the County League of Municipalities), and one from a Board of Education or School Department in the County of Los Angeles other than the Los Angeles City Board of Education (upon recommendation of the County Superintendent of Schools).
> 3. Approximately one-third of the Council shall be board members of voluntary youth service and recreation organizations. These persons shall be selected by the Welfare Council of Metropolitan Los Angeles under a process which shall provide representation from the various classifications of voluntary agencies in the county.[2]

The first funds for operation of the Council were obtained in 1949, equally from the County of Los Angeles, the City of Los Angeles, the City Board of Education, and the Welfare Federation of the Los Angeles area; and the same system of financing still operates today. The work of the Council began on October 16, 1949, and an Executive Secretary and staff members were employed shortly thereafter. The Council works under a present budget of $40,000.

The purposes of the Council as stated in the Articles of Operation are as follows:

---

[1] Ibid., p. 3.

[2] "Articles of Operation" (Metropolitan Recreation and Youth Services Council, Los Angeles, May, 1948), p. 2 (mimeographed).

1. To provide a representative and responsible channel for the cooperation of public and private agencies and representatives of the community-at-large in the planning and development of sound and adequate recreation and youth services for the County of Los Angeles.
2. To aid in effectuating the Recommendations of the Recreation Survey of Los Angeles metropolitan area and to continue the process of sound community planning demonstrated in that survey.
3. To report its findings and recommendations to the organizations which created it, namely, the Board of Supervisors of Los Angeles County; the Mayor and City Council of the City of Los Angeles; the Los Angeles City Board of Education; the Los Angeles City Recreation and Park Commission; the Welfare Federation of Los Angeles Area; and the Welfare Council of Metropolitan Los Angeles; to the various public bodies and private agencies affected by its finding and recommendations, and to the public at large.
4. To be fact-finding and advisory in its functions, respecting the integrity and right of action of the constituent and cooperating organizations, and expecting acceptance of its recommendations as justified by their essential soundness, propriety and practicality.[1]

The Council, since its beginning of operation, has acted as a coordinating recreation agency in the Los Angeles area and has developed agreements and prepared innumerable reports and studies in which recommendations have been made for the installation of facilities or improvements of recreation operations by departments in the locality. Moreover, this council has arranged for many informal conferences between responsible officials and community leaders to improve operations of recreation programs in the communities. Furthermore, a report of this council shows the following publications prepared: (1) A Manual on the Use of School Facilities to Show Private Agencies How They Can Obtain Use of School Facilities and How to Cooperate Best With School Authorities, (2) A Study of the Budget of the Los Angeles City Department of Recreation and Parks, (3) A Study of the Financing of Public Recreation, (4) The Over-all Outline Plan of Recreational Services Which Should be

---

[1] Ibid., p. 1.

Offered in the Los Angeles Area, (5) The Possible Use of La Tuna Boys' Camp, and (6) A Report On West Wilshire.[1]

Other outstanding publications of this Council during the past few years are: (1) A Report Indicating the Major Role of the Contracting Agencies in Providing Recreation for the Communities, (2) Swimming Pools in the Los Angeles Area, and (3) Fees and Charges for the Use of Recreation Facilities Under Auspices of Public Recreation Departments.

Coordinated Recreation Plan

A method of coordination and cooperation used by a number of cities in California is that of the joint employment of a recreation executive. Under this arrangement the person employed as the recreation executive serves not only the city through its recreation commission but also serves the School Board in a related capacity. In Pasadena, Lynwood, and Long Beach, the recreation director coordinates school and municipal services by acting in a dual capacity of serving both school and city authorities. Joint employment of the executive assists in coordinating school and city recreation programs and facilities which eliminates conflicts in policies and planning.

The Long Beach coordinated recreation plan has attracted the attention of recreation leaders and educators in many other cities.[2] The plan became effective following the adoption of a charter amendment by vote of the people in 1929 which created the Recreation Commission and provided for the coordination of municipal and school areas, services, and facilities for public recreational use. Under this plan

---

[1] "President's Annual Report" (Metropolitan Recreation and Youth Services Council, Los Angeles, November, 1952), pp. 1-2.

[2] Annual Report of the Long Beach Recreation Commission (Long Beach: Long Beach Recreation Commission, January 1, 1950), p. 2.

the Recreation Commission is a board of nine members including the City Manager, the Superintendent of Schools, a member of the City Council elected by that body, and a member of the Board of Education elected by that body. Five members, appointed by these four and approved by the City Council, are citizens having no official connection with either the municipal or school administration. Not more than six of the total of nine members are to be of the same sex according to the charter provisions. The Coordinating Director under this plan is the Director of Municipal and School Recreation, but also acts as Secretary to the Commission and is also Supervisor of Health and Physical Education of the Long Beach Public Schools.[1]

Inter-Relationships Between Governmental Levels

As park and recreation authorities in the Los Angeles area have sought opportunities to acquire land for their individual local park and recreation systems, they have looked to the possibility of acquiring such property from other governmental departments or governmental jurisdictions. The City and County of Los Angeles have used this system on numerous occasions to add land to their park system or enrich their programs.

The U. S. Forest Service has a large expanse of forest, mountain, and water areas available in the mountainous areas of the County. Both the City of Los Angeles and the County as well as the other incorporated cities have taken advantage of using this property to establish recreation facilities through lease agreement with the Forest Service. The most extensive use by which this relationship operates to the advantage

---

[1] Ibid.

of a recreation department is that of the City of Los Angeles which holds permits for three camps, two of them in the San Bernardino mountains, and one in Mono County. They are held and occupied on a special use permit issued by the U.S. Forest Service.

State legislation makes it possible for the City and County of Los Angeles to acquire beach property through an agreement with the state.[1] Under terms of this legislation the state will acquire beaches if the local governmental jurisdiction pays half the cost. The local agency may, in lieu of cash, deed a like amount of land to the state. Under the provisions of this legislation, the City of Los Angeles deeded approximately two miles of beach frontage to the state, and the county likewise deeded beach frontage owned by it and located within the city limits of Los Angeles.[2] All of this property which has been deeded by the city and the county to the state has been leased back to the City or County of Los Angeles for a period of fifty years.

The City of Los Angeles Recreation and Park Department has also worked out a cooperative agreement with the U.S. Coast Guard whereby the city is permitted to use and occupy for public park purposes the Point Firmin Coast Guard reservation and structures located at San Pedro. Moreover, this facility is located adjacent to Point Firmin Park and this cooperative agreement with the Coast Guard, in effect, enlarges the area of that park.

The department has also worked out a lease agreement between the City and the Secretary of the Army through the Corps of Engineers to

---

[1] California Public Resources Code, section 5015.

[2] Lawrence W. Helgensen, "Expanding Park and Recreation Facilities Through Inter-departmental Negotiations" (Paper read at the Conference of the League of California Cities, San Francisco, October 16, 1951), p.2.

make use of one of the swimming pools located at Fort McArthur. This agreement allows the City Department to make use of the swimming pool on Monday through Friday of each week, and although the city assumes operation and maintenance of the pool seven days a week, the federal government reserves exclusive use on Saturdays and Sundays.[1]

Another agreement exists between the Secretary of the Army and the City of Los Angeles whereby the Hansen Flood Control Basin is used by the Department of Recreation and Parks for recreation purposes. By using this flood control basin, the City of Los Angeles makes use of an area comprising 1,475 acres. The backwater of Hansen Dam has created a large lake which is used for water sports, boating, and fishing. A similar arrangement has also been negotiated with the Secretary of the Army for the use of the Sepulveda Flood Control Basin.

The City has also negotiated with the Sixth District Agricultural Association, the U.S. Army Engineers, the Los Angeles City Board of Education, and the State Wild Life Services Board for the use of areas and facilities. These cooperative agreements which are now in existence make possible the enlargement of the recreation facilities in the metropolitan region and make for full use of public lands.

Public and Private Cooperation and Coordination

Public recreation and park departments and private group work agencies perform similar work in the field of youth services and recreation. Means to coordinate public and private groups have been provided by a number of organizations with varying degrees of responsibility. There are four such organizations in the Los Angeles area which are

---

[1] Ibid., p. 3

responsible for a degree of community planning and coordination. They are: (1) The Welfare Planning Council, Los Angeles Region, (2) The Federation of Community Coordinating Councils, (3) The County Youth Committee, and (4) The California Youth Authority.[1]

The Welfare Planning Council, Los Angeles Region, has an Executive Board with representation from the fields of health, welfare, and recreation. This Council has two divisions concerned with planning and coordination, namely, the Youth Services Division and the Youth Project.[2] The Youth Services Division is charged with the primary responsibility of planning and coordination and is a delegate body with representation from all the agencies, public and private. This agency operates through a Functional Committee elected by the Division, and appointed committees carry out specific projects under this Functional Committee. This Division establishes good will and cooperation between private agencies.

The Youth Project is a cooperative venture in which private agencies have attempted to coordinate their efforts in a section of Los Angeles. This Project is a system of neighborhood coordination of individual agency programs in order to bring much needed additional service to certain neighborhood areas.

The Federation of Community Coordinating Councils is promoted and serviced by the Probation Department of Los Angeles County. These Councils have legal authority, a budget, and a professional staff. The recreation function operates under a Federated Recreation Committee under

---

[1]Statement by George Szudy, Director of Youth Services Division of the Welfare Planning Council, Los Angeles Region, personal interview, January 18, 1954.

[2]Recreation for Everybody, op. cit., p. 33.

this Council. The function of the Council is to stimulate the coordination of neighborhood forces; social, civic, religious, and educational.[1] Coordinating Councils have been widely organized over the Los Angeles region and the federation of these councils makes for effective use in focusing attention upon neighborhood recreation problems and youth services.

The County Youth Committee, which is appointed by the County Board of Supervisors, has as its main function the coordination of the efforts of the public agencies or departments of the county having to do with the general welfare of youth; although when the committee was organized, particular attention was called to the specialized job of coordinating the county resources for the treatment of delinquent youth. This committee makes possible a closer coordination of all public and private agencies as it relates to youth.[2]

The California Youth Authority, although a state agency, has been called upon by municipalities in the county for counsel and study with respect to coordinated recreation problems. This authority is not principally a coordinating agency, but it has been used to strengthen community organization through cooperative projects.

The California Recreation Commission is a state agency with field offices in Sacramento and Los Angeles. This agency gives counsel and serves recreation and park departments throughout the state, and one of its functions is to study problems with respect to coordination and governmental integration as it relates to parks and recreation.

---

[1] Ibid., p. 34.

[2] Ibid., pp. 34-35.

CHAPTER IX

RECREATION PLANNING FOR LOCAL AREAS AND NEIGHBORHOODS

The type of properties required for parks and other recreation purposes and the functions they perform in a particular community can only be determined on the basis of careful study of many factors. Recreation planning is an integral part of community planning, and it has a direct relationship to other land uses including thoroughfares, residential neighborhoods, public schools, and other elements that determine the livability of a community.

In building a system of parks and recreation, park planners have divided the municipality or urban area into units for measurement purposes. Those units which are commonly used are districts and neighborhoods.[1] Although the term "district" is frequently used to designate a part of a city or a section of a metropolitan area, districts have little social significance, and the boundaries are usually arbitrarily set for the convenience of the administrative units which serve the area.[2] The term "neighborhood" designates those smaller social units of a community which provide a unit for planning purposes, and it is usually with this unit that planning begins. Because urban areas and communities are made up of neighborhoods, considerable attention has been given to the neighborhood as a unit to determine park and recreation needs. The

---

[1] Wilbur C. Hallenbeck, American Urban Communities (New York: Harper and Bros., 1951), p. 146.

[2] Ibid., p. 147.

needs of neighborhoods in turn have determined the type and function of local park and recreation areas and facilities.

The Neighborhood As a Unit

As our cities have grown in size, definite homogeneous patterns and qualities have tended to merge which can be identified as "neighborhood." People who live in urban areas and metropolitan regions tend to group together with those of similar economic, religious, and racial characteristics. This merging of people having similar backgrounds and status has developed a certain degree of neighborhood unity within communities, although this unity is not as apparent in metropolitan areas as in the small city.

To understand the neighborhood as a unit is one means of comprehending the physical organization of a city or region. This unit is not a sociological phenomenon; it is a simple, physical environment in which the family satisfies its relatively simple social wants and desires. Moreover, these families want their neighborhoods to be attractive as well as efficient and economical in the satisfaction of their desires.[1] Clarence Perry attempted to define the neighborhood unit in rather specific terms, and his statement as brought forth in a regional survey of New York is still being advanced today.[2] Mr. Perry uses the neighborhood unit as that populated area which would require and support an elementary school of between one thousand and twelve hundred students,

---

[1]United States Chamber of Commerce, City Planning and Urban Development (Washington, D.C.: United States Chamber of Commerce, October, 1952), p. 42.

[2]Clarence Perry, "The Neighborhood Unit," Vol. VII, Neighborhood and Community Planning, Regional Survey of New York and Its Environs (New York: 1939, Russell Sage Foundation), p. 28.

which in turn would mean a population of between five thousand and six thousand people. The neighborhood unit with a population density of ten families per acre would occupy about 160 acres which would make it possible for each child to walk less than one-half mile to school. Approximately 10 percent of the total area should be set aside for recreation use and the unit should be served by shopping facilities, a library, churches, a community center, and schools.[1]

Perry's six basic principles of neighborhood planning as set forth in his report are as follows:

> 1. Size. A residential unit development should provide housing for that population for which one elementary school is ordinarily required, its actual area depending upon its population density.
> 2. Boundaries. The unit should be bounded on all sides by arterial streets sufficiently wide to facilitate its by-passing, instead of penetration, by through traffic.
> 3. Open Spaces. A system of small parks and recreation spaces, planned to meet the needs of the particular neighborhood, should be provided.
> 4. Institution Sites. Sites for the school and other institutions having service spheres coinciding with the limits of the unit should be suitably grouped about a central point, or common.
> 5. Local Shops. One or more shopping districts, adequate for the population to be served, should be laid out in the circumference of the unit, preferably at traffic junctions and adjacent to similar districts of adjoining neighborhoods.
> 6. Internal Street System. The unit should be provided with a special street system, each highway being proportioned to its probable traffic load, and the street net as a whole being designed to facilitate circulation within the unit and to discourage its use by through traffic.[2]

Perry's theory calls for a physical organization of residential areas having optimum convenience and amenity and favorable to the raising of children, but he does not expect the social interests or insti-

---

[1] Ibid.

[2] United States Chamber of Commerce, City Planning and Urban Development (Washington, D.C.: United States Chamber of Commerce, October, 1952), p. 41.

tutional affiliations of those living in the neighborhood to be confined only to this unit.[1]

A pattern of the neighborhood as a part of the larger segment in city's structure has also been presented by N.L. Engelhardt, Jr.[2] He states "that the neighborhood unit includes the elementary school, a small shopping district, and a playground; and these facilities are grouped together in such a way that walking distance between them and the home does not exceed one-half mile. A neighborhood unit of seventeen hundred families usually has an elementary school with a standard enrollment of between six hundred and eight hundred pupils."[3]

Industry In Neighborhoods

There is some question as to whether industry should be promoted within the confines of a neighborhood unit. Lewis Mumford makes a strong case for including light industries to serve neighborhood life within the confines of a neighborhood unit. He states his point as follows:

> A neighborhood should be an area within the scope and interest of a pre-adolescent child; such that daily life can have unity and significance for him, as a representative of the larger social whole: and accordingly a special effort should be made in the design of neighborhoods to incorporate in them those light industries which directly serve neighborhood life. There should be a compact, orderly industrial zone containing not only a garage and filling station, but likewise a laundry and a bakery: perhaps even a small electrically powered plant such as a woodworking shop or a garment factory: examples of the industrial process which the child at school may not merely inspect and understand, but also, perhaps, take part in as an educational experience.[4]

---

[1]Clarence Arthur Perry, Housing For the Machine Age (New York: Russell Sage Foundation, 1939), p. 261.

[2]N.L. Engelhardt, Jr., "The School-Neighborhood Nucleus," Architectural Forum, October, 1943, p. 32.

[3]Ibid.

[4]Lewis Mumford, The Culture of Cities (New York: Harcourt, Brace & Co., 1938), p. 473.

The neighborhood unit is frequently used in planning. Although the form varies widely, the essential characteristics are similar. The population recommended for such a unit will vary from three thousand to twelve thousand people and some authorities believe that a neighborhood population should be even smaller--fifteen hundred or less.[1] Regardless of the population variation, the essential characteristics are the same, and the principle used is that the neighborhood represents a unit of the population which has common needs for educational, recreational, and maintenance functions; and in developing these functions there emerges the neighborhood pattern. The people constitute the neighborhood, and it is this small unit within the city which makes for effective expression of civic consciousness.[2] The premise that neighborhoods in a community are a powerful element and a formative tool in our society, which can either frustrate or strengthen the democratic process, has been stated by Robert A. Woods nearly thirty years ago from the point of view of a settlement house worker, and the same arguments can be applied today:

> (That) efforts to unite well-meaning citizens upon programs of public welfare and progress are so easily thwarted by the crafty use of racial and religious appeals is only a single index of the absolute patriotic necessity of finding a genuine foundation upon which solid unity of interests and action can be built up. Here the neighbor instinct again demonstrates its priceless value as the cement of twentieth-century democracy; but not when left to itself, for here more than ever is necessary the infusion of a quality of neighborhood leadership which represents American economic, political and moral standards. It would be only too easy for the neighbor sentiment to bring about a kind of assimilation among immigrants which would be merely a foreign composite, hardly nearer to American standards than were its original constituents.[3]

---

[1]United States Chamber of Commerce, op. cit.

[2]Perry, op. cit., p. 261.

[3]Robert A. Woods, "The Neighborhood in Social Reconstruction," The Neighborhood in Nation Building (Boston: Houghton-Mifflin Co., 1923), p. 158.

The best known example of modern plans, one which evolves around planning for neighborhoods, is that of the London County Council Plan.

London County Council Plan

The London County Council Plan proposes to divide London into communities or clusters of neighborhoods of about six to ten thousand people or enough to maintain satisfactorily elementary schools and shopping centers.[1] Population densities would vary from one hundred to two hundred per acre which are two to four times as high as in the average American city. Communities in the London Plan would make provision for large parks or open spaces, and the plan also makes provision for four acres of neighborhood parks and playgrounds for every one thousand people, which is about twice the existing ratio, and the plan suggests that another three acres per one thousand people be set aside for large parks.[2] Metropolitan cities of over a million in America average about three acres per one thousand population, and most of this open space is in large parks or reservations and is not in neighborhood parks and playgrounds such as characterize the London Plan.

The Community In Recreation Planning

A system of parks and recreation comprises areas and facilities which make possible a broad program of recreation services for the people of an entire community. Although communities are made up of neighborhoods, planners go beyond the boundaries of neighborhoods to provide facilities which are not feasible in the smaller neighborhood.

---

[1] Patrick Abercrombie, "The Counties of London Plan," The Journal of the Royal Institute of British Architects, July, 1943, p. 199.

[2] Ibid.

The term "community" has been defined as those areas within cities which have a clear entity and social significance.[1] However, this term is somewhat flexible and it is usually used interchangeably with the word "city." The term "community" is not intended to have a rigid definition and it includes the area and people of a social unit.[2] A community has also been defined as "a given area measured in size only by the pulling power of its center of attraction."[3] This center of attraction may be a trading area, a church, a club, or a recreation program.[4] A community may include a number of neighborhoods, and Clarence Perry shows the relationship between groups of neighborhoods and the community. He states that two neighborhood units of 3400 families will support a junior high school with a recreation center, and the walking distance should not exceed one mile from the center to the furthest home. Four units, which would comprise sixty-eight hundred families, would require a senior high school, a commercial center, and a major park and recreation area, and it is this grouping of four neighborhoods which would form a community with a population of approximately twenty-four thousand people.[5]

Just as recreation areas of different types serve different functions which are easily accessible to individuals and families in a neighborhood, so should areas and facilities which require large space and

---

[1]Hallenbeck, op. cit., p. 147.

[2]Ibid.

[3]J.W. Cloverdale, "Recreation for the Small Town and Country," The Playground XVIII (September, 1924), p. 352.

[4]Ibid.

[5]Clarence Arthur Perry, Housing for the Machine Age (New York: Russell Sage Foundation, 1939), p. 261.

unique development be located and developed to serve the needs of a group of neighborhoods or a community. Essentially the same service areas have evolved in the public school system as in parks and recreation. The elementary school serves the neighborhood from a central location; the junior and senior high schools serve a group of neighborhoods, preferably from a central location; and the junior or city college serves the entire population of a community. Thus, there is a striking similarity in service radius between schools and recreational areas, and both serve the neighborhood and the community. Furthermore, both school and recreation sites are selected with reference to accessibility and location. Therefore, the tot lots and playgrounds serve a neighborhood as do the small parks. The playfield serves a group of neighborhoods with sports fields and facilities that require large spaces; and the large parks which require extensive acreage serve the entire community.

CHAPTER X

MUNICIPAL RECREATION AREAS: STANDARDS AND TYPES

The areas and facilities available for recreation determine to a large extent the forms of recreational activity in which people engage. It is not possible for most individuals or families to acquire land or develop recreational areas or facilities. Consequently, it has become necessary for communities to utilize their governmental powers to furnish and develop ample park and recreation resources.

Before the present century little attention was given to the acquisition and development of properly located park and recreation areas of suitable size to serve certain recreation functions, but with the growth and expansion of recreation programs in many communities "there arose a demand for several types of areas, each designed to serve one or more specific uses."[1] This expansion of municipal recreation programs, which has created a demand for recreational areas and facilities of different types, has emphasized the need for guiding communities by providing and developing suitable standards and recommended practices.

Although local conditions influence the acquisition and development of local park and recreation areas, the basic recreation needs of most communities are similar except in localities where abnormal conditions prevail; and standards have been developed for specific areas, which include the play lot, the neighborhood playground, the neighbor-

---

[1]George D. Butler, "Standards For Municipal Recreation Areas," Recreation, July, 1948, p. 161.

hood park, the playfield, the large recreation park, and school sites.

Standards For Local Areas

Standards for urban or municipal recreation areas have been proposed by national organizations and local planning and recreation boards. These standards are used as a means of determining needs, and to see where a community falls short in providing adequate play space.

Purpose of Standards

The purposes or objectives for which standards have been established have been stated by many organizations directly concerned with raising the level or goal of their work. The National Recreation Association has stated that one of the objectives of its appraisal or rating schedule is that "it enables recreation authorities to check their facilities, personnel, program, and services against the 'standard' and thereby determines the weakness and deficiencies that call for consideration and action. It likewise furnishes a means whereby the work of recreation authorities may be fairly appraised by others."[1]

The dictionary definition of standard, "an established measure of extent, quantity, or value, a model test or gauge," implies that a standard is a model or exact measurement, but most definitions used by agencies and organizations have in common the goal of reaching a desirable level of operation or attainment which can be modified to meet local conditions. A working definition of "standard" as developed by a welfare agency is: "A standard in social welfare is a safeguard; a working measure; or an ideal, arising from current professional practice and secur-

---

[1]National Recreation Association, "Schedule for the Appraisal of Community Recreation," M.P. 291 (New York: National Recreation Association, 1949), p. 1.

ing status through official endorsement by a recognized national social welfare organization."[1]

Most municipal authorities have made use of standards. These standards have been proposed, in most instances, by national organizations which are concerned in promoting a high attainment of professional recreation planning. The standards proposed by the National Recreation Association have been ably thought through and set forth in their publications. The standards of this organization have been used by planning boards and commissions in many important cities of the United States, and they have been incorporated, practically without change, in the publications issued by the Recreation Division of the Federal Security Agency.[2]

Standards must be evaluated in terms of local development and cannot be applied without modification, for all municipal and urban areas have different problems and varying local conditions and resources. Therefore, "standards are designed to indicate a norm or a point of departure; as such they afford a basis for the intelligent development of local plans."[3]

The problem in developing and using standards has been well stated by John T. Howard, Associate Professor of City Planning, Massachusetts Institute of Technology, in an address before the Thirty-fifth National Recreation Congress held in Philadelphia in October, 1953:

> All you need to do is to follow through the mechanics by which these standards are developed and you recognize the room

---

[1]Welfare Council of Metropolitan Los Angeles, Social Welfare Standards (Los Angeles, California: Research Department, Welfare Council of Metropolitan Los Angeles, July 1950), p. 23.

[2]Butler, op. cit.

[3]Ibid.

> for divergence. One of the most important of them is the assumptions that have to be made in the development of these standards. If you have a playground with a ball diamond, an apparatus area, etc., etc., etc., and the capacity at any given time is two hundred children, then that will serve a neighborhood of such-and-such size if you assume that all of the children in the neighborhood are going to be present and playing at the same time; but if you assume that only half of them are going to be present, it will immediately serve a population of twice as many..... and who is right?.....
>
> How much more difficult are the problems in trying to develop a standard for, say, neighborhood parks for passive recreation within the immediate reach of the people of the community..... It is practically impossible to derive by a formula a rational standard for that kind of recreation facility. Yet we have got to try. We have to set up this series of guideposts for planning.[1]

Standards vs. Goals

A number of cities or urban areas have attained or surpassed certain property standards which will be described. However, it is difficult, if not possible, to attain some standards in highly congested closely built-up cities or in those sections of Los Angeles County where communities were not at the outset well planned. It is only practical to carry out all the standards in acquiring properties of different types in large undeveloped portions of cities where open areas still exist or in the building of new communities or cities. It has proven to be too expensive for municipal authorities to purchase tracts of land for park purposes when such land has already been developed for business or residential use. Therefore, in the case of many cities and urban areas in Los Angeles County which are approaching a saturation point in land use, it is necessary to adopt certain goals which are practical of accomplishment even though they may fall short of what is desirable

---

[1] National Recreation Association, Proceedings of the Thirty-fifth National Recreation Congress (New York: National Recreation Association, 1953), p. 38.

according to the standards. The importance of adopting and fighting for certain goals has been emphasized by Harold L. Ickes as follows:

> There are not enough recreation areas where they are needed the most, in and near our big cities, where most of our people live who do not have the time or the money to travel to far-off parks. Even our biggest and most forward-looking cities need more neighborhood playgrounds and playfields. We can have them if we have the energy to look for them, and the determination to fight for them.[1]

Total Recreation Space

Park, recreation, and planning authorities, almost without exception, have accepted the standard for estimating recreation space requirements to be one acre of land for each one hundred persons (sometimes ten acres per one thousand persons) in the present or estimated future population of urban communities.[2] This basic standard has been proposed by the National Resources Board, the National Recreation Association, the National Park Service, and the Federal Security Agency.[3] Furthermore, it has been used as a basis for overall city planning by the Chicago Regional Planning Association, the New Jersey State Planning Board, the Regional Planning Association of Philadelphia Tri-state District, the Detroit City Planning Commission, the Milwaukee County Regional Planning Department, and the Rhode Island State Planning Board.

In the smaller cities an even higher standard has sometimes been used. The National Park Service has recommended that more than one acre per one hundred persons is needed in the smaller cities.[4] Table 25

---

[1]Harold L. Ickes, "Space for Play," Recreation, July, 1946, p. 4.

[2]Butler, op. cit., pp. 161-162.

[3]Ibid.

[4]National Park Service, Recreational Use of Land in the United States (Washington, D.C., National Resources Board, 1938), p. 20.

gives this recommended acreage for communities under eight thousand.

TABLE 25

PARK ACREAGE FOR COMMUNITIES UNDER 8,000 POPULATION

Population	Park Acreage
5,000 to 8,000	One acre to every 75 inhabitants
2,500 to 5,000	One acre to every 60 inhabitants
1,000 to 2,500	One acre to every 50 inhabitants
Under 1,000	One acre to every 40 inhabitants

In the larger cities it has sometimes become necessary, because of higher population density and intensive land use, to establish goals based on a figure of less than the standard acreage. A modification of this standard in such cases has been due to necessity rather than desirability. Cleveland has adopted a variation of this standard by estimating their space requirements on the basis of one acre per two hundred population.

Standard by area percentage.--Another standard used for recreation space requirements in communities has been a proposal that 10 percent of a city's area be set aside for recreation and park use.[1] This area percentage standard has proven unsatisfactory where the average density of population is much greater than ten per gross acre. However, this standard can be used as a check on the population standard of one acre per one hundred persons in a community or city.

Functional classification of total acreage.--The amount of total park and recreation acreage in relation to population means different things, and it does not indicate the adequacy of a park and recreation

[1]Butler, op. cit.

system. If all the acres were in one huge park, the result in terms of quality of recreation programming would be different from that provided by a system which had a number of properties varying in size, location, and development. A number of standards have been developed as to the general distribution of a city's total recreation properties according to the function which they perform. Most planning boards and agencies recommend that 20 to 50 percent of the city's total recreation acreage should be devoted to active recreation use. The Chicago Regional Planning Association recommends 30 percent; the American Society of Planning Officials, 20 to 30 percent; the Cleveland City Planning Commission, 20 to 50 percent; and the National Resources Planning Board, 30 to 50 percent. Table 26 gives the standards of a number of agencies as to the percentage and acreage of park area which should be devoted to active or passive recreational use.

TABLE 26

STANDARDS FOR ACTIVE AND PASSIVE USE OF TOTAL RECREATION ACREAGE

Agency	Standard
Cleveland City Planning Commission	40 to 50 percent of recreation area within city limits or closely adjoining should be devoted to active use.
American Society of Planning Officials	Total active recreation use should be 20 to 30 percent of total recreation area or about 2 acres per 1,000 population.
Chicago Regional Planning Association	30 percent of total acreage should be devoted to playground purposes.
National Recreation Association	About 50 percent of recreation area should be devoted to active use.

Standards and Major Types of Recreation Properties

A park and recreation system has under its jurisdiction a variety of areas and facilities classified according to function and type. Areas include the play lot, the neighborhood playground, the neighborhood park, the playfield, the large recreation park, the reservation, the parkway, and special recreation areas.[1] Although the various types of property in a balanced recreational system should be identified, the different types will frequently occur in various combinations. "Often a section of a neighborhood park is developed as a children's playground; a playfield and neighborhood park are combined in a single playfield-park; or a section of a large park is developed as a playfield."[2] Combining features of different types in one area is a current practice in developing areas by the city of Los Angeles Department of Recreation and Parks. Table 27 lists the types and gives minimum standards for areas in this city.

The types of areas and their primary functions are listed as follows:

The play lot.--The play lot is a small area intended for the use of children of pre-school age, which serves as a substitute for a backyard.[3] This type of area is seldom provided by a city except in those rare instances where a city provides a play lot in an apartment district or in underprivileged neighborhoods where other play opportunities are not available.

---

[1]George D. Butler, Recreation Areas--Their Design and Equipment (New York: A.F. Barnes and Co., 1947), pp. 1-4.

[2]Ibid., p. 1.

[3]Ibid.

TABLE 27

MINIMUM STANDARDS FOR PUBLIC RECREATIONAL AREAS AS USED BY CITY OF LOS ANGELES, CALIFORNIA*

Type of Area	Minimum Acres	Service Radius	1 Acre Serves	Ages Served	Desirable Features
Playlot	1/8	1 block	- - - - -	Pre-school	Housing projects only.
Neighborhood playground with park facilities	Active area - 3 Passive area - 2	¼ to 3/8 miles Same	218 children 2000 total population	5 to 14 and aged persons	Space for juvenile, tag, and athletic games, craft building, table games, rest area and boundary plantings.
District playground and park	Active area - 10 Passive area - 5	3/4 to 1½ miles Same	290 youth 2000 to 6000 population	15 to 20 and adults	Swimming pool, athletic field, all-purpose building, facilities for large group activities.
Sports Center	30	5 to 10 miles	Variable	Youth and adults	Multiple facilities for field games, field house.
Urban park	30	5 miles	2000 total population	All	Shade, lawn, and water attractions.
Regional Park	No limit	No limit	Variable	All	Outstanding scenic or recreational attractions.
Beach	No limit	No limit	Variable	All	Multiple recreation facilities.
Camp	20	No limit	Variable	Various	Isolated location.
Reservation	No limit	No limit	Variable	All	Protection of area.

*Source: Department of Recreation and Parks, Los Angeles, California.

The size of the play lot should range from two thousand to five thousand square feet in area depending upon the space available and the number of children to be served. This type of area in a neighborhood should include a few kinds of simple, safe and attractive apparatus; an open space for running and circle games, preferably in turf; and some form of enclosure around the lot is advisable as well as a pergola and benches for mothers.[1]

The play lot is not an essential part of a recreation system but it is advisable in densely built apartment districts, as well as in housing projects.

The neighborhood playground.--The neighborhood playground, which is designed primarily to serve the play needs of children six to fourteen years of age inclusive, is the chief outdoor play center for the neighborhood.[2] Although it is designed primarily to serve children it may also provide areas and facilities for other age groups. Common features of neighborhood playgrounds are: a corner for pre-school children, apparatus area, open space for informal play, fields for games such as softball or touch football, shaded areas for quiet activities, a wading pool, and a shelter house.

A neighborhood playground should be located within a quarter of a mile of every home in highly congested urban areas and not more than a half mile from any home in less populous neighborhoods. The preferable location for a neighborhood playground is adjacent to a community center or elementary public school site. To serve the various needs of a

---

[1] Ibid.

[2] George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Book Company, 1949), p. 151.

neighborhood, a playground should be from five to seven acres or more, depending upon the population. Table 28 gives a schedule of space allowances for playgrounds, as recommended by the National Recreation Association.[1]

TABLE 28

RECOMMENDED PLAYGROUND ACREAGE BY NEIGHBORHOOD POPULATION

Neighborhood Population	Number of Children	Acreage
1,000	200	2.3
2,000	450	3.25
3,000	600	4.00
4,000	800	5.00
5,000	1,000	6.00
6,000	1,200	7.00

As a rule, if an area falls too far short of these standards it is better to develop and restrict the playgrounds to the use of children; and if more than twelve hundred children need to be served, it is better to develop two separate playgrounds rather than one large area.[2]

The National Recreation Association recommends one acre of playground space for each eight hundred of its present or estimated future population in order to provide an adequate neighborhood playground service.[3] Table 29 gives the recommended standards for a neighborhood playground by a number of national agencies and local and regional planning bodies.

---

[1] National Recreation Association, Standards for Neighborhood Recreation Areas and Facilities (New York: National Recreation Association, 1944), p. 4.

[2] Ibid., p. 5.

[3] Ibid.

TABLE 29

RECOMMENDED STANDARDS FOR A NEIGHBORHOOD PLAYGROUND

Agency	Standard
Boston City Planning Board	3 to 7 Acres for 400 to 1,200 children ages 5 to 15. 1/4 to 1/2 mile service radius.
National Recreation Association	5 to 7 Acres. One acre per 800 pop. One per 3,500 to 4,000 pop. Preferably at or adjoining elementary school. 1/4 mile service radius. 1/2 mile maximum.
American Society of Planning Officials	3 to 7 Acres. 5 acres desirable minimum; 3 acres absolute minimum. 150 sq. ft. per child playing at one time. One at each elementary school. 1/2 mile service radius.
Chicago Planning Commission	(A) 500 sq. ft. per child if child pop. is under 200. Minimum 3-1/2 acres. (B) 253 sq. ft. per child if child pop. is 200 to 600. Minimum 3-1/2 acres. (C) 227 sq. ft. per child if child pop. is over 600. One per neighborhood. Preferably near school and centrally located or in larger park. 1/4 to 3/9 mile radius.
Detroit City Planning Commission	5 to 7 Acres. 250 to 500 sq. ft. per child accommodated. One acre per 1,000 pop. 1/2 mile service radius.
United States Housing Authority	75 to 440 sq. ft. per child. 3 to 5 acres per 100 to 500 children.
New York Regional Plan	100 sq. ft. per child playing. 25 sq. ft. per child 5 to 15 years old. 1/4 mile service radius.
Los Angeles County Regional Planning Commission	3 to 7 Acres. Service radius 1/4 to 3/8 mile. In conjunction with elementary school or community park where possible.

The neighborhood park.--The neighborhood park is primarily a landscaped area which is intended to provide an attractive neighborhood setting and to afford a place for quiet, informal recreation. This "city" park serves as a restful breathing spot in built-up urban residential areas, and although their number depends upon population density, it has been suggested by planners that these parks be located in each square mile of a city and have a service radius of from one-half to one mile.[1] The size of these parks may be from a fraction of an acre up to thirty or more acres, although it is preferable that these areas be not less than twenty acres in size. The estimated overall neighborhood park acreage requirements for a city have been placed at one acre for each one thousand population by planning authorities in Cambridge, Kansas City, Cleveland, Cincinnati, and Milwaukee.[2] Table 30 gives recommended standards for a neighborhood park by a number of agencies.

The neighborhood park is sometimes combined with the playground or playfield, depending upon the size of the area. In some instances, neighborhood park features can be incorporated in a large school site to good advantage.

The playfield.--The playfield, which may serve four or five neighborhoods, is primarily designed to serve youth sixteen years of age and older and adults.[3] The playfield makes possible forms of recreation activity that require more space than is available on the neighborhood playground, although a portion of the playfield is commonly devel-

---

[1] Butler, op. cit., p. 154

[2] Butler, "Standards for Municipal Recreation Areas," op. cit., August, 1948, p. 209.

[3] Butler, Recreation Areas--Their Design and Equipment, op. cit., p. 2.

oped as a playground for the children in the nearby neighborhood. Sometimes a portion of a playfield is set aside as an athletic field for use of highly competitive specialized sports.

TABLE 30

RECOMMENDED STANDARDS FOR A NEIGHBORHOOD PARK

Agency	Standard
Cleveland City Planning Commission	2 to 4 Acres. One acre per 1,000 pop. Natural features should determine site selection. Preferably in combination with a neighborhood playground, playfield, school, or community center.
American Society of Planning Officials	5 to 50 Acres. Topography and scenery more important than standard spacing. 1 mile service radius.
Detroit City Planning Commission	10 to 50 Acres. One-half acre per 1,000 pop.
National Recreation Association	½ to 30 Acres or more. One to each square mile of city. ½ mile service radius.
Regional Association of Cleveland	5 to 50 Acres. One acre per 1,000 pop. 300 sq. ft. per person using park at one time. 1 mile service radius.

One acre of playfield space is needed for each eight hundred of the present or estimated future population of a city, and one playfield is needed for not more than each twenty thousand population.[1] Twenty acres is a desirable size for a playfield and the minimum size should not be less than twelve acres.[2] Furthermore, it is recommended that

[1] Ibid.

[2] Ibid.

it be located within a half mile to a mile of every home, the distance depending upon population density and ease of access.[1] Table 31 gives recommended standards for a playfield by a number of agencies.

TABLE 31

RECOMMENDED STANDARDS FOR A PLAYFIELD

Agency	Standard
Cleveland City Planning Commission	10 to 30 Acres. One acre per 800 pop. (or 1¼ acres per 1,000 pop.). One per 4 or 5 neighborhoods (each provided with a playground). One per 15,000 to 25,000 population. Preferably adjoining a high school site. ½ to 1 mile service radius.
American Society of Planning Officials	20 acres and over recommended. 10 acres minimum. 600 sq. ft. per player. Preferably adjacent to high school. 1 mile service radius.
Detroit City Planning Commission	20 to 30 Acres. 1,000 sq. ft. per person accommodated. One acre per 1,000 population. 1 mile service radius. 1½ miles at low density.
National Recreation Association	10 to 12 Acres minimum. 20 acres desirable. One acre per 800 pop. 20,000 pop. maximum per playfield. ½ to 1 mile service radius.

The playfield usually provides the following features: children's playground, areas for several major field games and sports for men and women, tennis courts, shuffle board courts, an area for lawn games, outdoor theater, small picnicking area, a swimming pool, and indoor recreation facilities.[2] Opportunities for landscape development should be fully utilized.

[1] Butler, "Standards for Municipal Recreation Areas," op. cit., p. 209.

[2] Ibid.

The large recreation park.--The large recreation park is an area, usually one hundred acres or more in size, which offers an attractive setting and pleasant environment for people to engage in a variety of recreation activities. These parks afford an opportunity for people to get away from an urban environment and to enjoy contact with nature and engage in a variety of activities which lend themselves to the park setting.

Many authorities recommend one hundred acres as the minimum for this type of park, although a park of less than a hundred acres may be adequate in a small city.[1] Furthermore, it is desirable to have one for every forty thousand inhabitants. Because it is not often possible to acquire suitable areas having extensive acreage within municipal boundaries, it has become necessary for this type of park to be acquired by county and state authorities in outlying sections of the metropolitan region. This park will be further discussed in the chapter on "Regional Park Development."

The reservation.--A reservation is a large tract of land kept primarily in its natural state although parts of the area are made available for hiking, camping, picnicking, nature study, winter sports, and other activities. The reservation is usually located near the city boundaries or outside its limits. In many instances the reservation is provided by the county, state, or even federal government rather than the municipality. The reservation is usually 1000 acres or more in extent.[2]

---

[1] Ibid., p. 211.

[2] Butler, Recreation Areas--Their Design and Equipment, op. cit., p. 3.

The parkway.--The parkway is essentially an elongated park with a road running through it, the use of which is restricted to pleasure traffic.[1] The minimum desirable width is considered to be two hundred feet although sometimes it is considerably wider in some sections to permit the development of a playground, playfield, picnic area, or other special recreational facilities. The Arroyo Seco Parkway is an example of this type of development in the Los Angeles area.

Special recreation areas.--Many municipalities provide for special recreation areas, examples of which are the municipal golf course, the campsite, the swimming pool, and the athletic field or stadium.[2] Sometimes these facilities are established within the areas already discussed, although there is some tendency to acquire properties for these specialized uses. The athletic field is a special type of center intended primarily for highly organized games and sports. An absolute minimum of five and preferably ten acres are required for an athletic field, and twenty acres or more are necessary for a large stadium where extensive parking facilities are essential.[3]

A 9-hole golf course requires an area of fifty acres or more while an 18-hole golf course needs one hundred acres or more.

When a separate site is acquired for a swimming pool, a space of one acre is necessary if the pool is designed for neighborhood use; and several acres are needed for a large pool which serves the needs of people from a number of neighborhoods.

---

[1] Ibid., p. 4.

[2] Ibid., p. 3.

[3] Ibid.

[4] Ibid.

A municipal camp is usually established in a large park or reservation or on county, state, or federal land. When a city acquires a separate campsite, a minimum desirable standard is twenty acres although more acreage is desirable.[1] Camp sites should be located in a secluded, wooded area if possible, and a water area for swimming and boating is desirable.

Other properties.--In addition to the properties already listed in a municipal recreation system, some cities and towns have miscellaneous property which are not used to any great extent. This type of property comprises the small circle, square, triangles, or "plaza." They are usually extensively landscaped and afford an attractive setting, but rarely are these properties larger than a block in extent.[2]

Municipal Recreation Areas and Facilities in Los Angeles County

The cities in Los Angeles County have expanded their recreational services and have acquired and developed areas and facilities to serve local needs. As conditions and resources vary in each city and neighborhood in the county, so do the types of recreation property differ. All of the cities have not used a standard classification of their property. This has resulted in a combination of areas which incorporate some of the features of the play lot, the playground, the neighborhood park, and the playfield. This combination of use has made it necessary to list local areas by acreage instead of type. Table 32 gives the number of parks or play areas and the amount of acreage in the cities of the County, and this table indicates that the greatest number of parks consists of property under twenty acres. Furthermore, these

---

[1] Ibid.

[2] Ibid., p. 4.

TABLE 32

PARK SIZES AND ACREAGE IN INCORPORATED CITIES OF LOS ANGELES COUNTY*

Date Inc.	Name of City	Population 1953	Number of Parks by Acreage					Total Park Acreage
			Under 20	20–50	50–100	Over 100	Total	
1903	Alhambra	53,846	2	1	–	1	4	200
1903	Arcadia	32,016	3	–	–	–	3	15
1913	Avalon	1,432	1	–	–	–	1	10
1898	Azusa	14,477	5	–	–	–	5	20
1927	Bell	16,368	1	–	–	–	1	4.5
1914	Beverly Hills	30,244	8	–	–	–	8	62
1911	Burbank	88,890	10	–	–	1	11	902
1907	Claremont	8,286	3	–	–	–	3	15
1888	Compton	58,465	6	–	–	–	6	37
1901	Covina	6,996	1	–	–	–	1	10
1917	Culver City	29,171	5	–	–	–	5	35
1912	El Monte	8,551	1	–	–	–	1	3.5
1917	El Segundo	10,583	3	–	–	–	3	6.4
1930	Gardena	18,518	2	–	–	–	2	7.3
1906	Glendale	112,019	13	1	–	1	15	626
1911	Glendora	5,917	2	–	–	–	2	8
1922	Hawthorne	21,301	5	–	–	–	5	27
1906	Hermosa Bch.	14,146	1	–	–	–	1	6
1906	Huntington Pk.	30,199	3	1	–	–	4	52
1908	Inglewood	50,538	7	–	1	–	8	80
1906	LaVerne	5,703	3	–	–	–	3	6.5
1897	Long Beach	273,719	26	3	–	4	33	1059.9
1850	Los Angeles	2,089,189	128	10	3	4	145	9604
1921	Lynwood	28,649	2	2	–	–	4	60
1912	Manhattan Bch.	27,188	2	–	–	–	2	9
1924	Maywood	13,609	1	–	–	–	1	2.5
1887	Monrovia	24,055	2	1	–	–	3	47
1920	Montebello	24,598	1	–	–	–	1	17
1916	Monterey Park	26,071	2	1	–	–	3	50
1939	Palos Verdes	3,963	–	–	–	–	–	–
1886	Pasadena	113,777	18	1	–	4	23	1228
1888	Pomona	44,549	12	–	1	–	13	155
1892	Redondo Bch.	36,191	5	–	–	–	5	25
1911	San Fernando	14,558	2	1	–	–	3	42
1913	San Gabriel	22,042	2	–	–	–	2	15
1913	San Marino	12,788	1	–	–	–	1	26
1886	Santa Monica	73,865	10	1	–	1	12	200
1907	Sierra Madre	8,263	2	–	–	–	2	6
1924	Signal Hill	4,406	2	–	–	–	2	18
1923	South Gate	53,247	1	–	1	–	2	98
1888	South Pasadena	18,630	4	–	1	–	5	110
1921	Torrance	42,189	19	–	–	–	19	35.6
1905	Vernon	410	–	–	–	–	–	–
1923	West Covina	16,640	2	–	–	–	2	25
1898	Whittier	31,625	8	–	–	–	8	42
	Total	3,542,365	338	23	7	16	384	15008.2

*Source: Data secured through questionnaire.

areas have been developed as play lots, playgrounds, neighborhood parks, playfields, or combination of these types. This table also indicates that only sixteen cities have any park or recreation property over twenty acres. Moreover, with the exception of Los Angeles, Long Beach, and Pasadena, there are only eight parks over fifty acres in all the cities. The number of parks under twenty acres, total 338, and these smaller recreation areas comprise eighty-two percent of the cities' total park acreage.

The only municipalities which have reached or surpassed the standard of one acre for each one hundred of the present population are Burbank and Pasadena. Table 33 shows the amount of park acreage needed in each city of Los Angeles County to reach this standard, and this table also indicates that there is need for 21,313 additional acres of local park and recreation areas for all the cities.

Recreation Facilities

The nature and scope of a community recreation program is determined largely by the number and type of areas, buildings, equipment, and facilities available. Most activities depend upon facilities which are conveniently located and properly constructed.

The facilities available in the cities of Los Angeles County include a great variety of features, and they make possible or provide recreation opportunities for those of all ages. All cities furnish certain game courts, sports facilities, apparatus, equipment, and basic structures. However, variation exists between cities in the number and type of major recreation facilities which include outdoor swimming pools, lighted athletic fields, community centers, golf courses, mountain camps, and auditoriums. Table 34 gives the number of these facilities in each

TABLE 33

PRESENT PARK ACREAGE AND FUTURE PARK NEEDS
OF CITIES IN LOS ANGELES COUNTY*

City	Population	Total Park Acreage	Park Acreage		Present Percentage of Total Need
			Standard of 1 per 100 Population	Amount Needed to Reach Standard	
Alhambra	53,846	200	538	338	37
Arcadia	32,016	15	320	305	5
Avalon	1,432	10	14	4	71
Azusa	14,477	20	145	125	14
Bell	16,368	4.5	164	159.5	3
Beverly Hills	30,244	62	302	240	21
Burbank	88,890	902	889	...	101
Claremont	8,286	15	83	68	18
Compton	58,465	37	585	548	6
Covina	6,996	10	70	60	14
Culver City	29,171	35	292	257	12
El Monte	8,551	3.5	86	82.5	4
El Segundo	10,583	6.4	106	99.6	6
Gardena	18,518	8.3	185	177.7	4
Glendale	112,019	626	1,120	494	56
Glendora	5,917	8	59	51	14
Hawthorne	21,301	27	213	186	13
Hermosa Beach	14,146	6	141	135	4
Huntington Park	30,199	52	302	250	17
Inglewood	50,538	80	505	425	16
La Verne	5,703	6.5	57	50.5	11
Long Beach	273,719	1,059.9	2,737	1,677.1	39
Los Angeles	2,089,189	9,604	20,892	11,288	46
Lynwood	28,649	60	286	226	21
Manhattan Beach	27,188	9	272	263	3
Maywood	13,609	2.5	136	133.5	2

TABLE 33 --Continued

City	Population	Total Park Acreage	Park Acreage		Present Percentage of Total Need
			Standard of 1 per 100 population	Amount Needed to Reach Standard	
Monrovia	24,055	47	241	194	20
Montebello	24,598	17	246	229	7
Monterey Park	26,071	50	261	211	19
Palos Verdes	3,963	...	40	40	0
Pasadena	113,777	1,228	1,138	...	108
Pomona	44,549	155	446	291	35
Redondo Beach	36,191	25	362	337	7
San Fernando	14,558	42	146	104	29
San Gabriel	22,042	15	220	205	7
San Marino	12,788	26	128	102	20
Santa Monica	73,865	200	739	539	27
Sierra Madre	8,263	6	83	77	7
Signal Hill	4,406	18	44	26	41
South Gate	53,247	98	532	434	18
South Pasadena	18,630	110	186	76	59
Torrance	42,189	35.6	422	386.4	8
Vernon	410	...	4	4	0
West Covina	16,640	25	166	141	15
Whittier	31,625	42	316	274	13
Totals	3,621,887	15,008.2	36,219	21,313.8	

*Source: Data secured through questionnaire.

TABLE 34

MAJOR RECREATION FACILITIES IN INCORPORATED CITIES OF LOS ANGELES COUNTY

Name of City	Number of Major Recreational Facilities					
	Outdoor Swim Pools	Lighted Athletic Fields	Community Centers	Golf Courses	Mountain Camps	Auditorium
Alhambra	3	7	3	1	1	1
Arcadia	-	-	-	-	-	-
Avalon	-	-	1	-	-	-
Azusa	1	1	1UC	-	-	1
Bell	-	1	-	-	-	-
Beverly Hills	1	1	-	-	-	-
Burbank	1	3	3	-	-	1
Claremont	-	1	2	-	-	-
Compton	1	-	-	-	-	-
Covina	1	1	1	-	-	-
Culver City	1	3	1	-	-	1
El Monte	1	-	-	-	-	-
El Segundo	-	2	-	-	-	-
Gardena	-	2	1	-	-	1
Glendale	1	4	5	-	-	1
Glendora	-	-	-	-	-	-
Hawthorne	-	1	1	-	-	-
Hermosa Beach	-	1	1	-	-	-
Huntington Park	-	1	-	-	-	-
Inglewood	1	3	1	-	-	-
La Verne	-	2	2	-	-	-
Long Beach	-	9	11	2	1	1
Los Angeles	32	78	81	7	5	-
Lynwood	-	2	1	-	-	1
Manhattan Beach	-	1	-	-	-	-

TABLE 34--Continued

Name of City	Number of Major Recreational Facilities					
	Outdoor Swim Pools	Lighted Athletic Fields	Community Centers	Golf Courses	Mountain Camps	Auditorium
Maywood	-	1	-	-	-	1
Monrovia	1	-	-	-	1	-
Montebello	1	1	-	1	-	-
Monterey Park	1	1	1	-	-	1
Palos Verdes	-	-	-	-	-	-
Pasadena	2	1	3	-	-	1
Pomona	1	1	3	-	-	2
Redondo Beach	-	1	2	-	-	-
San Fernando	1	2	1	-	-	-
San Gabriel	1	2	1	-	-	1
San Marino	-	-	-	-	-	-
Santa Monica	1	2	5	-	-	1
Sierra Madre	1	-	1	-	-	-
Signal Hill	-	1	1	-	-	-
South Gate	1	3	-	-	-	1
South Pasadena	1	2	-	-	-	-
Torrance	-	3	4	-	-	1
Vernon	-	-	-	-	-	-
West Covina	-	-	-	-	-	-
Whittier	1	1	1	-	-	1
	57	146	139	11	8	18

*Source: Data secured through questionnaire.

city of the County, and the figures show that the City of Los Angeles has more of these facilities than the total of the other forty-four cities. Furthermore, these figures point to the need for providing major facilities to serve groups of smaller cities by the county or regional authority.

Summary

In present and future urban and regional park and recreation planning, there exists the need to acquire and develop areas and facilities to serve different purposes and functions. Moreover, a number of standards have been established and accepted by planning bodies and governmental authorities which act as guide-posts in evaluation. These standards have flexible usage and are evaluated in terms of local development and conditions in seeking a desirable level of operation.

The cities in Los Angeles County have many different park and recreation areas and facilities. The acquisition of park acreage has not kept pace with population growth, and few cities are approaching the acceptable area standard. Probably the most important reason for this lack of park space was the lack of planning for open areas before the land became highly urbanized and reached a high population density.

CHAPTER XI

EFFECT OF RECREATION AREAS UPON LAND VALUES

As the type and number of parks and recreation areas has multiplied in all parts of the country, as well as Los Angeles County, these properties have had an effect upon land values.

Increase in Land Values

The importance of park and recreation areas to a community or city has been generally recognized, and the acquisition of land for such purposes, properly located and distributed in a municipality has made for increased land values to property adjacent to these areas. The desirability of neighborhoods which have parks or playgrounds has been generally known by realtors and subdividers for many years. Some subdividers have voluntarily set aside parks to be used for park purposes, knowing that this open space would add to the value of the surrounding property and make it easier to sell. The higher prices and quicker sales which result in subdivisions which provide recreation areas was well stated more than a decade ago in a circular published by the National Recreation Association. A statement from this article is as follows:

> Adequate recreation space is today an economic necessity in every community. Furthermore, the subdivider of today has learned that it is wise to set aside land for playgrounds in his communities in the same way that he allots certain areas for streets.
>
> For a number of years the Harmon Foundation has been seeking to demonstrate that in supplying this economic necessity the financial interest of the subdivider and the civic interests of his community are identical. The subdivider

> benefits markedly from the higher prices and quicker sales which result in new communities supplied with adequate playgrounds, parks, athletic fields, tennis courts, or golf course. The benefits which accrue to the public from permanent provision for its recreational needs are no less obvious.
>
> Through a series of awards the Harmon Foundation has been able to encourage a large number of subdividers throughout the county to test for themselves the value of creating adequate play spaces in their real estate developments, and to discover that such a policy pays real economic dividends. The Foundation has been more than glad to join the Playground and Recreation Association of America, which has administered the Harmon Foundation Awards, in publicizing the work of real estate developers who have demonstrated the feasibility of the plan.[1]

The move to establish park and playground areas has been fostered in many cases by real estate interests in various parts of the country because of the favorable effect such parks have on the prices of surrounding lots. In the early history of Chicago, the purchase of park lands in districts some distance from the built-up area of the city resulted in heavy speculation in the lands facing the parks.[2] Land near Hyde Park increased in value from $100 to $15,000 an acre from 1865 to 1873.[3]

The same situation existed in other of our large cities as indicated in a report given at a Conference of City and State Park Authorities in New York City in 1926. The increase in value of land adjacent to park areas shows that one city block in New York City adjacent to Central Park sold in 1852 for $3,000, and when it looked as if the Park would actually be established, the same property sold for $4,500.

---

[1]National Recreation Association, New York, Recreation Areas In Real Estate Subdivisions (1930), p. 2.

[2]Homer Hoyt, One Hundred Years Of Land Values In Chicago (Chicago: University of Chicago Press, 1933), p. 100.

[3]Ibid., p. 117.

In 1854, after the Park had been set up, the same property sold for $10,000, and in 1858 it was again sold at $40,000. In 1870 the owner refused $1,250,000 for the property, and the rapid rise in the value was attributed directly to the establishment of Central Park.[1]

In Essex County, New Jersey, a study in 1916 involving property evaluation of the land adjacent to four parks in the county park system showed that while the property adjoining the park has increased more than six times in value, property in the remainder of the same taxing district has about doubled in value. The increased value in this case was four times the cost of the four parks and 2.4 times the cost of all the parks in the system at that time.[2]

In a report of the Regional Planning Federation of the Philadelphia Tri-State District, 1932, the following statement was made:

> Westchester County, in New York, has invested about $60,000,000 in a great system of parks and parkways. Real estate authorities agree that about $500,000,000 of the increase since 1924 in the assessed valuations of Westchester County is due directly to the influence of these improvements.
>
> The Board of Park Commissioners of Minneapolis, Minnesota, asserts that the extensive park system of that city, developed at a total cost of more than $15,000,000 expended over a period of 42 years, has cost the people of Minneapolis nothing. The increased land values in that city due to park developments have amounted to several times the entire cost of the park system.[3]

The following statement from a study of land values in relation to seven playgrounds on Manhattan has been given by the Regional Plan-

---

[1]Metropolitan Conference of City and State Park Authorities, Parks As Investments, (New York: Metropolitan Conference of City and State Park Authorities, February, 1926), pp. 1-8.

[2]Report of the Board of Park Commissioners, Essex County, New Jersey, 1926, (Newark: Board of Park Commissioners, 1926), pp. 5-8.

[3]Regional Planning Federation of the Philadelphia Tri-State District, Nature's Plan for Parks and Parkways--Recreation Lands (Philadelphia: Regional Planning Federation of the Philadelphia Tri-State District, 1932), p. 2.

ning Association of New York as follows:

> An outstanding example of the effect of a playground in a wholly residential district is found in the Brownsville section of Brooklyn. Here values in fifteen years have risen 175 percent on land directly bordering the Betsy Head playground, while values on streets one to three blocks away have increased only 118 percent. There is little business on these blocks. The whole neighborhood is of a residential character. This playground is also of sufficient size to have more effect on the land values than some of the other playgrounds studied, which are less than an acre in size. Although the figures did not prove it, it is highly probable that a small playground, located in a mixed business and residential neighborhood, has very little effect one way or another on the surrounding properties. On the other hand, a ten-acre playground, such as Betsy Head, gives light and air and a park-like quality to the space which is more beneficial to the neighborhood. This playground is zoned for residence on two sides and on two sides for business.
>
> Some of the conclusions which have been reached in these studies are:
>
> a. There have been no decreases in land values on the blocks bordering the playgrounds after the acquisition of the playgrounds.
> b. Small plots used as playgrounds appear to have little effect one way or the other on surrounding values.
> c. Large plots, when in a wholly residential district, increase the values of the bordering property in somewhat the same manner as do parks.
> d. When business and industry extend into blocks bordering on or adjacent to a playground, the benefits of the playground to the neighborhood as reflected in the land values are very much decreased.
> e. Where the neighborhood is wholly residential in character, the average increase in land values around the playground has been far greater than in other districts where business or industry is present.
> f. Increases in land values around playgrounds take place more uniformly when all sides of the playground are zoned for residential purposes only.
> g. The playgrounds which are well landscaped, planted, equipped and supervised are the ones around which land values are most likely to show a substantial increase.[1]

Further studies show that the effect of small recreation areas on land values has not been too pronounced. Small plots used as playgrounds appear to have little effect on land values, but large plots, if

---

[1] Regional Survey of New York and Its Environs, Vol. V (New York: Regional Plan of New York and Its Environs, 1928), p. 47.

well landscaped, increase values in residential districts.[1] On the whole, recreation areas seem to have a favorable effect on land values in residential zones and unfavorable effect on land values in commercial zones. The close proximity of recreation areas to residential property makes this land more valuable, since a park offers the advantage of presenting a pleasant view and more desirable living conditions.[2]

Los Angeles County

When living conditions are made more desirable through the use of parks, and opportunities exist to enjoy wholesome recreational outlets in nearby areas, it is inevitable that property value will increase as a result. Parks are an asset to a community that has them, and the effect of landscaped areas upon residential property has increased their value in Los Angeles County.[3] This is not entirely true in regard to all types of park and recreation property, as is indicated by the following statement:

> It can be considered a truism that the value of property surrounding a properly maintained park is enhanced. This is not always so with respect to property immediately surrounding a children's playground or school. This property will many times decrease in value due to the noise of the playground area. A properly balanced neighborhood needs playgrounds, parks, and schools; and the value of a properly conceived neighborhood will enhance the total value of property.[4]

As the recreation movement gained momentum during the 20's and 30's, park and recreation property was acquired by gift, purchase, or

---

[1] Ibid.

[2] Ibid.

[3] Statement by Cleo Mayhugh, Assistant Chief Real Estate Appraiser, Los Angeles County, personal interview, March 3, 1954.

[4] Statement by L.M. Fist, Assistant Chief, Land Division, Los Angeles County, personal interview, March 5, 1954.

lease. The growth of population during this period emphasized the need for recreation space, and schools were asked to establish playgrounds. This move was largely started by the real estate interests as indicated by the following statement:

> During the period after World War I there was a tremendous land boom in Los Angeles County, and the real estate interests put on a campaign to promote the use of school grounds for playground purposes. This was done to make the property more valuable and desirable for prospective buyers without using their own land for this purpose.[1]

A stamp upon commercialism is placed upon park development when the basic reason given for acquiring this type of property is an increase in property value. However, the argument is potent in the Los Angeles region where park acquisition has not kept pace with population growth.

Summary

The close proximity of recreation areas to residential property has tended to increase the value of this property. Landscaped parks have a more profitable effect upon land values than do children's playgrounds or athletic playfields. Large parks have the advantage of offering pleasant vistas which make living conditions more desirable. Recreation areas which are contiguous to commercial districts have a depressing effect upon business which is in keeping with the fact that a park makes for less pedestrian traffic and thereby influences business sales.

---

[1]Statement by Dr. John Merkeley, Head, Youth Services Section, Board of Education, Los Angeles, personal interview, March 8, 1954.

PART III

REGIONAL AND COUNTY RECREATION: ITS DEVELOPMENT, EXTENT, AND SIGNIFICANCE

As cities in the Los Angeles area have become inextricably enmeshed into a complex pattern of relationships, an emerging regionalism has developed, and municipal authorities have looked to the County government for assistance in providing recreational opportunities which attract people from throughout the greater metropolitan area. Thus, making provision for this service by county authorities has focused attention upon the need for developing a county or regional park and recreation system to provide direction for this important development (Chapter XII).

The present administration and organization of the Los Angeles County Park and Recreation Department have been influenced by early proposals for providing this type of County function (Chapter XIII). Moreover, the growing urban and rural population throughout the County has created additional problems of financing the giving of this service (Chapter XIV). This impact of organizing and financing the operation of a county or regional recreation (and park) system has raised questions as to what kind of legal authorization exists which would make a suitable framework for providing this new function of county government (Chapter XV). In turn, there is the need of defining a region and determining what constitutes regional park and recreation areas and facilities which are distinct or different from similar local areas (Chapter XVI).

CHAPTER XII

COUNTY PARK DEVELOPMENT

The play and recreation movement in America has been concerned primarily with providing recreational opportunities for people in city and urban areas, and it has only been since the beginning of the twentieth century that counties have taken an active part in public recreation. These early county and metropolitan park and recreation departments have led the way toward the establishment of present day systems.

Early History

The history of county parks and recreation in the United States had its beginning at the close of the nineteenth century, and while there was some development before this time, the only type of county-owned properties which might be classified as fulfilling the function of a park were those areas which provided a setting for the county courthouse or the county fairgrounds.[1] Early pioneering in this field saw the establishment of a metropolitan park commission in Boston in 1892 by an act of the State Legislature, which was designed to develop a park system for the people in the thirty-six cities and towns around that city.[2] This progressive and far-sighted move included many of the elements of present-day departmental planning, and one of the proposals

---

[1]National Recreation Association, County Parks (New York: National Recreation Association, 1930), p. 1.

[2]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 4

in the plan pointed to the need of acquiring property of the following types:

> (1) spaces on the ocean front, (2) as much as possible on the shores and islands of the bay, (3) the courses of the larger tidal estuaries....., (4) two or three larger areas of wild forest on the outer rim of the inhabited area, (5) numerous small squares, playgrounds and parks in the midst of dense populations.[1]

Although the City of Boston was the first to establish a metropolitan park commission, the first county to establish a system of parks was Essex County, New Jersey. Several other counties had acquired park lands through gifts prior to that date, but as far as is known, no other county took steps to develop its parks or establish a park commission or board.

During the first decade of 1900 there were established two additional systems, namely, Hudson County, New Jersey in 1902, which followed the pattern of Essex County; and the Metropolitan Park District of Providence Plantation, which was established as a result of the progress achieved in the Boston region.[2] In 1900, a 160-acre park was given to Orange County, California, and six years later, additional parks were acquired through gifts in Ventura County in this same state, but no official authority was established to administer these areas.

Additional progress was made in the second decade. Milwaukee County, Wisconsin, purchased its first county park in 1910, and in 1915, Cook County and DuPage County, both in Illinois, began a program under the terms of a State Forest Preserve Act of 1913, to acquire forest preserve areas which are similar in function to county parks.[3] County

---

[1]Clarence E. Rainwater, The Play Movement (Chicago: University of Chicago Press, 1922), p. 34.

[2]National Recreation Association, Recreation and Park Yearbook, 1950, op. cit., p. 4.

[3]National Recreation Association, County Parks, op. cit., p. 1.

parks in Michigan were also established this same year in Muskegon County. Although park systems were being established, little land was acquired for county parks before 1920, and the first real progress in acquiring park property was made between 1921 and 1930. Table 35 gives a summary of the number of parks acquired before 1920, and Table 36 gives the number of counties reporting parks since 1930.

TABLE 35

COUNTY PARKS ACQUIRED BEFORE 1920*

	No. of Parks	Acres
Before 1900	21	781
1901 - 1910	20	1396
1911 - 1920	22	2169

*Source: National Recreation Association

During the 1920's there was a marked interest in county parks in many sections of the United States. According to information received by the Playground and Recreation Association of America in 1925-26, thirty-one counties were listed as having one or more county parks, and at the close of this decade the number of parks as reported increased from 22 to 415, and the acreage expanded from 2,169 to 108,485.[1] These figures are shown in Tables 35 and 36. Furthermore, the number of counties reporting parks in 1925 totalled thirty-two, while in 1930 this number increased to seventy-three.[2] Table 36 indicates that the number

[1] Ibid.

[2] National Recreation Association, Municipal and County Parks in the United States, 1940 (New York: National Recreation Association, 1940), p. 49.

TABLE 36

NUMBER AND ACREAGE OF COUNTY PARKS, 1930-1950*

Description	1930	1940	1950
Number of Counties reporting parks	73	152	156
Number of parks reported.	415	779	933
Total acreage of county parks	108,485 (72 counties)	197,350 (151 counties)	213,437 (156 counties)

*Source: National Recreation Association

of county parks has grown in 1950 to 933, having a total acreage of 213,437.

A number of counties have acquired large acreage under their supervision. Of the 156 counties reporting park areas in 1950, the Cook County, Illinois, Forest Preserve District led all other counties in total acreage, the amount being 38,420. Other counties having a large amount of acreage under their supervision are: Pima County, Arizona, 30,002 acres; Westchester County, 17,000 acres; Cleveland Metropolitan Park District, 13,700 acres; and the Boston Metropolitan Commission, 13,128 acres. Counties or metropolitan park systems which have more than five thousand acres include Milwaukee County, Wisconsin, Huron-Clinton District in Michigan, and Union County, New Jersey.[1]

Expanding Use of County Parks

Park areas acquired by counties previous to the present century were used primarily as a site for a county courthouse, and these parks

[1]National Recreation Association, Recreation and Park Year Book, 1950, op. cit., p. 13.

provided no space for active recreational use. Many of them, however, were noted for their planting and shade areas and were equipped with benches, fountains, and statues. At times these parks were used as meeting places, but mainly they served as passive "intown" parks and no provision was made to use these areas for a program of activities.[1]

As county fairs developed, legislation was passed in many states authorizing counties to acquire lands for county fairgrounds, and in the development of these grounds there were included facilities for race tracks, grandstands, picnic grounds, baseball diamonds, and buildings which would be suitable for recreational use. However, most of these facilities were not used as park or recreation centers and were open to the public only during the county fair season.[2]

The establishment of park systems and the acquisition of land for recreation use pointed the way for county authorities to develop areas according to their size, type, and location. Although earlier use of these parks centered around passive activity, later developments called for expansion of facilities for more active recreation. A recent study reveals that the most numerous facilities provided by county authorities in the order named, are picnic areas, horseshoe courts, softball diamonds, tennis courts, baseball diamonds, shuffleboard courts, and camp areas.[3]

The services performed by county parks and recreation areas have been to provide people an opportunity "(1) to come in contact with the

---

[1]National Recreation Association, County Parks, op. cit., p. 2.

[2]Ibid.

[3]National Recreation Association, Recreation and Park Year Book, 1950, op. cit., p. 13.

beauties and wonders of nature both in its natural state and as adapted and arranged by man, and (2) to participate in a variety of wholesome and enjoyable activities in attractive surroundings not too far distant from their homes."[1] Although the number and type of recreation facilities provided by county authorities have expanded since the beginning of this movement, this number is relatively small, except in metropolitan regions, as compared to municipal growth.[2]

Changing Concept of Park Responsibility

The dedication of new park areas by municipalities, counties, metropolitan authorities, and state governments has been increasing in recent years. The responsibility of city and state governments to establish park areas has become clear, but the responsibility of county governments has not been as clearly defined. Many functions of counties have become traditional. These functions include the administration of justice, the construction and maintenance of roads and county highways, and the administration of health and welfare functions, but it has only been in recent years that counties have been concerned with acquiring, developing, and maintaining park and recreation areas and facilities.

Municipal responsibility.--The principle that municipalities are responsible for the provision of recreation opportunities within their borders is clearly defined. This responsibility includes the acquisition, development, and operation of park and recreation areas which range in size and function from circles, squares, and ovals to neighborhood parks, playgrounds, playfields, and beaches. Some municipalities

---

[1]National Recreation Association, County Parks, op. cit., p. 82.

[2]National Recreation Association, Recreation and Park Year Book, 1950, op. cit.

are even responsible for adding recreation parks outside their corporate limits, which include mountain camps, reservations and, in some cases, parkways. However, the establishment of these extra-territorial facilities are principally for use by the residents of the municipality.[1]

State responsibility.--State parks have been established primarily to preserve unusual scenic or recreational resources within state boundaries. They generally comprise thousands rather than hundreds of acres and are located without reference to the population centers. In some instances, those areas having historical or geological features are preserved as state parks even though they occupy relatively small space and acreage. The development of state parks usually provides for rehabilitation and protection of the property as well as limited activity. However, this activity is usually that which is appropriate to the setting, such as picnicking, camping, sight-seeing, hiking, or swimming.

County responsibility.--The county responsibility for parks lies somewhere between that of the municipality and the state. County parks are generally larger than municipal parks and are developed for passive as well as active recreational use.[2] The location of most county parks indicates that more than two out of three are in unincorporated areas of the county. Furthermore, the size of county parks varies from one acre or less to thousands of acres, an example of which is that of the Tucson Mountain Park located in Pima County, Arizona, which has twenty-nine thousand acres. More than 70 percent of the number of all county parks as reported in 1940 consisted of property of less than one hundred

---

[1]National Recreation Association, Memorandum on Park Planning in Erie County, New York (New York: National Recreation Association, December, 1951), p. 5.

[2]Ibid., p. 6.

acres each.[1] Because of the tremendous size of some counties reporting parks having acreage in the thousands, nearly 70 percent of all county park acreage is in properties of more than a thousand acres.[2]

The responsibilities of counties to develop certain types of park and recreation areas have been summed up as follows:

> In making its preliminary studies or survey, the County Park Commission shall give consideration, among other matters, to the health, comfort, enjoyment and general welfare of the people of the county, to the protection of streams, lakes and pools from pollution, to the use by the public of lakes, pools and the banks thereof, to the reforestation for public use and enjoyment of tracts of land, to the conservation of flooded areas and to the preservation of places of natural beauty and of historic interest.[3]

It has also been stated in various reports that one of the essentials of county parks is to provide a regional service, and the following statement lists some of the desirable features in a regional park:

> County Parks should not be imitations of City Parks. They should provide attractive scenery but in addition they should have plenty of outdoor play room and places for assembly for large community gatherings as well as restful recreation for small groups and individuals. They should be plentifully supplied with benches, tables and open fireplaces where meals may be cooked and served; meadow room for games of all descriptions; hill and valley trails for hiking and horseback riding, and good water for boating and canoeing. Besides natural fitness and scenic advantages, County Parks should have a good supply of drinking water and plenty of sanitary conveniences. They should be made easily accessible to all users and the cost to acquire, develop and maintain them should be kept within reason. Historical or traditional associations naturally add to a park's attractiveness.[4]

---

[1]National Recreation Association, Municipal and County Parks in the United States, 1940, op. cit., p. 47.

[2]Ibid.

[3]National Recreation Association, County Parks, op. cit., p. 5.

[4]Ibid.

Park and Recreation Development in Los Angeles County

The Department of Parks and Recreation is one of the newer departments in Los Angeles County Government. This Department had its beginnings in May, 1911, when the Board of Supervisors appointed a County Board of Forestry which was given responsibility for roadside beautification and the planting of shrubs and trees along county roads. This Board appointed a County Forester in January, 1912, and launched an ambitious program of planting which consisted "for the most part of the planting of rose bushes along certain county roads, the planting of pine and oak trees along the roadside of the old Foothill Boulevard from Pasadena easterly toward the San Bernardino County line, and the maintenance of roadside trees on the various county roads through Los Angeles County."[1]

In January, 1920, the Board of Forestry was abolished and the Office of County Forester was established. This change had little effect upon the program of roadside planting and landscaping, and the same County Forester continued in office. However, the Forester was given the additional job of serving as ex-officio fire warden for the county. This program was further expanded in 1925 when the office of County Forester was given the responsibility for a program of watershed planting consisting of (1) the rehabilitation of denuded watershed areas, and (2) the extension of existing timbered areas with a view to future development of mountain park sites.[2] This program was further changed in 1929 when greater emphasis was placed on the improvement and acqui-

---

[1] B.P. Gruendyke, "Los Angeles County Department of Parks and Recreation," Los Angeles County Employees Association Magazine (Los Angeles: Los Angeles County, 1946, p. 39.

[2] Ibid.

sition of present and future park sites in the mountains and in the lowlands of the county.

As the work of the Department expanded and new areas were acquired, the Board of Supervisors established a Division of Parks on December 1, 1939, as a unit of the Department of County Forester and Fire Warden. This division broadened the functions of the Department, and it was given the responsibility for general landscaping, and the maintenance and development of lawns, trees, and shrubs on county-owned property.[1]

Previous to 1922 the County was only concerned with the passive and aesthetic aspects of recreation. However, with the purchase of 470 acres of land in Swartout Valley by the Board of Supervisors to be developed as a mountain park and playground, the first active recreation program was launched on June 16, 1922, when the Big Pines Recreation Camp was established under a separate administration. The program of this mountain playground was expanded year after year as the County acquired through lease from the United State Forest Service, additional acres of forest area. In April, 1929, certain beaches were placed under the supervision of the Big Pines Recreation Camp, and on July 1 of the same year, a Department of Recreation Camps and Playgrounds was established by the County Board of Supervisors for the purpose of administering both the mountain camps and the beaches.[2]

Few changes were made in the Department until 1932 when it became necessary for the Department of Recreation Camps and Playground to

---

[1]Statement by B. Paul Gruendyke, Director, Parks and Recreation Department, Los Angeles County, personal interview, March 17, 1954.

[2]Gruendyke, op. cit., p. 40.

conduct playground programs to take care of the growing demand brought about by a depression period. The problem faced by the Department has been summed up as follows:

> It was during these depression years that the juvenile delinquent situation, destined to become one of our nation's most acute problems during the World War II era, ten years hence, began to patently manifest itself in Los Angeles County. Recognizing and correctly evaluating this situation as a serious public menace, the Department of Recreation Camps and Playgrounds devised playground programs and other devices by means of which to divert surplus juvenile energy into harmless wholesome channels rather than allow it to manifest itself through the media of delinquent practices. So also did the department, in cooperation with the state and government agencies, furnish work for hundreds of unemployed, through the medium of playground and beach development and maintenance.[1]

New parks, beaches, and playgrounds were added to the department year by year throughout the 30's, and the department expanded its leadership and supervisorial staff through a cooperative agreement with the federal government whereby many recreation leaders were assigned to the department through the Works Progress Administration. This expansion of staff accelerated the playground program service which in turn provided impetus for further expansion of areas and facilities.

On December 1, 1939, the Department of Recreation Camps and Playgrounds was dissolved and a new Department of Recreation was established.[2] This Department was given the functions of the former Department and other responsibilities were added to provide for a more extensive program of activities. It was at this same time that the Division of Parks was added to the Department of County Forester and Fire Warden. As the work of the Division of Parks and the Department of Recreation continued to expand, there became a need to coordinate and consolidate

---

[1] Ibid., p. 42.

[2] Ibid.

parks with recreation; and on May 23, 1944, the County Board of Supervisors combined these two units into a Department of Parks and Recreation. The functions of this new Department included the supervision, operation, and maintenance of county parks, beaches, playgrounds, and golf courses within the confines of Los Angeles County. The ordinance establishing this new Department gave specific powers to the Director of Parks and Recreation who was charged with the supervision and operation of the Department.[1] Furthermore, the Department was charged with the maintenance of grounds, facilities, and buildings in county parks; the maintenance and furnishing of lifeguard service on county-owned beaches and beaches of other governmental jurisdictions on a contractual basis; the maintenance and supervision of public hiking and riding trails within unincorporated areas of Los Angeles County; the supervision of county recreation parks and parkway districts; the supervision of the planting of trees and shrubs along public highways; the issuance of permits for tree removal and trimming; and the maintenance of such shrubs and trees growing on public property within the County of Los Angeles.[2]

Acquisition of Areas

The growth of the Los Angeles County Park and Recreation Department has expanded in direct proportion to the acquisition of park and recreation areas. Prior to 1910 the county had only two park areas, namely, San Dimas Canyon and the area comprising Roger Jessup Park. Between 1911 and 1920, one additional park of less than an acre was acquired. This area, known as Lawndale Park, was acquired in October of 1916. Table

---

[1] Los Angeles County Ordinance, No. 4099, art. XV, sec. 226, (4366, 7-7-44).

[2] Ibid.

37 shows the periods of acquisition of park and recreation areas in Los Angeles County, and this table indicates that the greatest growth in the acquisition of park areas took place between 1941 and 1950.

TABLE 37

PERIODS OF ACQUISITION OF PARKS AND RECREATION AREAS IN LOS ANGELES COUNTY

Period	No. of Parks and Areas
1901-1910	2
1911-1920	1
1921-1930	10
1931-1940	19
1941-1950	51
1951-1954	8
Total	91

The number of park areas has grown steadily since 1941. Table 38 gives the acreage, method, and date of acquisition of all county parks.

TABLE 38

ACQUISITION OF PARK AND RECREATION AREAS BY LOS ANGELES COUNTY

Name of Park or Area	Acreage	Method of Acquisition			Date of Acquisition
		Purchase	Lease	Gift	
Agoura	3	x			7/50
Alondra Park & Golf Cse.	319	x			9/27
Altadena Golf Course	114	x			6/43
Arcadia Park[c]	181			x	7/35
Artesia Park	16	x			6/46
Athens Park	19.23	x			9/43
Atlantic Avenue Park	3.2			x	2/24
Avalon-Sepulveda Park[d]	13.06	x			5/48
Barnes Park	15		x		6/52
Bassett Park	9.75	x			1/49
Bellflower Park	18	x			1/52
Bell Gardens Park	13.72	x			11/38

TABLE 38--Continued

Name of Park or Area	Acreage	Method of Acquisition			Date of Acquisition
		Purchase	Lease	Gift	
Belvedere Park	22	x			11/41
Bloomfield Park	16	x			6/50
Carmenita Park	10	x			5/50
City Terrace Park[e]	11.38				2/31
Crescenta Valley	21.15	x			9/41
Courson, Melville J.	5.25	x			7/38
	150				.....
Descanso Gardens	490		x		11/53
Dexter Park	40	x			2/29
Duarte Park	9.37	x			10/48
Downey Park[b]	15	x			12/37
East Los Angeles Park	21	x			12/41
East Montebello	17.75	x			10/37
Eaton Canyon Golf Course	68.82	x			3/42
Eaton Canyon Park	221.86	x			1/50
(Fox Ridges 175.12)					3/46
(Kinneloa 7.86)					8/50
(Upper Hastings 38.88)					.....
El Nido	12	x			6/51
Enterprise Park	10.039	x			8/48
Farnsworth	8.8				.....
Garvey Park	10	x			5/37
Glenhaven Park	.61			x	7/30
Hacienda Park	11	x			9/49
Hancock Park	Museum			x	.....
Irwindale Park	13.269	x			5/49
Imperial Park (Part of Rancho Los Amigos)	11				7/49
Roger Jessup	164.3	x			5/09
Lakewood Pan-American[b]	15.62			x	9/42
Ladera Park	15.97	x			11/31
Laguna Park	4	x			3/38
Lakewood Golf Course	120		x		5/52 12/53
Lambert Park	9.3	x			8/46
La Puente Park	20.4	x			1/46
Lawndale Park	.43			x	10/16
Lennox Park	4.04	x			11/44
Live Oak Park	11.36	x			8/50
	(10)				.....
Lomita Park	5.9	x			1/38
Loma Alta	8	x			1/38
Norwalk Park[b]	?	x			11/38
Little Lake Park[b]	22.5	x			10/49
Los Nietos	9.29	x			6/50
Lugo Park	11	x			1/50
Mayfair Park	13	x			5/46
McNees Park	.67	x			10/28

TABLE 38--Continued

Name of Park or Area	Acreage	Method of Acquisition			Date of Acquisition
		Purchase	Lease	Gift	
Michillinda	2.17	x			10/24
Mona Park	9	x			7/48
Montieth Park	.645			x	.....
Mt. View Park	9.66	x			5/46
Morgan Park	7.45	x			11/28
Newhall Park	15			x	12/45
North Ranchito	16	x			7/49
Palmdale	2			x	.....
Paramount	9.9	x			2/43
Pearblossom Park	7.8			x	2/30
Placerita Park	48.604	x			11/48
Plummer Park	4.5	x			3/37
Repetto Park	20	x			2/50
Jane Reynolds	6.9			x	4/37
Rhoades	.25			x	.....
Rivera	16	x			2/50
F.D. Roosevelt	24.59	x			1/37
Rosemead	19.5	x			6/45
Rosewood	12	x			11/48
Rosewood Circle	.065			x	
San Dimas Canyon	18	x			5/09
San Dimas Town	18.21	x			6/49
Santa Anita Golf Course[c]	135			x	7/35
Sierra Madre Villa	8	x			5/50
Simms Park	9.68	x			11/41
South Whittier	10	x			7/52
South Ranchito	37	x			8/49
So. West Sportsman's	35.6	x			5/47
	(20)				.....
Tapia Park	132	x			3/38
Temple City	3	x			8/24
Two Strike	8	x			1/50
Valleydale Park	9.5	x			5/49
Val Verde	56.5	x			6/27
Walnut Park	15	x			1/49
West Hollywood	4.7	x			10/38
West Whittier Park	12	x			8/50
Whittier Narrows	45	x			2/49
	1600				3/51
Whittier Narrows Golf Cs.	(310)	x			3/51
Will Rogers	23	x			4/36
Western Ave. Golf Course.	118		x		1/54
Wardlow Park[b]	14			x	2/46

[b]Under auspices of park district.
[c]Gift from United States Government except for improvements.
[d]Portion of park given by real estate sub-divider.
[e]Park given by real estate sub-divider.

[a]Source: Data secured from records of Board of Supervisors and Department of Parks and Recreation.

CHAPTER XIII

ADMINISTRATION: COUNTY PARKS AND RECREATION

A county park and recreation system has as its prime purpose the giving of recreation service as well as making provision for recreation opportunities to people within the county. Although an essential function of the county has been to meet the needs for regional recreation facilities, a number of county authorities also provide a local recreation service to people in the unincorporated territory and rural areas. To provide this service an effective administrative organization is essential. Any organization plan must be worked out on a realistic basis which takes into consideration local needs. There is no one generally accepted plan of administrative organization by which a county government meets its recreation and park responsibility. All patterns of organization have certain advantages and disadvantages, and any plan is governed by the following factors: (1) the existing state enabling legislation which empowers county authorities to establish a park and recreation system, (2) the legal provisions which outline administrative procedure and specify functions, (3) the financial status of the county, and (4) the form of county government.

Although local practices determine the type of governmental machinery which prevails for providing county recreation service, certain organizational methods and practices have proven successful. Moreover, many plans for administrative reorganization have been recommended for Los Angeles County.

Methods of Organization

The methods of organization as well as the type of managing authority for county parks and recreation in the various states has been partly due to state legislation which has influenced the form of authority under which responsibility has been assigned. In Michigan, for example, the most common type of managing authority has been the Board of County Road Commissioners; in some Illinois counties, parks are administered under legislative provisions which authorize the establishment of forest preserve districts, while in Wisconsin, rural planning commissions are sometimes given this responsibility.[1]

As the movement toward the establishment of county and regional park systems has progressed in the last number of decades, there has been an unmistakable trend toward the establishment of county park and recreation boards and commissions.[2] The park (and recreation) board or commission is the predominant form of managing authority in the country today, although the types of agencies carrying on park and recreation functions vary greatly from county to county.[3] The findings of a recent study show that more than two-thirds of county park and recreation departments in the nation operate under a commission or board.[4] The types of managing authorities as reported by 163 county and regional recreation agencies in twenty-nine states is shown in Table 39. This table indicates that authorities

---

[1] Playground and Recreation Association of America, County Parks (New York: Playground and Recreation Association of America, 1930), pp. 16-19.

[2] National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 12.

[3] Ibid.

[4] Ibid., p. 20.

TABLE 39

TYPE OF MANAGING AUTHORITY FOR COUNTY AND RECREATIONAL PARKS AND RECREATION[a]

Authority	Total Agencies	Agencies with Full-time Year-round Leadership
Park Departments, Boards and Commissions, including Park, Parkway and Recreation Districts	59[b]	22
Policy-making Boards, Commissions and Committees	55	20
Park Departments with Advisory Boards or Commissions	4	2
Authorities Administering Recreation as a Single Function	29	24
Policy-making Recreation Boards and Commissions	20	15
Recreation Departments with Advisory Boards or Commissions	9	9
County Boards and other County Managing Authorities	21	
Road and Highway Departments	14[b]	
Forestry Departments and Forest Preserve Districts	8	
School and Education Departments	8	2
Conservation Authorities	4	
Planning Boards and Departments	3	
Public Works Departments	3	
Youth Boards and Committees	3	2
Other County Authorities	3	
Private County Agencies	8	2
Total	163	52

[a]Source: National Recreation Association.

[b]Five of the park boards are in Michigan, where the Board of County Road Commissioners also serves as the County Park Commission.

which administer parks exclusively are most numerous and separate recreation agencies are in second place. In nineteen counties the road or highway authorities are in charge of parks.[1] Furthermore, it is significant

[1]Ibid.

that all park services beyond city boundaries are provided almost exclusively through governmental agencies.

In California, the responsibility for county park and recreation services and facilities rests with the Board of Supervisors, and one member of the Board is usually given this responsibility, unless in the case of a charter county, the charter specifies otherwise. This service represents a comparatively new activity for county government in California, and it has developed rapidly only within recent years. Although state-enabling legislation empowers a County Board of Supervisors to acquire and develop park and recreation areas and to give program opportunities, there have evolved no consistent patterns of administrative organization for providing this service by other counties within the state, although the establishment of park (and recreation) commissions is growing in popularity. Such commissions operate in Kern, Merced, Sutter, San Mateo, San Diego, and San Francisco Counties.[1]

Los Angeles County Department of Parks and Recreation

The Department of Parks and Recreation in Los Angeles County operates under an ordinance passed in 1944 with amendments since that date. This ordinance gives specific powers and duties to the Director (Superintendent) of Parks and Recreation, which are stated as follows:

> DUTIES. The Director of Parks and Recreation, under the supervision and direction of the Board of Supervisors, shall be charged with and be responsible for the supervision and operation of the parks and recreational areas of the county, and shall:[2]

---

[1]California Recreation Commission, Directory of Public Recreation and Park Agencies Providing Year-Round Service (Sacramento: California Recreation Commission, 1953) pp. 1-15.

[2]Los Angeles County Ordinance No. 4099, Article XV, Section 226, (4366 7-7-44).

MAINTENANCE OF GROUNDS. Perform all maintenance of the grounds, facilities, and buildings.[1]

DETERMINE POLICY RE USE OF PARKS AND RECREATIONAL AREAS. Determine the policy governing the use of Parks and Recreation Areas.[2]

SUPERVISION OF GROUNDS. Supervise the use of park or recreational grounds and facilities, except Hancock Park.[3]

PLANTING AND MAINTENANCE. The Director of Parks and Recreation shall have power and it shall be his duty, subject to the direction and regulation of the Board of Supervisors, to encourage the planting of trees, shrubs and flowers along the untraveled portion of public highways, and to decide upon the variety, kind and character of trees, hedges, shrubs, lawns and flowers that shall be planted upon the public highways, and the grounds and property of the County; to determine all questions respecting the pruning, cutting and removal of any trees, hedges, shrubs, lawns or flowers now growing or to be grown thereon, and the necessity therefor and the extent of and the manner in which such work is to be done, and to plant and properly care for such trees, hedges, shrubs, lawns and flowers, and to enforce the provisions of all ordinances, making certain acts with respect to trees on county roads unlawful and authorizing the issuance of permits to remove or otherwise interfere with trees or other plant life growing upon public highways, public grounds or public property within the County of Los Angeles.[4]

RESPONSIBLE FOR CERTAIN DISTRICTS. The Director of Parks and Recreation shall be charged with the duties and shall be responsible for the supervision of all County Park, Recreational, and Parkway Districts.[5]

COOPERATE WITH PLANNING COMMISSION. The Director of Parks and Recreation shall cooperate with the Regional Planning Commission and the Mechanical Department in the design and construction of new parks, recreational areas, and parkways.[6]

---

[1] Ibid., section 227, (4446 1-30-45).

[2] Ibid., section 228, (4366 7-7-44).

[3] Ibid., section 229, (6227 7-3-53).

[4] Ibid., section 229½, (4446 1-30-45).

[5] Ibid., section 230, (4366 7-7-44).

[6] Ibid., section 231, (4366 7-7-44).

MAINTAIN LIFEGUARD SERVICE. The Director of Parks and Recreation shall supervise the Los Angeles County Lifeguard Service operated on county-owned beaches, and beaches of other governmental jurisdictions which may from time to time contract for this service. He shall also be responsible for the maintenance of all county-owned beaches.[1]

DUTIES OF RECREATIONAL AREAS. The Director of Parks and Recreation shall:[2]

MAKE RULES. Devise the necessary rules pertaining to the general use of facilities.[3]

DETERMINE RECREATIONAL PROGRAM. Determine the kind and extent of recreational programs to be carried out.[4]

MAINTAIN SAFETY. Supervise the use of facilities in a manner consistent with the public safety.[5]

The general functions which are specified or implied under the powers herein granted to the Director of the Department are: (1) the development and organization of county-wide recreation activities and programs, (2) the development of park areas and facilities for recreation as acquired by the Board of Supervisors, (3) the operation of selected and specialized regional services which meet the needs of the entire county population, and (4) the responsibility for the supervision of special recreation and park districts within the county.

These powers make it clear that the department may acquire, improve, and maintain park and recreation areas within the county and construct thereon, facilities for recreation purposes. Under this authority, the department provides service of two general types:

---

[1] Ibid., section 232, (4366 7-7-44).

[2] Ibid., section 233, (4366 7-7-44).

[3] Ibid., section 234, (4366 7-7-44).

[4] Ibid., section 235, (4366 7-7-44).

[5] Ibid., section 236, (4366 7-7-44).

(1) county-wide programs and services, such as athletics, music, arts, crafts, or drama, and (2) services which serve the needs of the urban and rural unincorporated area which are conducted in county parks and on school property. The programs which are provided by the department are similar to those of county or regional park authorities in other states. Similar service, for example, is provided by Bergen, Essex, Hudson, Passaic, and Union Counties, New Jersey; Westchester County, New York; and Salt Lake County, Utah.[1]

Internal organization.--There are many ways by which a department may organize for providing recreation and park services. While there is no uniform method for the internal organization of a department, nearly all will provide for the following major divisions of work:

> Recreation Activities and Program Services. This division, the largest and most important, furnishes most of the activities and programs carried on under leadership. It is responsible for the operation of playgrounds, recreation buildings, and other indoor centers; for special activities such as athletics, music, nature, crafts, and hobbies; for community and holiday celebrations; and for special services to industry and institutions.
>
> Special Recreation Facilities. The work of this division consists of operating golf courses, bathing beaches, boating centers, stadiums, camps, and other major facilities. Its function of assuring the maximum satisfactory public use of these facilities calls primarily for managerial, rather than activity leadership, ability.
>
> Business and Accounting. This division involves two primary functions. One is keeping the financial records and accounts; the other handling the many business details and keeping personnel, property, service, and other departmental records.
>
> Construction and Maintenance. The planning, construction, and maintenance of the areas, facilities, and equipment controlled or used by the department is the special responsibil-

---

[1] National Recreation Association, A Brief Study of Park Needs, Resources and Park Commission Functions in Bergen County, New Jersey (New York: National Recreation Association, September, 1947), p. 9.

ity of this division.[1]

The first two functions listed above provide the essential services of a department, and these functions are the responsibility of the Recreation Division of the Los Angeles County Department of Parks and Recreation. The latter two functions are necessary to the effective operation of the first two and are provided by the Division of Administration and the Division of Maintenance.

The internal organization of the Department of Parks and Recreation is designed to facilitate the performance of specific functions which provide the following service: (1) to provide a program service on county parks, special recreation districts under county auspices, and on certain school property, (2) to offer types of program services to all county inhabitants that are either too expensive or impractical for most cities to offer individually (for example, organized camping), (3) to provide contractual services of a specialized nature to cities or special taxing districts in the county which these entities feel they cannot adequately provide for themselves, such as dramatics, music, and other cultural activities, (4) to provide encouragement to small communities in the county by giving training and consultation service, and (5) to actively encourage incorporated cities within the county to establish their own local public recreation services.

The above types of program features give the county a reasonably wide latitude in providing essential services, and it has had the effect of streamlining the administrative structure of the department.[2]

---

[1]George D. Butler, Introduction To Community Recreation (New York: McGraw-Hill Book Company, Inc., 1949), p. 455.

[2]Statement by B. Paul Gruendyke, Director, Department of Parks and Recreation, Los Angeles County, personal interview, March 24, 1954.

The department has developed an organization plan to secure maximum results in giving the above-named services. The executive officer of the department is the Superintendent of Parks and Recreation who is responsible for carrying out the policies of the County Board of Supervisors and of administering the department according to these policies. The department does not operate under a commission or board. For purposes of supervision and administration the department is divided into three major divisions: (1) maintenance, (2) recreation, and (3) administration.

The maintenance division is responsible for the landscaping, planning, and maintenance of all park and recreation areas and facilities owned or operated by the County. To facilitate operation, the work of this division is divided into ten sections: (1) roadside trees, (3) beach maintenance, (3) Alondra Service Area (crafts and trades), (4) Arcadia Service Area (crafts and trades), (5) transportation, (6) park planning and development, (7) hiking and riding trails, (8) ground maintenance district #1, (9) ground maintenance district #2, and (10) ground maintenance district #3.[1]

The recreation service of the department is furnished by the recreation division, and the work of this unit is divided roughly into two inter-related functions. One consists of the operation of playground and recreation programs on county-owned property and school grounds which are carried on continuously under play leaders and recreation directors. The other involves the giving of special program features on a county-wide basis which include special events. To perform these two functions

---

[1]Statement by Carl O. Gerhardy, Superintendent of Maintenance, Department of Parks and Recreation, Los Angeles County, personal interview, January 19, 1954.

the recreation division is composed of six bureaus: (1) sports, (2) aquatics, (3) golf, (4) camping, (5) social and cultural, and (6) playgrounds and community centers. The first five bureaus, as listed, involve special program features and county-wide activities, while the sixth bureau involves the operation of playgrounds and community centers where continuous programs are carried on. The work of the bureau of playgrounds and community centers is carried on by four district managers, each of whom act as a supervisor of recreation activities in a geographical area of the county. Each, in turn, is responsible to the Superintendent of Recreation.

The division of administration is responsible for the handling of fiscal, property, and personnel matters of the department.[1] It also keeps complete records of financial transactions and prepares regular reports.

Administrative Conditions and Proposals for Establishing a County or Regional Park System

In establishing effective administrative organization to provide for an adequate county park and recreation system, two distinct types of functions must be recognized: (1) those that meet primarily local needs, and (2) those that meet regional needs.[2] Most county park and recreation systems perform both of these functions, although the essential purpose of a county system is to provide a regional service. Regional park and recreation needs are not satisfied in the Los Angeles area by merely add-

---

[1] Organizational Chart and Functional Statement (Los Angeles County: Chief Administrative Office, September, 1953), p. 34.

[2] A Brief Study of Park Needs, Resources, and Park Commission Functions in Bergen County, New Jersey (New York: National Recreation Association, September, 1947), p. 9.

ing to local recreation departments such regional functions as each city may seek to undertake.[1] Any success requires that a county or regional agency or department be created to meet this need and be given authority to carry out this service.[2] That the county be given this authority has been stated by George Hjelte as follows:

> Moreover, if counties are to expend recreation funds raised from general county taxes, to which the city property owners contribute a large share, it is proper that the object of expenditure be such that the city people might share in the benefits. The locations which lend themselves best to the development of regional recreation facilities are more likely to be outside the incorporated limits of cities and removed from city congestion than within such limits. It is better that the county improve and administer them for the benefit of all the people of the county than that the cities go beyond their limits to undertake the task.[3]

Many proposals have been made which would establish a park and recreation system which would be comprehensive enough to take care of the regional park requirements of Los Angeles County. In addition to early proposals which had their beginnings nearly a half century ago, other studies made in the last two decades point out the need for establishing a comprehensive administrative structure to solve this problem. The more recent studies and surveys include the Olmstead Brothers Report in 1930, the County Citizens Committee Report in 1945, and the Sorenson Survey in 1946.

Early Proposals

A move to promote the establishment of a comprehensive system of

---

[1]Olmstead Brothers and Bartholomew and Associates, Parks, Playgrounds, and Beaches for the Los Angeles Region (Los Angeles: Los Angeles County, 1930), p. 35.

[2]Ibid., p. 36.

[3]George Hjelte, The Administration of Public Recreation (New York: The MacMillan Company, 1940), p. 104.

parks and recreation for the Los Angeles region has existed since 1914. In that year, a survey was made, maps were drawn, and a report was prepared to secure legislation for an adequate park law which would provide mountain and beach reservations, parkways, county parks, and a system of neighborhood parks.[1] When America went to war in 1917, the plan was shelved.

In 1920 the City Planning Commission was established, and this body was called upon to study park requirements. Realizing that the problem extended beyond the political boundaries of Los Angeles, the Commission sought cooperation from the county government which resulted in a Regional Planning Conference being called by the County Board of Supervisors in 1921.[2] As a result of this conference, committees were organized to study each physical civic problem; and after extensive investigation, the Park and Boulevards Committee submitted a report of recommendations. No action was taken on the recommendations. However, one concrete result of the Regional Planning Conference was the creation of a Regional Planning Commission by the Board of Supervisors in 1923.

By 1924, after four years of study, the City Planning Commission in cooperation with the Regional Planning Commission endeavored to solve the park problem by building the legal machinery which would allow the establishment of a Metropolitan Park District having the following authority:

> Under the jurisdiction of a metropolitan park commission, it will be possible to secure park territory lying outside the boundaries of municipalities within the metropolitan area, and

---

[1] Frank Shearer, "Report of the Superintendent of Parks on Park Needs," Los Angeles, 1924, p. 2-8.

[2] Ibid.

> the activities of the Commission will be financed by a mill tax for acquisition and maintenance of such properties. The ultimate area of the park system will be governed by the amount of money available for maintenance, the size of each park, and the relative service demanded by the locality, together with the type of improvement introduced.[1]

No action or follow-up resulted from this study.

In 1927, at the insistence of the Los Angeles Chamber of Commerce, a Citizen's Committee on Parks, Playgrounds, and Beaches was organized to make a survey of existing publicly-owned parks, playgrounds, and beaches throughout the county and to prepare a report of recommendations for the enlargement of recreation facilities and areas. The Olmstead Brothers and Bartholomew and Associates were given the task of assisting the committee and the report was submitted in 1930.

Olmstead Brothers Report, 1930.--This report found the Los Angeles Region far short of minimum recreation facilities.[2] Moreover, it recommended that since the greater portion of Los Angeles County was essentially regional, park areas could best be acquired and developed through the establishment of a regional park district.[3] The specific recommendations to create such an authority were as follows:

> The Legislature should pass an enabling act providing for an initiative petition signed by a large enough number of persons, possibly five thousand, to show popular demand and to prevent hasty action. This provision would limit application of the act to populous districts where the recreational need really exists. The petition should be filed with the board of supervisors, who may reject or approve it, or reduce the boundaries of the proposed district. When the petition is approved, an election should be called in the proposed district to determine whether the district shall be formed.
>
> Government of such a district should be vested in a board

---

[1] Ibid.

[2] Olmstead Brothers and Bartholomew and Associates, op. cit., p.35.

[3] Ibid., p. 36.

of five directors, to serve without compensation, with four-year over-lapping terms, to be appointed by the Governor. In this respect the proposed act would follow closely the example of other successful park acts, such as that for Boston, or for the counties of New Jersey, where splendid personnels have been secured, consisting of leading citizens willing to give much time and thought to this question, capable of resisting political influence and attracted to the office by considerations of public service where no salary is involved.

The board of directors of the proposed district should have the following powers:

> to control such affairs in the district as are necessary to carry out the purposes of the act. This power should be substantially the same as that of the flood-control, sanitation, and other districts now existing here, and that of similar park districts elsewhere, including the power to acquire and hold land and rights in land for the purpose of developing a system of parks and other recreation facilities.
>
> to levy, in addition to taxes for service of bond issues, an annual tax for maintenance not to exceed five cents per hundred dollars of assessed valuation.
>
> to issue bonds not to exceed two percent of the assessed valuation of the district, by giving notice and holding hearings, with the provision that if a referendum petition is filed an election must be held, requiring a two-thirds vote to carry the bonds. Of such bonds, not more than one-half of one percent of assessed valuation to be issued in the first year, nor more than one-quarter of one percent in any one year thereafter.
>
> to issue bonds thereafter, when approved by a two-thirds vote of the electorate of the district, above two percent but not above five percent of the assessed valuation.[1]

Although this report was submitted to the Chamber of Commerce and the Board of Supervisors, no action was taken by the county governing authorities to establish a regional authority or district which would have the responsibility and authority to acquire and develop regional parks.

---

[1] Ibid., p. 37.

County Citizens Committee Report, 1945.--Because of the inadequacy of existing park and recreation areas and facilities throughout Los Angeles County, the Board of Supervisors passed a Resolution on December 5, 1944, to establish a County Citizens Committee on Parks, Beaches, and Recreation Facilities to study this problem. This committee was to consider the need for additional areas as well as existing facilities, and to submit recommendations as to ways and means of administering and financing these recreation facilities. A sixteen-member committee, representing all sections of the county, was appointed by the Board of Supervisors, and Charles W. Elliott was elected Chairman. Eleven meetings were held, and the committee recommended for Los Angeles County the creation of a County Park, Beach, and Recreation Commission or District to include the entire county.[1] The specific recommendation for administrative reorganization is as follows:

> Organization of a County Park, Beach and Recreation Commission or District to include the entire county, or at least the area south of the San Gabriel Mountains and covering all incorporated and unincorporated territory.
>
> A. The general powers in this agency should include:
> 1. Coordination of plans and progress of all agencies planning or operating recreational facilities within the County of Los Angeles;
> 2. Acquisition of additional parks, beaches, and recreation areas of all types;
> 3. Development of recreation facilities of more than local significance;
> 4. Operation--assistance to municipalities and districts under voluntary contracts for operation of facilities which have regional or district significance; and encouragement of cooperative local use of areas and facilities under various jurisdictions.
>
> NOTE: It is not proposed that any municipality or special district should give up any jurisdiction over parks or

---

[1] Report of County Citizens Committee on Parks, Beaches, and Recreation Facilities (Los Angeles: Haynes Foundation, August, 1945), p. 2.

recreational facilities it may have or may later acquire, except as it may voluntarily contract, lease, or enter into an agreement with the County Park Agency for such a purpose.

B. The Governing Authority for this activity should rest in the Board of Supervisors with:
   1. A County Park, Beach, and Recreation Commission composed of five members--one from each Supervisorial District, but appointed by the Board of Supervisors as a whole. These Commissioners to serve staggered terms of at least three years, and without salary except for expenses of ten dollars per meeting, not to exceed fifty dollars per month. The Commission should make recommendations to the Board of Supervisors for:
      a) A coordinated plan for the acquisition and development of park, beach, and other recreational areas to be prepared in line with land use policies established by the Regional Planning Commission.
      b) The amount and types of funds and financing (taxes, operating contracts, etc.) for the acquisition, development and management of parks, beaches, etc.
   2. A Director of County Parks, etc., appointed by the Board of Supervisors upon recommendation of the County Park Commission, to administer the properties and functions of the agency under policies to be established by the Commission.
   3. Consolidation and integration of existing county park, playground, and related activities under the new Commission and Director.[1]

The committee gave its findings to the County Board of Supervisors in August, 1945, but no action was taken on these recommendations to establish a Recreation Commission which would coordinate and plan a program for the acquisition, development, and operation of needed recreation facilities.

Sorenson Survey, 1946.--In the same year that the County Citizens Committee was preparing its report on parks, recreation areas, and facilities in Los Angeles County, the Welfare Council of Los Angeles was also developing a community plan for recreation and youth services for Los

---

[1] Ibid., p. 1.

Angeles. This survey, which was directed by Roy Sorenson, became known as the "Sorenson Survey," and it summarized recreation and youth services in the county, both public and private. In its recommendations, which were presented on January 1, 1946, it endorsed the establishment of a Regional Park and Recreation Authority.[1] Moreover, the survey also recommended that if legislation be enacted to establish a Regional Park and Recreation Authority, adequate financial provision should also be made for the support of local recreation programs.[2] This study was made under the auspices of the Community Chests and Councils for the Welfare Council of Metropolitan Los Angeles, and it was not made upon the request of the County Board of Supervisors.

Current Practices of Administration of County Park and Recreation Systems in Other States

Although metropolitan areas in America have grown into a conglomeration of governmental units, there have emerged in other parts of the United States successful organizational patterns for administering parks and recreation facilities and programs for the people of an entire region. Since the beginning of the first metropolitan park system in Boston in 1893, many states have enacted legislation which make possible county and metropolitan organization for the administration of parks, beaches, and recreation. Some of the states which have established this type of system are: Ohio, Michigan, Illinois, Wisconsin, New York, New Jersey, Washington, and Oregon.

---

[1]Roy Sorenson, Recreation For Everybody, Vol. I (Los Angeles: Welfare Council of Metropolitan Los Angeles, 1946), p. 27.

[2]Ibid.

State of Ohio

In Ohio, the state constitution provides that laws may be passed for the conservation of the natural resources of the state, and enabling legislation has been enacted which permits any county or portion thereof to create a park district, which may or may not extend beyond the boundaries of the county.[1] The governing body of the district consists of a Park Board of three members appointed by the County Probate Judge, and the County Treasurer and the County Auditor serve as ex-officio members. Under terms of this legislation, Cleveland established a Metropolitan Park District in 1917, and a park board was appointed to act as the governing authority.[2] Fifty-six municipalities are included in the District and its operation is supported by general and special tax levies. Akron, Ohio, also established a Metropolitan Park District in 1924 under a governing board of three members, and this system is supported by general tax levies. Both Toledo and Hamilton County have also established Park Districts.[3]

State of New York

A law was passed in 1922 in New York state which provides that any county not having a Park Commission by special legislative act may set up a Board of County Park Commissioners of five to seven members to be appointed by the Board of Supervisors. In the case of both Westchester and Erie Counties, Boards had been established previously by special acts, and these Boards have six members each which are appointed by the County

---

[1] Letter from George Nesbitt, National Recreation Association, New York City, February 26, 1954.

[2] Ibid.

[3] Ibid.

Board of Supervisors. The Westchester County Park System is widely known and is considered one of the most outstanding park developments in the country.[1] This system includes parkways, beaches, play centers, woods, reservations, and water-front parks. The extensive park acreage and the hundreds of miles of parkways were financed by capital bond issues. Maintenance and operating expenses are met by appropriations from the county's general fund and by revenues from fees and charges.[2]

State of Illinois

County park and recreation systems in the state of Illinois operate under terms of a County Forest Preserve Act which was passed by the State Legislature in 1913. This Act permits any county or portion of a county in the state to create forest preserve districts, and the governing body of each district is composed of five members who are appointed by the President of the Board of County Commissioners. A Forest Preserve District may be established by petition and a majority vote of the electors within the district boundaries. Although these districts may cover only a portion of the county, all districts so far established cover the entire county.[3]

The authority of a District Board is extensive. This body has general power of taxation for corporate purposes; it may dispose of property; and it may issue bonds in an amount not to exceed six-tenths of one percent of the assessed valuation of the taxable property in the county.[4]

---

[1] Hjelte, op. cit., p. 104.

[2] County and Metropolitan Organization for Parks, Beaches and Recreation (Los Angeles: Haynes Foundation, 1945), p. 6.

[3] Ibid., p. 10.

[4] Ibid.

Before 1933, the city of Chicago and several of the communities in the Chicago metropolitan area each had a levy for local park purposes. Because of the number of independent districts having separate responsibility for developing their own park and recreation system within the city, these governing units were consolidated into a single Chicago Park District through passage of the Park Consolidation Act of 1933.[1] This new District was given extensive authority including the power to collect taxes, issue bonds, and acquire property. Moreover, it is entirely independent of the city government.

State of Wisconsin

A Milwaukee County Park Commission was established under state law in 1907. This Commission was appointed by the County Board of Supervisors and the members serve overlapping terms of seven years each. This body has "broad powers for governing both the operation and financial administration of the park system. Its source of revenue is received from budget requests which are approved by the County Board of Supervisors and are included in the general county levy."[2]

Prior to 1937 each of the incorporated cities in Milwaukee County maintained its own Park and Recreation Department in much the same manner as Los Angeles County, where each city pays for local operation besides sharing the expenses of the county park system. In 1931, the city of Cudahy offered to transfer parks under their jurisdiction to the county for operation and maintenance.[3] In accepting this offer, the Board of

---

[1] Elizabeth Halsey, The Development of Public Recreation in Metropolitan Chicago (Chicago: Chicago Recreation Commission, 1940), p. 72.

[2] County and Metropolitan Organization for Parks, Beaches, and Recreation, op. cit., p. 6.

[3] Ibid.

Supervisors adopted a resolution inviting all communities to transfer their parks by deed to the county for operation and maintenance on the condition that the parks be free of encumbrances. On this basis, the Milwaukee city parks were transferred in 1937.

No attempts have been made on the part of the County Park Commission to ask local communities to share in financing the operation or maintenance of these areas once transfer has taken place, although it would be feasible if proposed.[1] Moreover, local recreation departments make use of these parks under a permit system, and experience has proved that this has not made any hardship on local communities in planning programs.[2]

An example of how a city made use of the county to develop a community park is stated as follows:

> About three years ago, the City of West Allis found itself lacking in park area and had made no provision whatever to cover this need in its general community planning. West Allis made a request that a park be established which would serve this highly populated district, and at the time the County insisted that inasmuch as West Allis had not provided itself with park lands, while other communities in the county had done so, the City of West Allis should purchase a tract of land which was agreed upon and transfer the same to the County for development and operation of a park which would serve the West Allis community.
>
> West Allis purchased a tract of 49 acres and the same has since been transferred to the county and will be developed in accordance with the understanding. In this case, the attempt was to equalize the investment of the other communities in park areas which were of more direct local benefit.[3]

In Milwaukee County, nearly every community provides its own recreation program to serve local needs. This does not conflict with

---

[1] Ibid.

[2] Ibid.

[3] County Citizens Committee on Parks, Beaches, and Recreation Facilities, op. cit., p. 17.

the operation of the County Department, which provides local park maintenance and gives a regional service through the operation of zoological gardens, botanical gardens, nurseries, a conservatory, a temple of music, five 18-hole golf courses, one 9-hole course, eight large swimming pools, five lake beaches, two river beaches, two inland lake beaches, and large wading pools.[1]

State of New Jersey

New Jersey has one of the oldest state laws which makes provision for the establishment of a county park and recreation system. In 1895, legislation was passed to create a county park system, and more recent legislation allows any county of more than 200,000 to have a County Park Commission of five members. This commission is appointed by the Justice of the Supreme Court presiding in the county.[2]

State of Washington

Metropolitan Park Districts have been established in both Tacoma and Yakima under state law which calls for a governing board of five members. The park district and the school district jointly administer the recreation and park work of metropolitan Tacoma, and two members of the Metropolitan Park Board also serve on the Tacoma Advisory Recreation Commission.[3]

The Yakima Metropolitan Park District, which was approved by vote of the people in 1943, can operate in and out of the city and own property in its own name; and it can levy a 3-mill tax for park purposes.

---

[1] Ibid.

[2] Nesbitt, op. cit.

[3] Ibid.

Summary

There is no one generally accepted plan of administrative organization by which a county government meets its recreation and park responsibilities. In California the responsibility for county parks and recreation services and facilities rests with the Board of Supervisors and one member of the board is usually given this duty although in some counties the governing authority is a Park Commission. Since park and recreation service represents a comparatively new function for county government in California, no consistent pattern of administrative organization for providing this service has developed, although some cities within the state have established park (and recreation) commissions or boards.

In Los Angeles County, the Department of Parks and Recreation does not operate under a commission or board, and final authority for administrative policy and service rests with the Board of Supervisors. This department provides two distinct types of functions: (1) those that meet primarily local needs, and (2) those that meet regional needs. Local needs are met by the county through services given to communities in the unincorporated county territory.

The internal organization of the department as well as the program which is provided is similar to other county park systems in other states, with the exception that this department gives less attention to regional needs and the acquisition, development, and operation of regional parks.

A move to promote the establishment of a system of parks and recreation to serve the entire metropolitan area has been suggested for many decades. All previous proposals have recommended the establishment of a Regional Park District or Commission having broad power to acquire,

develop, and operate an adequate system of recreation areas for the entire metropolitan area. These recommendations have followed the pattern of successful administrative organization now existing in many of our county or regional park systems in other parts of the county. Most of the metropolitan park districts which serve the large cities operate under acts passed by the state legislature. These laws generally call for the establishment of a Recreation Commission or Board which acts as the governing authority for the district. The average number of members of these boards will vary from three to nine with terms of office ranging from three to seven years.

CHAPTER XIV

FINANCE: COUNTY PARKS AND RECREATION

County authorities in California are empowered by state-enabling legislation to acquire, improve, and maintain parks,[1] and within these powers herein granted, county authorities have appropriated and expended tax funds for recreation and park use. The amount appropriated for this use has determined to a large extent the type and character of county park systems in California, and county park developments have progressed in direct proportion to the amount of funds made available. Funds for this purpose are of importance if park land is to be acquired, areas maintained, and programs developed.

Funds for acquiring, developing, and operating county parks in most states have come from the usual sources of county government revenue.[2] Capital expenditures which involve the acquisition of areas and major improvements of park properties have been met largely through monies raised by the issuance of bonds, while current operating costs have been met through appropriations from the general fund or through special tax levies.[3]

Although the functions of counties are limited to the powers

---

[1] California Government Code, chap. 389, sections 6 and 7.

[2] National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 22.

[3] Ibid.

granted them by the state and these functions have become traditional, there has been a movement in recent years for the state to broaden these functions and give to the county powers related to local interests and services.[1] Thus, as counties have acquired new powers to meet the needs of a growing rural and urban population in the unincorporated areas, problems relating to financing these additional services, which include parks and recreation, have been of concern to county and local authorities, and a number of proposals have been made for an equitable system of financing these services.

Funds For Capital Improvement

The largest single item of expense for parks and recreation in all counties in the country is that of capital expenditures or monies spent for the purchase and improvement of park properties and recreation facilities.[2] In some instances these major expenses have been financed through special tax levies or special assessments, but the most commonly used method is that of issuing bonds.[3]

The extent to which monies have been provided by county governments in the United States for financing the cost of land, buildings, and other capital improvements is indicated in Table 40. This table shows the amount of expenditures from 147 counties for County parks and recreation in 1950 was $34,589,772.00, and of this amount, $13,807,337.00 was expended for land, buildings, and improvements.[4] Furthermore, a

---

[1]George Hjelte, The Administration of Public Recreation (New York: The Macmillan Company, 1940), p. 101.

[2]National Recreation Association, op. cit., p. 13.

[3]Ibid.

[4]National Recreation Association, Municipal and County Parks in the United States, 1940 (New York: National Recreation Association, 1940), p. 10.

TABLE 40

A COMPARISON OF COUNTY AND REGIONAL PARK EXPENDITURES FROM REGULAR FUNDS, 1930, 1940, 1950, BY TYPE OF EXPENDITURES*

Type of Expenditure	Number of Counties			Amount Expended			Percentage of total		
	1930	1940	1950	1930	1940	1950	1930	1940	1950
Capital . . . . . (Land, Buildings, Improvements)	42	80	82	$15,192,440	$2,574,018	$13,807,337	68	23	40
Current Operations	41	117	142	6,867,837	8,942,372	18,116,089	31	42	52
Not Classified Above	13	24	. .	188,792	801,931	2,666,346	1	35	8
Total	60	139	147	$22,249,069	$12,318,321	$34,589,772	100	100	100

*Source: National Recreation Association.

recent report shows that "five counties spent more than a million dollars each for capital purposes in 1950."[1]

Los Angeles County

Between 1944 and 1950, the Los Angeles County Board of Supervisors appropriated a steadily increasing amount of funds for capital park and recreation improvements. Table 41 shows the amount of funds actually expended during this period.

The year 1947 marks the beginning of the period of major improvements to county park properties when $217,187.83 was expended for capital projects which included beach development and other improvements. Table 41 also shows that the greatest period of progress was between 1948 and 1950.

TABLE 41

CAPITAL EXPENDITURES FOR PARKS AND RECREATION -- 1944-1953

Year	
1944-1945	$ 13,361.80
1945-1946	17,817.22
1946-1947	31,584.09
1947-1948	217,187.83
1948-1949	2,612,778.64
1949-1950	2,242,145.85
1950-1951	507,788.01
1951-1952	126,706.47
1952-1953	350,900.47

During this period the County constructed thirteen major community buildings in various areas, and this construction gave impetus to recreation program expansion.[2]

---

[1]National Recreation Association, Recreation and Park Yearbook, 1950, op. cit.

[2]Statement by Norman Johnson, Assistant Director of Parks and Recreation, Los Angeles County, personal interview, January 20, 1954.

During the early part of the fiscal year of 1950-1951, emphasis was placed on regional developments, and improvements were made to county beaches, riding and hiking trails, and outlying regional parks.[1] In October of 1950 the National Production Authority enacted a freeze on the construction of park and recreation buildings and other major developments, and this order brought the county park construction program nearly to a standstill, for the following fiscal year, 1951-1952, saw the smallest amount of money expended for capital improvements since 1947; and the $126,706.47 expended was used for general landscaping, construction of walks and curbings, and other minor projects.

The regional concept for improvements of county parks was further developed and expanded in 1952-1953, and funds in the amount of $350,900.47 were expended for the improvement of Redondo State and Clifton beaches, the construction of Mayfair pool in Lakewood, the development of riding and hiking trails, and the general improvement of Alondra and other county parks.[2]

Capital improvement projects for the Parks and Recreation Department have been financed through appropriations made from the general fund. There has never been a county-wide bond issue for the acquisition and development of park areas, the construction of recreation buildings, and other major improvements. The present total bonded indebtedness of the County is approximately seven million dollars, and this figure is a small fraction of its limit for bonded indebtedness, which is 5 percent

---

[1]Statement by B. Paul Gruendyke, Superintendent of Parks and Recreation, Los Angeles County, personal interview, January 21, 1954.

[2]Ibid.

[3]Johnson, op. cit.

of the total assessed valuation of property within the county.

Funds For Current Operation

Current operating costs for county park and recreation departments are generally financed through appropriations made by county authorities from the general fund on the basis of budget requests which are presented by the department. However, a number of states have laws which permit the financing of county recreation through a millage tax or a special tax levy.[1] An annual levy for county parks and recreation has many advantages and is considered by some as the most acceptable way of allocating funds for current operational expenses.[2] Those in favor of special levies "contend that it is worth while because: (1) it assures a minimum income and permits the department to plan intelligently over a long period of time; (2) it prevents meddling with the department's own affairs, policies, and practices by those who hold the purse strings; (3) it makes possible higher standards."[3]

That this tax can be placed into effect and maintained only if the majority of the taxpayers are willing to support it has tended to justify its use. However, in some states this tax can be set within limits by county authorities. This procedure gives it flexibility and allows for a changing rate as needs dictate. In New Jersey, for example, state laws passed prior to 1902 permit counties to levy a tax of from one-half to three-fourths of a mill on each dollar of assessed valuation

---

[1]National Recreation Association, "County Recreation," April, 1951 (Mimeographed).

[2]Playground and Recreation Association of America, County Parks (New York: Playground and Recreation Association of America, 1930), p. 50.

[3]Harold D. Meyers and Charles K. Brightbill, Community Recreation (Boston: D.C. Heath and Company, 1948), p. 591.

of the county for maintaining county park systems.[1] Amounts in excess of one-half mill must be approved by the County Board of Freeholders. Both Kansas and Ohio have a special tax, the amount not to exceed one-tenth mill, and the state of Illinois makes use of a special levy limited to one-half mill except in counties having a population of 200,000 or more, in which case the limit is three-twentieths of a mill.[2] Counties in California make use of special tax levies under provisions of state law which authorizes the establishment of special park and recreation districts.[3]

When the mill levy is used, the advantage of having a regular assured income which increases with the rise of assessed property valuation is evident. However, if the millage allowed does not provide adequate financial support for the operation of a park and recreation program in the county it is necessary to secure an additional appropriation from the county's general fund or to raise the tax rate through local referendum. In some instances, action to raise the amount of the levy can be made by county authorities.

Regardless of methods used for financing current operation of county parks and recreation departments the amount of monies expended for programs and facilities have increased greatly in the last two decades. Table 40 gives a comparison of current and capital expenditures since 1930 for county and regional parks, and these figures indicate steady growth and reveal the importance as well as the degree of public acceptance of the county and regional park movement. Moreover, govern-

---

[1]Playground and Recreation Association, op. cit., p. 50.

[2]Ibid., p. 52.

[3]California Public Resources Code, sections 5400-5777.

ment tax funds continue to be the predominating source of current financial support for both county and city park and recreation operation.[1] A national survey in 1950 reveals that more than 90 percent of total funds expended by county park and recreation departments came from tax levies, appropriations, bond issues, or other public means; less than 4 percent came from private sources, while income from fees and charges accounted for the remaining 6 percent.[2]

Los Angeles County

Current operating costs for the Los Angeles County Park and Recreation Department are met through an annual appropriation from the general fund. The total operating budget for this Department has increased from approximately $500,000 in 1944 to more than $3,000,000 in 1953. Table 42 shows this steady growth of expenditures for current operation of this department during this ten-year period.

During the fiscal year 1952-1953 current operating expenses, exclusive of non-related operation, for parks and recreation in Los Angeles County amounted to $2,539,976.91. Figure 4 gives a breakdown of this amount and shows a comparison of expenses as related to recreation, maintenance (parks), and cost of administration. Funds spent for operating recreation programs and services, which includes professional leadership, amounted to $1,167,190.46, or 46 percent of the total, and this figure is slightly less than the amount of $1,233,954.58, or 48.6 percent, spent for general maintenance. Central administrative costs totaled $138,831.85, or 5.4 percent. These figures do not include

---

[1]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 22.

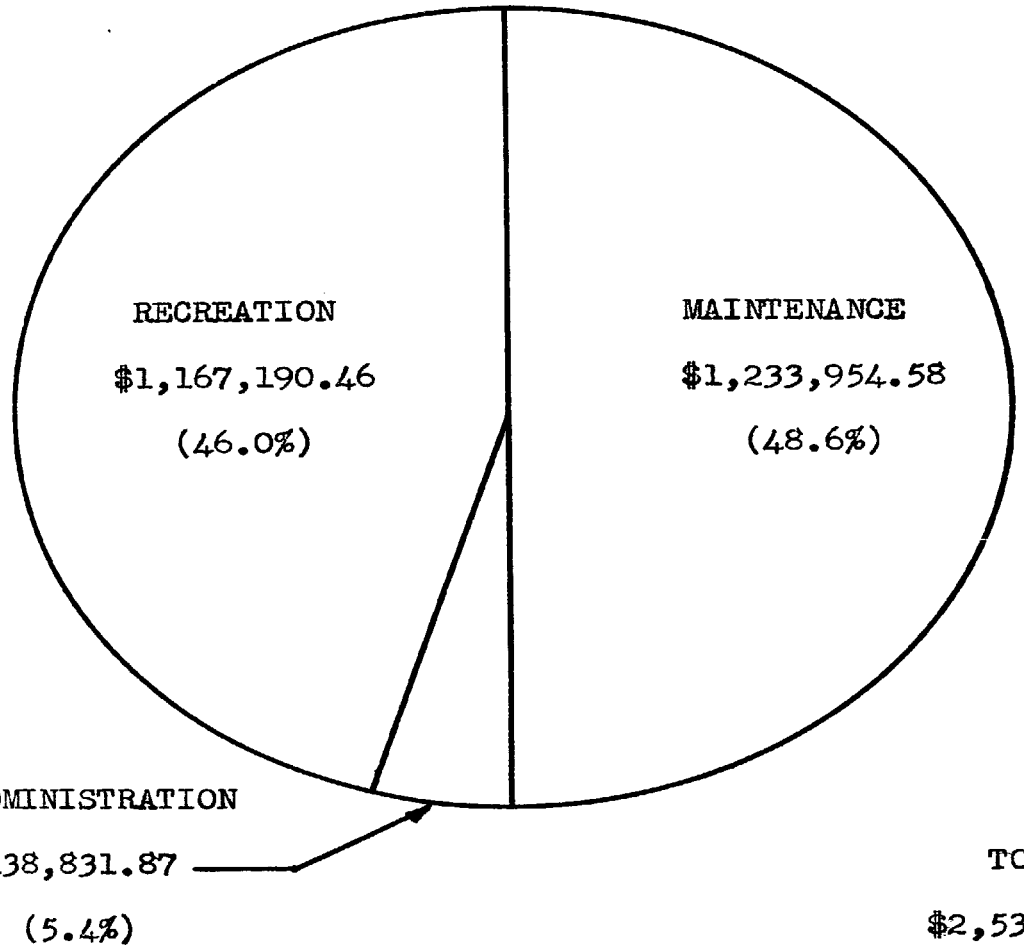
[2]Ibid., p. 22.

TABLE 42

LOS ANGELES COUNTY PARK AND RECREATION EXPENDITURES, 1944-1953*

Year	Salaries and Wages	Maintenance and Operation	Equipment	Total Current Operation	Capital Outlay	Total Expenditures
1944-1945	$ 232,338.15	$ 29,838.38	$ 1,471.56	$ 491,334.11	$ 13,361.80	$ 504,695.91
1945-1946	548,910.15	72,741.50	15,946.69	637,668.89	17,817.22	655,415.56
1946-1947	918,674.41	139,304.16	65,233.91	1,123,212.48	31,584.09	1,154,796.57
1947-1948	1,218,192.27	214,422.48	27,530.04	1,460,144.79	217,187.83	1,677,332.62
1948-1949	1,497,071.98	488,922.38	17,229.17	2,003,233.53	2,612,778.64	4,616,002.17
1949-1950	1,680,115.31	573,574.43	84,654.09	2,338,343.83	2,242,145.85	4,580,489.68
1950-1951	2,019,325.29	650,436.46	94,644.82	2,764,406.57	507,788.01	3,272,194.58
1951-1952	2,273,899.86	655,038.78	73,886.96	3,002,825.60	126,706.47	3,272,194.58
1952-1953	2,452,594.60	638,622.27	44,706.88	3,135,925.13	350,900.47	3,486,824.22

*Source: Annual Reports, County Budgets.



Division	Salaries and Wages	Maintenance and Operation	Equipment	Total
Administration	$ 124,515.68	$ 12,437.91	$ 1,878.28	$ 138,831.87
Maintenance	1,064,000.98	153,711.65	16,241.95	1,233,954.58
Recreation	1,049,627.89	90,975.92	26,586.65	1,167,190.46
	$2,238,144.55	$257,125.48	$44,706.88	$2,539,976.91*
	88.1%	10.1%	1.8%	100%

*Total amount does not include non-related operation.

Source: Los Angeles County Department of Parks and Recreation.

Fig. 4--Current Expenditures for Parks and Recreation, 1952 - 53, Los Angeles County.

non-related operational expenditures of the department.[1]

Although the amount expended for recreation service is slightly less than the amount spent for general maintenance, this maintenance figure includes funds expended for the general upkeep of park areas used for active or organized recreation programs as well as those areas not so used; and therefore, these figures would compare favorably with national standards which recommend that an equal amount be spent for maintenance of parks and for recreation operation.[2] The largest single item of expense for current operation is that of personal services and 88.1 percent of the park and recreation budget is used for salaries and wages. This figure is higher than the 66.6 percent average of 147 counties in the United States which reported finance data in a special report.[3] This report shows that salaries and wages amounted to approximately two-thirds of the total expenditures for current operations.

Total park and recreation expenditures for Los Angeles County for the fiscal year 1952-1953 totaled $3,486,824.22. This figure includes $350,900.47 for capital projects and $595,946.84 for non-related park and recreation operation. Table 43 shows the amount spent during this fiscal period 1952-53, for salaries and wages, maintenance and operation, and capital out-lay, while Table 44 shows the relationship between expenditures for regular operations and non-related functions.

---

[1]Non-related operational expenditures of the Department include monies spent for the maintenance of grounds around public buildings, the planting of roadside trees, civil defense programs, parkway maintenance and subventions to local governmental jurisdictions.

[2]George D. Butler, Introduction to Community Recreation, (New York: McGraw-Hill Book Company), p. 481.

[3]National Recreation Association, Recreation and Park Yearbook, 1950, op. cit., p. 13.

TABLE 43

PARK AND RECREATION EXPENDITURES, 1952-53, LOS ANGELES COUNTY

Division	Salaries and Wages	Maintenance and Operation	Capital Outlay	Total
Administration Division				
Related Operations:				
Administration	79,340.63	10,761.08		
Supply	45,175.05	1,676.83		
Total	124,515.68	12,437.91	1,878.28	138,831.87
Non-Related Operations:				
Civil Defense	21,795.39	2,554.41		
Aid to Other Gov't Juris.		340,862.93		
Total	21,795.59	343,417.34		365,212.73
Division Total	146,311.07	355,855.25	1,878.28	
Maintenance Division				
Related Operations				
Gen. Maintenance	221,871.68			
Area Maintenance	640,964.30			
Trans. Crew	50,000.00			
Beach Maintenance	75,000.00			
Golf Maintenance	76,165.00	13,732.04	3,150.00	
Total	1,064,000.98	153,711.65	16,241.95	1,236,954.58
Non-Related Operations				
Govt. Bldg. Maint.	97,654.99	8,279.07		
Roadside Trees	77,835.65	27,976.54		
Parkway Maint.	9,035.70	815.15		
Reclamation	8,128.32	1,008.69		
Total	192,654.66	38,079.45		230,734.11
Recreation Division				
Functional Activities				
Sports, Social & Cultural	88,805.21	11,366.05		
Aquatics & Pools	356,712.52			
Golf	31,542.00			
Total	477,059.73			
Area Recreation	397,216.13			
School Rec. Program	175,352.03			
Total	1,049,627.89	90,975.92	26,586.65	1,167,190.46
Grand Total	2,452,594.60	638,622.27	44,706.88	3,132,923.75
Total Department Expenditures 1952-53				$3,486,824.22

TABLE 44

STATEMENT OF EXPENDITURES SHOWING RELATED AND NON-RELATED OPERATIONS FOR PARKS AND RECREATION DEPARTMENT, 1952-53, LOS ANGELES COUNTY[a]

Administration Division		
Gross Division Expenditure		$ 504,044.60
Non-Related Operations		
Civil Defense.	$ 24,349.80	
School Subventions	340,862.93	365,212.73
Net Division Expenditure		$ 138,831.87
Maintenance Division[b]		
Gross Division Expenditure. . . .		1,464,688.69
Non-Related Operations		
Govt. Bldg. Maint.	105,934.06	
Roadside Trees.	105,812.19	
Parkway Maintenance.	9,850.85	
Reclamation.	9,137.01	230,734.11
Net Division Expenditure		$1,233,954.58
Recreation Division		
Net Division Expenditures		1,167,190.46
Totals		
Non-Related Operations.	595,946.84	
Net-Related Operations.	2,539,976.91	
Capital Projects.	350,900.47	
Grand Total		$3,486,824.22

[a]Source: Annual Report, 1952-53, Department of Parks and Recreation, Los Angeles County.

[b]Maintenance costs charged to recreation areas in the Annual Report have been included under Maintenance Division.

Operational expenses have increased steadily in the past ten years and this growth has made for increasing annual expense per acre of county park and recreation area. Table 45 shows that for the fiscal year 1952-1953 the operational expense per acre amounted to $1,501.47. This steady increase, as shown by this Table, is due to better quality and more adequate recreation program service and better maintenance of park areas. Furthermore, between 1944 and 1952 the amount of park acreage under county auspices has steadily increased.

Figures for each county park and recreation area, taken from the Auditor's Report, show a wide divergence of expenditures. Table 46 shows the amount spent for both current and capital operations in each county park for the fiscal year 1952-1953. This table also shows park acreage, county capitalization of each park, and the population within a one-mile radius of the area. These figures reveal the extent to which individual county parks have been developed, the amount spent for leadership, and the intensity of program service. Furthermore, these figures point the way for developing a broader program service in those areas having a population of over five thousand within a mile radius of the park, and which at present do not have a diversified program. This table also indicates that some county parks have spent more for both current operation and capital projects than others, and a further analysis of these figures by the Department can be used as a guide for possible reallocation of monies and future expansion of area development and program. Table 46 also shows the county capitalization to June, 1952, of each county park, but this capitalization figure represents only actual improvements made by the county at each park.

TABIE 45

PARK AND RECREATION EXPENDITURES PER ACRE OPERATED, 1944-53, LOS ANGEIES COUNTY*

Year	Acreage Operated	EXPENDITURES			EXPENSE PER ACRE	
		Operation	Capital Outlay	Total	Operation	Capital
1944-45	1,328.50	$ 491,334.11	$ 13,361.80	$ 504,695.91	$ 341.50	$ 12.70
1945-46	1,363.00	637,598.34	17,817.22	655,415.56	467.79	13.07
1946-47	1,432.3	1,123,212.48	31,584.09	1,154,796.57	784.19	22.05
1947-48	1,467.9	1,460,144.79	217,187.83	1,677,332.62	994.71	147.95
1948-49	1,677.8	2,003,223.53	2,612,778.64	4,616,002.17	1,193.95	1,566.60
1949-50	1,978.67	2,338,343.83	2,242,145.85	4,580,489.68	1,181.77	1,133.15
1950-51	2,020.82	2,764,406.57	507,788.01	3,272,194.58	1,367.96	251.28
1951-52	2,198.4	3,002,825.60	126,706.47	3,129,532.07	1,365.91	57.64
1952-53	2,088.53	3,135,923.75	350,900.47	3,486,824.22	1,501.49	168.01

*Source: Annual Reports, County Budgets.

TABLE 46

EXPENDITURES AT LOS ANGELES COUNTY PARKS, 1952-53*

Park Name	Acreage	County Capitalization to June 1952	1952-53 Expenditures				Population One-Mile Radius 1950
			Salaries Wages	Maintenance & Operation	Capital Outlay	Total	
Agoura Recreation . . .	3	$ 7,090	$ 2,673.83	$ 1,054.88	$ . . .	$ 3,728.71	1,000
Alondra Golf Course . .	168	. . . .	. . . .	. . . .	. . .	. . . .	. . . .
Alondra Park.	21	235,839	58,125.05	6,818.12	29,035.76	87,160.81	10,000
Altadena Golf Course. .	57	295,328	37,608.73	6,928.24	1,292.17	45,829.14	14,500
Arcadia Park.	50.5	311,811	54,965.85	3,370.79	7,571.86	65,908.50	7,500
Artesia Park.	16	47,198	17,271.96	1,399.70	2,377.41	21,049.07	7,000
Athens Park	19.23	58,356	16,927.10	1,392.43	. . . .	18,319.53	20,000
Atlantic Park	3.2	41,169	23,439.48	1,917.76	. . . .	25,357.24	24,000
Avalon-Sepulveda. . . .	13	57,683	23,867.78	3,175.81	7,481.61	34,525.20	7,000
Barnes	15	. . . .	. . . .	. . . .	. . . .	. . . .	7,500
Bassett	9.75	29,145	12,929.68	11,445.45	. . . .	24,375.13	3,000
Bellflower.	18	. . . .	215.20	. . . .	. . . .	215.20	7,000
Bell Gardens.	13.7	105,974	27,878.92	2,344.25	. . . .	30,223.17	15,000
Belvedere.	22	340,451	60,238.39	4,809.02	4,290.00	69,337.41	15,500
Bloomfield	15	34,300	. . . .	. . . .	. . . .	. . . .	5,000
Carmenita Park.	10	19,500	77.72	.51	. . . .	78.23	3,000
City Terrace.	11.38	57,996	23,244.31	2,361.22	. . . .	25,605.53	26,000
Courson - Palmdale. . .	5.24	151,972.21	24,917.74	2,812.52	. . . .	27,730.26	400
Crescenta Valley. . . .	21.1	28,805	6,571.93	961.10	821.32	8,354.35	7,500
Descanso Gardens. . . .	150	. . . .	. . . .	. . . .	. . . .	. . . .	. . . .
Dexter.	40	50,263	15,214.07	1,581.60	1,836.88	18,632.55	1,000
Duarte.	9.37	62,337	12,969.97	1,408.35	. . . .	14,378.32	7,000
East Los Angeles. . . .	19	89,669	27,488.98	3,259.52	. . . .	30,748.50	11,500
East Montebello	17.75	133,054	25,792.87	1,622.95	4,290.00	31,705.82	14,000

TABLE 48 - Continued

Park Name	Acreage	County Capitalization to June 1952	1952-53 Expenditures				Population One-Mile Radius 1950
			Salaries Wages	Maintenance & Operation	Capital Outlay	Total	
Eaton Canyon Golf Course)	290.68)	$ 11,735	$	$	$....	$)	8,500
Eaton Canyon Park ...	)		547.99	856.75	267.90	1,672.64	
El Nido.	12	4,298	1,930.28	267.31	....	2,197.59	5,000
Enterprise	8	35,571	8,460.12	1,252.13	....	9,712.25	17,000
Farnsworth	8.8	55, 225	25,098.20	2,847.00	1,371.06	29,316.26	8,000
Garvey.	10	247,794	51,807.25	4,602.11	10,353.53	66,762.89	20,000
Glenhaven	.61	2,622	1,518.59	210.30	....	1,728.89	9,500
Hacienda.	11	72,510	1,187.37	226.52	4,204.20	5,618.09	1,000
Irwindale	12	5,017.52	119.26	25.73	....	144.99	1,000
Roger Jessup	164.3	45,983.43	415.90	111.25	....	527.15	15,000
Ladera.	15.97	89,721	39,803.10	3,096.06	....	42,899.16	22,000
Laguna.	4	122,847	25,459.70	2,419.99	4,290.00	32,169.69	31,500
Lakewood Golf Course. .	120	....	....	14.10	....	14.10	....
Lambert	9.3	25,311	13,275.09	1,267.79	....	14,542.88	13,000
LaPuente.	20.4	135.074	21,857.64	2,154.06	4,090.00	28,101.70	4,000
Lawndale.	.43	24,023	15,040.80	1,037.83	....	16,078.63	17,000
Lennox.	4.04	41,527	17,372.56	1,841.43	1,148.09	20,362.08	19,000
Live Oak.	10	58,360.13	342.43	49.04	....	391.47	1,100
Lomita.	5.9	129,165	24,871.01	2,564.43	3,285.04	30,720.48	6,000
Loma Alta	8.0	....	....	....	....	....	8,000
Los Nietos.	9.29	26,018.16	432.29	48.78	....	481.08	3,000
Mayfair	13	34,755	15,996.02	996.06	66,039.07	83,031.15	9,000
McNees.	.67	636	3,130.03	219.73	....	3,349.76	23,000
Michillinda	2.17	12,285	5,259.44	207.87	....	5,467.31	16,000
Mona.	9	101,644	23,707.17	1,189.43	....	24,896.60	24,000
Monteith.	.65	....	1,123.20	92.67	....	1,115.87	25,000
Mt. View.	9.26	51,156	13,600.79	1,513.17	....	15,113.96	19,000
Newhall	15	193,149	17,391.33	2,441.20	852.44	20,684.97	3,000

TABLE 46 - Continued

Park Name	Acreage	County Capitalization to June 1952	1952-53 Expenditures				Population One-Mile Radius 1950
			Salaries Wages	Maintenance & Operation	Capital Outlay	Total	
North Ranchito	17.00	$ 48,582.80	$ 171.46	$ 112.49	$	$ 283.95	8,000
Palmdale #2	2.00	....	....	....	....	....	50
Paramount	9.90	59,655	21,406.23	1,685.75	....	23,091.98	10,500
Pearblossom	7.80	....	....	....	....	....	50
Placerita	48.60	....	51.25	13.25	....	64.50	....
Plummer	4.45	285,817	37,024.77	2,468.93	8,941.26	48,434.96	39,000
Puddingstone Dam	15	1,382	10,360.84	14,783.97	900.08	26,044.89	....
Repetto	20	72,275.64	9,188.93	905.57	3,704.74	13,799.24	25,000
Reynolds	8	58,451	25,788.16	4,205.20	....	29,993.36	5,000
Rhodes	.25	30.75	....	....	....	....	1,200
Rivera	16	43,430	....	251.65	....	251.65	9,000
F. D. Roosevelt	27.58	242,987	43,918.54	4,742.92	49.62	48,711.08	44,000
Rosemead	19.5	72.575	23,743.24	2,784.80	349.16	26,877.20	15,000
Rosewood	12	56,295	13,647.05	1,026.04	....	14,673.09	3,000
Rosewood Circle	.25	....	....	....	....	....	....
San Dimas Canyon	18	36,243	21,974.90	3,446.55	10,934.19	36,355.64	500
San Dimas Town	19	37,850	34.60	....	....	34.60	3,500
Santa Anita Golf Course	135	....	66,828.25	6,803.80	....	73,632.05	....
Sierra Madre Villa	8	....	....	....	....	....	1,500
Simms	9.68	138,661	28,219.61	1,675.77	....	29,895.38	11,000
South Whittier	10	28,800	....	....	....	....	3,000
South Ranchito	37	98,036	2,154.48	410.41	....	2,564.89	8,000
Sportsman's	20	66,784	22,173.38	2,499.36	703.72	25,376.46	35,000
Tapia	132.13	12,337	12,023.12	515.68	13,527.31	26,066.11	....
Temple City	3	6,473	8,412.05	464.35	....	8,876.40	13,000
Two Strike	8.0	6,246	1,121.91	99.58	....	1,221.49	3,000
Valleydale	9.5	31,128	15,192.68	1,296.97	....	16,489.65	7,000
Val Verde	56.5	128,089	26,723.37	3,998.22	15,486.37	46,207.96	1,000

TABIE 46 - Continued

Park Name	Acreage	County Capitalization to June 1952	1952-53 Expenditures				Population One-Mile Radius 1950
			Salaries Wages	Maintenance & Operation	Capital Outlay	Total	
Walnut	15	$ 25,000	$ 752.78	$ 100.91	$. . . .	$ 853.69	400
West Hollywood	4.7	252,387	31,454.47	3,454.77	307.61	35,216.85	32,500
West Whittier (Rivera)	12	45,100	249.57	17.14	5,151.19	5,417.90	6,000
Whittier Narrows . . .	15	99,500	. . . .	550.00	. . . .	550.00	. . .
Will Rogers.	23	218,164	46,300.19	4,612.42	3,756.80	54,669.41	38,500
Western Ave. Golf Course	118	. . . .	. . . .	. . . .	. . . .	. . . .	. . .
Beaches							
Carrillo State. . . .	. .	. . . .	. . . .	. . . .	. . . .	. . . .	. . .
Clifton State	. .	. . . .	32,982.18	1,321.85	36,984.43	71,288.46	. . .
El Porto.	. .	. . . .	24,892.43	537.59	1,402.65	26,832.67	. . .
Hermosa City.	. .	. . . .	50,766.06	852.63	. . . .	51,618.69	. . .
Las Tunas State . . .	. .	. . . .	. . . .	. . . .	. . . .	. . . .	. . .
Malibu Lagoon	. .	. . . .	1,183.84	136.59	. . . .	1,320.43	. . .
Manhattan State . . .	. .	. . . .	40,882.23	1,254.74	7,713.83	49,850.80	. . .
Manhattan City. . . .	. .	. . . .	12,084.51	545.92	. . . .	12,630.43	. . .
Redondo City.	. .	. . . .	14,667.85	220.12	. . . .	14,887.97	. . .
Redondo State	. .	. . . .	31,421.24	1,367.16	11,582.61	44,371.01	. . .
Torrance County . . .	. .	. . . .	24,037.77	2,457.27	. . . .	26,495.04	. . .
Zuma County	. .	. . . .	68,382.03	11,752.02	6,651.58	86,785.63	. . .

*Sources: County Capitalization - The figures on County Capitalization are taken from the property records of the County Auditor and include all improvements to June 1, 1952. The figures represent actual improvements made by the County of Los Angeles and do not reflect improvements received through contributions, donations, or public works projects.

Departmental Earnings: Fees and Charges

Many county park systems secure supplemental monies from charges for services or commodities. This practice of securing funds from fees and charges levied on persons using certain recreation areas and facilities in order to supplement tax appropriations, has become quite prevalent in most county recreation departments. Although there is a wide divergence of opinion as to whether a department should establish a policy of charging wherever possible, the most frequently mentioned justification for the using of fees and charges is that certain special services which are enjoyed by only a few individuals should be paid for by these individuals and should not be made a charge upon the total taxpayers of the county.[1]

As counties use fees and charges as a source of revenue, there is a danger that the monies received will be used to judge the success of all activity as well as the departmental program. George Hjelte expresses this danger as follows:

> When charges are made, there is a tendency among those who are connected with the enterprise to forget its recreational and educational objectives and to judge its success solely from the standpoint of the financial returns. The attitude is taken that the activity is successful in the degree to which it produces enough revenue to pay for its cost. With this attitude uppermost there is a tendency to select personnel to manage the activity wholly with consideration of business rather than recreational standards.[2]

The County of Los Angeles receives funds for the use of its park and recreation areas and facilities in a number of ways. One of these is through rentals of recreation buildings or park areas when not in use for park programs. Other sources of income to the department

---

[1]Butler, op. cit., p. 476.

[2]Hjelte, op. cit., p. 213.

are secured through the leasing of concessions; the charging of fees for the use of special facilities which include golf courses, swimming pools, recreational areas, and facilities; the charging for special instruction when an activity is considered a special service; and the levying of entry fees for adult athletic events, competitions, and tournaments where monies are used for special prizes or trophies.

The amount of funds received from fees and charges by the County through its Park and Recreation Department is listed in Table 47. This table shows that the major source of funds is secured through golf and swimming pool fees and concession operation.

TABLE 47

FUNDS RECEIVED FROM FEES AND CHARGES, 1952-1953,
PARKS AND RECREATION DEPARTMENT, LOS ANGELES COUNTY

Service Provided	Funds Received
1. Electricity	$ 3,539.67
2. Golf Courses	174,456.65
3. Lifeguard Service	1,875.00
4. Swimming Pools	50,895.45
5. Rentals: Buildings and Facilities	6,350.00
6. Rentals: Golf Courses	535.00
7. Rentals: Swimming Pools	4,420.00
8. Concession Operation	153,870.35
9. Miscellaneous Fees	2,297.33
Total	$398,239.45

Income from fees and charges represents an increasing source of revenue for a county park and recreation budget. The money received from this source alone, in large county park and recreation departments, totals into thousands of dollars, and although funds received in this way are desirable for certain services, no attempt has been made to use this system for a pay-as-you-go basis of operating county park

services.[1] Furthermore, the practice of deriving profit from some activity in order to defray the cost of others is unsound.[2]

The Metropolitan Recreation and Youth Services Council of Los Angeles has recently issued a statement setting forth principles governing fees and charges for public recreation and park services.[3] This bulletin presents the following statement relating to special services which justify fees:

> Traditional public recreation programs include some activities which entail expense beyond the normal cost of activities in the general program. Custom recognizes the appropriateness of assessing nominal fees for participation in these activities or for material consumed in them. Among these are:
>
> a. Fees charged for expendable materials used in handcrafts which are furnished by the department for the convenience of the participants and the department.
>
> b. Fees for special instruction too specialized for the department to provide as part of its uniform and basic program.
>
> c. Fees for a specialized but essential activity, such as swimming or camping, which is carried on in a facility too costly to construct and operate unless supplementary revenue is collected from the participants.
>
> The public expect that those making use of a limited public facility should pay their just share. If a single activity, on the other hand, becomes a public necessity to the extent that general participation should be provided for, the public might prefer to pay the entire cost through some form of taxation.

The extent to which charges can be made, the objectives sought in making them, and the policies practiced relative to fees and charges vary from county to county, but no established policy or pattern exists which can be used by all park and recreation departments.[4]

---

[1] Butler, op. cit., p. 478.

[2] Ibid.

[3] Metropolitan Recreation and Youth Services Council, Concessions, Fees and Charges (Los Angeles: Metropolitan Recreation and Youth Services Council, 1952), p. 2.

[4] Butler, op. cit.

Special Contracts

A method of rendering service by the County to incorporated areas without cost to county taxpayers has been to negotiate special contracts for service between the Parks and Recreation Department and some incorporated cities and special taxing districts. These contracts state that certain services will be provided by the department for a specified amount of money, and these services usually call for special talent and leadership which are used to enrich special phases of a city's program. Examples of activities under such service include sports, music, drama, nature, or arts and crafts.

An entire recreation service may be provided to an incorporated city by the County under this contractual agreement. The local corporation would pay to the County the cost of the service from which the former receives direct benefit and its participation would be on a voluntary basis. A contract of this type exists at present between the City of Azusa, the School District of Azusa, and Los Angeles County in which the County provides a recreation director and the school district and the city each contribute funds for the operation of a recreation program. This director is directly responsible to the local recreation commission although he is a County employee, and administratively, he is responsible to the County Department of Parks and Recreation.

The plan of contracting for special services from the County by small incorporated communities has followed a pattern previously established, and these small cities have already contracted with the County for building inspection, tax collection, and health, utility, police, and fire services.[1]

---

[1]Edwin A. Cottrell and Helen L. Jones, "Characteristics of the Metropolis," Metropolitan Los Angeles: A Study In Integration (Los Angeles: Haynes Foundation, 1952), p. vi.

Tax Inequities Between City and County

In providing park and recreation services out of the County general fund for the inhabitants of the unincorporated portions of Los Angeles County, certain tax inequities have arisen. The more than four million people of Los Angeles County live under one county government and pay a basic county tax rate of $1.6391 on each $100 of assessed valuation and additional taxes for cities and special districts where applicable.[1] This county tax rate applies to all property in the county, and in turn the county performs general services for all the population. In addition to the county government there are forty-five independent governing authorities for the forty-five incorporated cities and approximately six hundred special districts providing various types of local government services.[2] These governing units, as well as the county, provide municipal type services of particular need to the unincorporated urbanized areas which include police, fire, sanitation, and parks and recreation.

Many of the incorporated cities contract with the county for many of their major services while, on the other hand, a total of eleven large unincorporated urban areas receive services of all types through the county government organization.[3] Furthermore, there are seventy unincorporated communities which the Los Angeles Chamber of Commerce identifies as urban in nature, which receive services from the County.[4]

---

[1] Assembly Interim Committee On Municipal and County Government (Sacramento: State Printing Office, January 17, 1953), p. 21.

[2] Ibid.

[3] Ibid.

[4] Ibid.

Consequently, some urban areas which are incorporated pay for their own municipal type of services while other urban areas receive similar or identical services which are provided by the County. Therefore, when the county concentrates some of its municipal services in unincorporated urban areas and finances these services through county-wide tax levies, in whole or in part, the taxpayers of the unincorporated cities claim that they are not receiving services from the county in an equitable ratio to the amount they contribute to the general county tax fund.[1] Because the Los Angeles area is served by more than six hundred units of local government there is obviously no one simple solution to this problem of multiple services and taxing jurisdiction.[2]

This financing situation has created a problem for the Parks and Recreation Department as to their future role in providing service on a local and regional basis to the people of the county. This problem exists for all county services, but for parks and recreation the problem becomes acute when decisions need to be made as to how local or urban communities are to pay for this service to off-set this tax inequity.

In February of 1951, the Chief Administrative Officer for the County recommended in a memorandum to the Board of Supervisors a curtailment in both park acquisition and its development, and the elimination of some recreation services.[3] Furthermore, the report recommended that there be no further planning for park development in the County until the problem of future financing of parks be resolved. The report

---

[1]Cottrell and Jones, op. cit., p. 92.

[2]Assembly Interim Committee on Municipal and County Government, op. cit.

[3]Information obtained from memorandum by Wayne Allen to Board of Supervisors, County of Los Angeles, February 15, 1951.

further brought out that music and craft activities should be eliminated; community buildings and auditoriums should only be operated when rented by the public and rental charges should pay the salary of custodial personnel; swimming pools should only be operated when the revenue received will pay for operating expenses; and teen-agers might reduce swimming pool operating costs by enabling them to work as attendants in return for free swimming privileges.

Partially as a result of this recommendation the Board of Supervisors in 1951 established a policy to restrict capital expenditures to those parks which were presumably of a regional nature from which the citizens of the entire County receive benefit, and requested that a study be made to determine the role of the county in providing service of a local nature, the cost of which would be borne by local or urban areas, and thus eliminate city-county tax inequities for this service. This was further amplified in the letter of transmittal for the 1951-1952 budget which included the following statement relative to financing the construction of park facilities in local areas: "It is my opinion that any additional construction in strictly local parks should be financed either wholly, or at least partially, by the local residents."[1]

Proposals For Equalizing Services

The tax inequity problem relative to the giving of services by the County Parks and Recreation Department to incorporated and unincorporated communities is tied closely to the general problem of governmental integration, and this problem exists in the provision of services by most county departments. For more than sixty years city and county

---

[1]Taken from Letter of Transmittal, 1951-1952 Budget, Los Angeles County, page vi.

officials have been searching for solutions to problems which have been brought about by the expansion of the Los Angeles area and the problems associated with the giving of service. There have been many devices and suggestions for overcoming defects of the governmental organization for the Los Angeles metropolitan area. It has been stated that there are too many layers of government as well as an absence of ways of dealing with problems common to the metropolitan region, and the major problem is to secure funds to provide needed services.[1]

Since 1891, recommendations have been made by various commissions, citizens' study groups, taxpayers' associations, and governmental research agencies as well as city and county officials as to a solution of this problem, and many suggestions have been made to equalize tax levies within the County.[2] One of these suggestions was that there should be a political separation of the city from the county and the formation of a new city and county and that this new county render all municipal services to cities on a cost basis, and that services to unincorporated areas be given to meet actual needs which would be controlled by taxes and fees received from these areas.[3] Other suggestions have been made including city-county consolidation, the use of the borough plan, the amending of the city and county charters, the contracting for municipal services by local areas, and governmental integration.

Proposals have been made since 1930 for financing county and regional parks and providing recreation service for unincorporated areas

---

[1]Cottrell and Jones, op. cit., p. 70.

[2]Ibid.

[3]Bureau of Budget and Efficiency, A Study of Local Government in the Metropolitan Area Within the County of Los Angeles (Los Angeles: Bureau of Budget and Efficiency, March 20, 1935), pp. 1-7.

which would equalize the cost of this service between incorporated and unincorporated areas. Such proposals were made in the Olmsted Brothers Report of 1930, the Sorenson Survey in 1945, and the County Citizens Committee Report in 1945. Furthermore, in 1946, the County began a program of cash assistance or subventions to local recreation agencies to help equalize recreation and park costs, but the controversy over methods of financing all types of urban services including parks and recreation by the County continued to grow and the problem was presented to the legislature for solution. This resulted in a bill being passed to establish community service districts, and county service areas.

Olmsted Brothers Report.--A report was submitted to the Citizens Committee on Parks, Playgrounds, and Beaches by Olmsted Brothers and Associates, Consultants, in 1930, concerning the need for additional parks, playgrounds, and beaches for the Los Angeles region. This report recommended the establishment of a Regional Park District, and the government of this District was to be vested in a board of five directors to be appointed by the Governor. The financial powers of the board of directors of the proposed district were specified as follows:

> .....to levy, in addition to taxes for service of bond issues, an annual tax for maintenance not to exceed five cents per hundred dollars of assessed valuation.
> .....to issue bonds not to exceed two percent of the assessed valuation of the district, by giving notice and holding hearings, with the provision that if a referendum petition is filed and election must be held, requiring a two-thirds vote to carry the bonds. Of such bonds, not more than one-half of one percent of assessed valuation to be issued in the first year, nor more than one-quarter of one per cent in any one year thereafter.
> .....to issue bonds thereafter, when approved by a two-thirds vote of the electorate of the district, above two percent but not above five percent of the assessed valuation.[1]

---

[1]Olmsted Brothers and Associates, Parks, Playgrounds and Beaches for the Los Angeles Region (Los Angeles: Los Angeles County, 1930), p. 37.

Sorenson Survey.--The Community Chest and Councils of Los Angeles authorized a survey to be made in 1945 of recreation and youth services of Los Angeles. This study which was conducted under the direction of Roy Sorenson, has become known as "The Sorenson Survey."[1] The proposal that the County establish a regional park and recreation authority is treated in this study with recommendation that adequate provision under such an authority should be made for the support of local programs.[2] The financial provision of this recommendation, as taken from the report, is as follows:

> If legislation is enacted to create a regional authority, power should be provided to assess a tax throughout the region, the tax rate to be approved by the Board of Supervisors but to be set in the first instance by the authority itself.
>
> This would seem better than to have the authority recommend an annual budget to the Board of Supervisors to be financed out of the regular tax rate of the county. If the latter course were followed, the Board of Supervisors would have to weigh the request against the budget requests of many other departments, and always with the view of taking care of all within the total tax rate set for general governmental purposes. If the tax is assessed by the regional authority itself, it will appear on the tax rate as a special tax just as the flood control and school taxes appear on the tax bill.
>
> Regardless of the method of assessing the tax, it should be provided that half of the money raised by the authority within incorporated cities shall be returned to those cities to be earmarked for local recreation, that half of the money raised in unincorporated areas of the county shall be expended by the regional authority for local recreation within those unincorporated areas, and that the remaining half of the money raised shall be expended by the authority for regional park and recreation services and facilities.
>
> This proposal has several advantages. It would remove the inequity which now exists. Local recreation in unincorporated areas is provided by the County Department of Parks and Recreation out of the general county taxes, of which the incorporated cities contribute about 75 percent, the City of Los Angeles alone

---

[1] Roy Sorenson, Recreation for Everybody, A Community Plan for Recreation and Youth Services for Los Angeles (Los Angeles: Community Chest and Councils, Inc., January 1, 1946), pp. 1-120.

[2] Ibid., pp. 27-28.

about 55 percent. Thus the cities are taxed for their own local recreation and for about 75 percent of the local recreation provided by the county for unincorporated areas. Under the proposal here made they would pay for their own local recreation. The plan would provide the populated areas of the county, both incorporated and otherwise, with greatly needed funds for neighborhood or local recreation. It would gain a great deal of support for the proposal to create a regional park and recreation agency, this support may otherwise be lacking sufficiently, perhaps, to defeat the proposal to create such an agency.

Under such a provision there could be created a needed regional park and recreation authority, well set up and financed to provide for regional needs, and in addition a means of providing essential funds for local recreation, thereby safeguarding it.

County Citizens Committee Report.--The Board of Supervisors of Los Angeles County (by Resolution adopted December 5, 1944) established a County Citizens Committee on Parks, Beaches and Recreational Facilities to advise the Board of Supervisors on recommendations for parks, beaches and recreational facilities in Los Angeles County.[1] This Citizens Committee for research study and discussion recommended the organization of a County Park, Beach, and Recreation Commission or District to include the entire county. To finance this Commission the Committee recommended a county-wide tax levy. This recommendation is as follows:

> Finance of additional land purchases, development costs, and provision of operating assistance on projects of more than local significance through an earmarked levy on all of the county or district. Bond issues may be necessary to catch up with the deficit in park areas. However, indebtedness should be incurred only for acquisition of new or additional areas or for new improvements within the coordinated plan. Fees should be charged for special services or use of special facilities, but never for access to the park or recreation area.[2]

County assistance program for local areas.--The County Board of Supervisors adopted a plan in 1947 which provided financial assistance

---

[1] Report of County Citizens Committee on Parks, Beaches and Recreational Facilities, August, 1945. (Los Angeles: Haynes Foundation, 1945), p. 2.

[2] Ibid.

to local recreation agencies within the county. This plan was brought about as a result of the county's recognition of its obligation to expand its program to meet the recreation needs of local urban areas through utilization of school grounds. In 1947 this plan was invoked mainly in Pasadena and Los Angeles, and subventions or cash assistance granted by the county to local recreation agencies have since increased from $22,650 to $337,612.25 in 1953-54. Table 48, page 232 shows the amount of these county subventions to local areas since 1947.

The action of the Board of Supervisors in giving cash assistance to local recreation agencies has become known as "The Pasadena Formula." An interpretation of this formula has been presented by Mr. Norman S. Johnson as follows:

> During the fiscal year 1946-47, by action of the Board of Supervisors, a formula was developed whereby the County of Los Angeles would provide cash assistance to respective recreation agencies within the County of Los Angeles on the premise that certain conditions were met by those agencies, to wit:
>
> That the County of Los Angeles would reimburse the administering agency in an amount not to exceed one-third of their prior year recreation expenditures on condition that this one-third be added to their prior year appropriation for increased or additional recreation programs conducted solely on school grounds within that jurisdictional area.
>
> That such expenditures and expanded program shall be predicated only on salaries and wages of recreation personnel and expendable recreation supplies. This restriction thereby prohibited allowances for capital improvements or purchase of capital equipment.
>
> That equal quarterly payments would be made upon submission of verified statement of expenditures to substantiate the conditions of the contract. Said payments were limited to actual expenditures up to the minimum as established by the formula.[1]

This "formula" is further explained in a recent report on community recreation contracts:

---

[1]Memorandum from Norman S. Johnson, Executive Assistant, Parks and Recreation Department, Los Angeles County, January 18, 1954.

TABLE 48

RECAPITULATION OF FINANCIAL ASSISTANCE
TO LOCAL RECREATION AGENCIES, 1947-1954, BY LOS ANGELES COUNTY

*

	1947-1948	1948-1949	1949-1950	1950-1951	1951-1952	1952-1953	1953-1954
City of Alhambra.....	$	$	$	$12,730.00	$11,665.87	$15,259.28	$15,259.28
City of Arcadia.....	....	....	....	....	....	3,454.00	4,454.00
City of Avalon.....	....	....	....	....	1,185.48	1,185.48	1,185.48*
Beverly Hills Sch. Dist...	....	....	....	1,684.96	2,200.00	2,200.00	2,200.00
Burbank Unified Sch.Dist..	....	....	....	....	7,623.87	7,628.87	13,064.95*
Compton School District...	....	8,723.00	9,099.83	9,099.83	9,099.83	9,099.83	9,099.83
Glendale Unified Sch.Dist.	....	8,944.85	14,776.00	20,360.00	12,521.00	12,521.00	12,521.00
City of Hermosa Beach.....	....	....	2,176.48	....	5,000.00	5,000.00	5,000.00
Long Beach Unified School District.....	....	....	....	....	....	28,370.07	54,672.04*
Los Angeles City School District.....	12,650.00	164,950.00	150,000.00	150,000.00	150,000.00	150,000.00	180,000.00*
City of Lynwood.....	....	....	....	....	15,233.00	15,233.00	15,233.00
Paramount School Dist.....	....	....	3,677.00	....	....	....	....
City of Manhattan Beach...	....	....	579.09	....	6,057.54	6,057.54	6,057.54*
City of Pasadena.....	10,000.00	30,000.00	38,425.00	36,892.00	40,604.00	55,786.00	61,844.00
City of Pomona.....	....	....	9,581.56	9,226.56	13,609.00	13,609.00	13,609.00*
Redondo Beach Sch. Dist...	....	....	....	2,767.00	2,767.00	2,767.00	2,767.00*
City of San Gabriel.....	....	....	....	2,477.99	6,641.50	6,631.50	8,628.65
Santa Monica School Dist..	....	....	3,150.00	3,150.00	6,988.00	6,988.00	6,988.00
Sierra Madre Unified School Dist.....	....	581.25	840.10	840.10	840.10	840.10	840.10
City of South Pasadena....	....	....	400.00	7,547.33	7,547.33	7,547.33	10,186.00
City of Torrance.....	....	....	....	4,822.00	4,822.00	4,822.00	4,822.00
City of Azusa.....	....	....	....	....	....	....	....
City of Culver City.....	....	....	190.00	....	....	....	17,000.00*
City of Monrovia.....	....	....	....	....	....	....	5,675.93
City of Monterey Park.....	....	....	....	....	....	....	13,000.00*
City of Claremont.....	....	....	....	....	....	....	5,000.00*
Totals.....	$22,650.00	$213,199.10	$235,662.06	$261.597.77	$304.410.52	$355.000.00	$469,107.80

*Contract negotiations have not been completed.

> Until the current fiscal year the County assistance has generally been provided on the basis of 25% of the contract agency or agencies' budget for a recreation program on school grounds. Only salaries and wages of Recreation personnel and recreation operating supplies expenditures are included. When the program was conceived the County assistance was to enable an expansion of the recreation program utilizing school grounds, which would relieve the County from a portion of its capital outlay expenditures contemplated for acquiring and developing County parks. A limit was established for the amount of the County contribution and payment was made for the costs of the expanded program up to the limit established in the contract. Beginning with the 1952-53 contracts County assistance was based on 25% of total actual expenditures but with a limit established. The contract with the Los Angeles City School Districts beginning in 1949-50 provided a ceiling of $150,000 for County assistance instead of the 25% plan, due to financing limitations.[1]

During the past year, numerous requests have been received by the County Parks and Recreation Department from representatives of incorporated cities and independent school districts as to how the "Pasadena formula" operates, and how these agencies may secure county funds, and this policy of giving cash assistance to local recreation agencies will continue to bring additional requests for aid from agencies which have not participated in the past.[2]

It is not a common practice in the country for county authorities to give cash assistance to local recreation agencies when the county has its own operating department. In one or two instances, local county commissioners in Alabama have appropriated money to individual communities for recreation. In both instances, there was no overall county recreation and park authority.[3] Thus, the giving of cash grants

---

[1]Letter from Arthur J. Will, Chief Administrative Officer, Los Angeles County to Board of Supervisors, February 5, 1954.

[2]Statement by B. Paul Gruendyke, Superintendent, Parks and Recreation Department, personal interview, February 11, 1954.

[3]Memorandum from Charles E. Reed, Manager, Field Department, National Recreation Association, February 10, 1954.

to school districts or local recreation agencies to relieve the county from a portion of its capital outlay expenditures is not a general policy practiced by other county authorities in other states.

State Legislation

As the controversy between city and county partisans grew over methods of financing urban type services in unincorporated areas, the state legislature attempted to meet this problem by passing legislation which would equalize the tax burden. A bill was introduced in the state legislature in 1951 to create Urban Unincorporated Areas and Special Service Zones which would provide urban services to unincorporated areas.[1] Although the bill passed the Assembly, it was turned down by the Senate in order that an Interim Committee might study this matter further. This bill would have required urban unincorporated areas to pay special taxes for special urban services provided by the County. Furthermore, the County Boards of Supervisors were to classify all property as either urban or rural in the unincorporated areas and the property so classified as urban would be required to pay the total cost for this "municipal type" service. The bill further provided that the Boards of Supervisors were empowered to establish special service zones and levy taxes within these areas. This bill was supported by the League of California Cities but it did not become law. However, a bill was passed this same year to establish community services districts, and in 1953, a county service area law went into effect.

Community Services District Law of 1951.--Counties in California are able to provide municipal type services to unincorporated areas

---

[1]Cottrell and Jones, op. cit., p. 109.

through the passage of a Community Services District Law by the State Legislature in 1951.[1] This law provides a means whereby the people of an unincorporated area may form a district to secure needed services. These districts, once formed, are empowered to acquire property, issue bonds, levy and collect taxes, enter into contracts, and set rates or other charges for services. This law places the initiative for establishing such community service districts upon the people living within the boundaries of the districts to be formed, and provides a means by which these people may pay for their own services which include water supply, sewage treatment and disposal, garbage collection, sewers and storm drainage, fire and police protection, public recreation, street lighting, and mosquito abatement.

County Service Area Law.--The need for expanding governmental service into the unincorporated areas of the county was brought before the 1953 Legislature and this Legislature, in recognizing the county's obligation to meet the needs of these areas, enacted the County Service Area Law.[2] This law provides means whereby the Board of Supervisors of any county is authorized to establish and maintain local park, recreation and parkway facilities and services within any county service area established for that purpose. This law provides for the levying of taxes within such unincorporated areas which will assure this additional extended service. The law provides no tax limit and thereby permits development within the need of the area. No provision has been made in this law for the issuance of bonds by a service area. Furthermore, no revenue other than a general property tax would accrue to a service area. Further provisions of this law are found in Chapter XV.

---

[1] California Government Code, sec. 6000-60891.

[2] Ibid., sec. 25210.1-25210.98.

CHAPTER XV

LEGISLATION

A study of county parks and recreation must take into consideration the legal authorization from which a park system gains its power, and this legal authorization to conduct recreation and park programs is given to local jurisdictions by the state government. It is necessary to have legal powers to acquire, develop, and maintain park and recreation areas, to construct and operate buildings and facilities, and to carry on the duties necessary to develop a program of activities. County park and recreation departments need a legal framework within which to operate. This operation is hampered unless there is a legal recognition of departmental authority.

The legal powers which state governments give to county authorities vary considerably from state to state. Furthermore, a study of these statutes reveals that state governments have recognized the need of counties to acquire and develop land for park and recreation use and operated thereon recreation programs. In states where there is no special legislation authorizing county parks, the counties operate under general rather than specific powers; and the power of local jurisdiction to conduct recreation is usually implied under the general welfare clause. From a study of legislation now existent in the country, most counties may acquire and maintain park acreage.[1] Although laws governing county

[1]Playground and Recreation Association of America, County Parks (New York: Playground and Recreation Association of America, 1930), p. 16.

parks vary considerably in their nature and scope, they nevertheless can be divided into two general groups: (1) laws stating that the county may acquire, develop and operate county parks, and (2) laws providing for the establishment of special park boards or commissions with a statement of their responsibility and authority.

In the Recreation and Park Year Book for 1950 twenty-nine states are reported as having county park and recreation services under powers granted by the state.[1]

California Enabling Legislation

The development of county parks and recreation in California has been possible through enactment by the state legislature of recreation enabling legislation which authorizes any county in the state to acquire and operate county parks and develop recreation programs thereon, and also authorizes the establishment of special recreation and park districts. This enabling legislation for California has the following general provisions: (1) authorization of the county to exercise certain powers, (2) provision for allowing the county to establish a department or agency to administer the powers given, (3) the authorization of particular powers which may be exercised, as well as the authorization of powers given under specified limits or under certain conditions, (4) provision for joint exercise of powers by two or more political bodies to establish and operate a park and recreation program, and (5) provision for financing powers granted.

California legislation pertaining directly to county park and recreation reads as follows:

---

[1]National Recreation Association, Recreation and Park Year Book, 1950 (New York: National Recreation Association, 1950), p. 23.

> Any county.....under the Board of Supervisors.....may acquire water rights or real or personal property necessary for the use of the county for historical museum, art gallery, art institute, stadium, public pleasure ground, public parks, botanical gardens and other public purposes, to improve, preserve, manage, and control same, to construct such buildings as may be necessary and provide all necessary officers, employees and supplies.....May acquire land by purchase, donation, lease or otherwise.[1]

California enabling legislation also makes possible the creation of special taxing districts for recreation and parks.

Tax Districts For Recreation and Parks

Counties are empowered to establish and operate joint park and recreation programs between two or more independent political bodies. However, the problems encountered in working out a satisfactory relationship have been so great that some counties have refrained from using this power; and as a result, recreation district laws have been enacted by the state legislature which allow for the establishment of special park and recreation districts without regard for existing municipal or county political boundaries. These district laws make provision for the acquisition, improvement, maintenance, and operation of park and recreation areas. Although, in many respects, the laws are similar, some of them differ fundamentally from the others in the method of appointment of a governing body, general powers of taxation, or power to issue bonds for capital improvement.

These special districts have a relationship to the operation of county parks and recreation; therefore, a review of the powers of these special park and recreation districts, as well as other special legislation relating to parks, reveals how their use relates to county

---

[1] California Government Code, chap. 389, sections 6 and 7.

park operation.

The first legal provisions for the establishment of recreation districts were enacted by the legislature in May, 1927, through an act to provide for the formation, management and dissolution of park, recreation, and parkway districts.[1] Since that date the original law has been amended and other districts provided for until there are now five types of recreation and park districts. These are: (1) the Recreation, Park, and Parkway District, (2) the Park, Recreation, and Parkway District, (3) the County Recreation District, (4) the Regional Park District, and (5) the Regional Shoreline, Park, and Recreation District.

In addition to the five district plans, legislation has been passed which provides for a method of giving park and recreation service to the unincorporated areas of the county. This service is possible under the provisions of the Community Services District Law of 1951 and the County Service Area Law of 1953.

Recreation, Park, and Parkway District

The most popular type of district organization for parks and recreation is that of the Recreation, Park, and Parkway District. This type of District was established to overcome some of the weaknesses in the legislation which existed in the original Park, Recreation, and Parkway District. While the Park, Recreation, and Parkway District does not allow for the inclusion of incorporated cities within its boundaries, the Recreation, Park, and Parkway District allows for such inclusion which has made its use popular for those semi-rural areas which have

---

[1] California Recreation Commission, Significant Developments, A Report of Activities to the Governor (Sacramento: California Recreation Commission, July, 1953), p. 1.

both incorporated and unincorporated communities.

Two Recreation, Park, and Parkway Districts were established in the state in 1944, namely, the Vallejo District in Solano County and the Hayward District in Alameda County. Since 1944, additional Recreation, Park, and Parkway Districts have been established at Auburn, Chico, Coachella Valley, Lakewood, Livermore, South San Francisco, Victorville, Westside (Taft), and Yucaipa.[1]

The territory that may be formed into a Recreation, Park, and Parkway District is clearly stated in the Public Resources Code of California. This Code states: "Any city or portion thereof or any portion of the unincorporated area of any county not included in any other park, recreation and parkway district and lying entirely outside of any national forest may be formed into a recreation, park and parkway district."[2] A summary of provisions for establishing this type of district is given in Table 49.

The authority to form this kind of district rests with the governing body of the city or county wherein the district is located. The Public Resources Code gives the authority as follows: "The governing body of any city or county may determine that the city or portion thereof, or a portion of the unincorporated area of the county, respectively, is in need of parks, recreation grounds, and parkway planting and that it should be formed into a district."[3]

---

[1]Statement by Sterling S. Winans, Director, California Recreation Commission, personal interview, November 24, 1954.

[2]California Public Resources Code, division 5, chapter 3, article 1, section 5402.

[3]Ibid., section 5403.

TABLE 49

SUMMARY OF LEGISLATIVE PROVISIONS FOR ESTABLISHING AND OPERATING RECREATION, PARK, AND PARKWAY; AND PARK, RECREATION, AND PARKWAY DISTRICTS*

	Recreation, Park, and Parkway District	Park, Recreation, and Parkway District
Legal Authority	Public Resources Code; sections 5400-5428	Public Resources Code; sections 5630-5667
Purposes	Section 5402, Parks	Section 5631, Parks
Existing Districts	Lakewood) South East) Self-governing #7 (Downey)) Baldwin Park; Bella Vista; Montebello; District #6	Miraleste
Formation Procedure Area Requirements	Section 5402; unincorporated areas and cities by resolution. No mention of contiguity.	Section 5631; unincorporated areas only. Section 5639; does not have to be contiguous.....one or more counties.
Boundaries	Regular procedure would require submission of boundaries to County Boundary Commission. Section 5407; government body may exclude area not benefited.	Regular procedure would require submission of boundaries to County Boundary Commission. Section 5640-41; governing body can exclude area not benefited or include area to be benefited.

TABLE 49 --Continued

	Recreation, Park, and Parkway District	Park, Recreation, and Parkway District
General Powers Taxation	Section 5403; limit of $.25 per $100 assessed value. Section 5417.14; limit does not apply to levy for interest and principal on any bonds.	Section 5660; limit of $50 per $100 assessed value. Section 5660.14; limit does not apply to levy for interest and principal on any bonds.
Bond Issues	Sections 5417.1-5417.15; can issue bonds on approval of 2/3 of voters at election.	Sections 5660.1-5660.15; can issue bonds on approval of 2/3 of voters at election.
Borrowing of Funds	Section 5402; can borrow not to exceed anticipated tax income for two years.	Section 5658; can borrow not to exceed anticipated tax income for two years.
Eminent Domain	Section 5402; district has power of eminent domain.	No specific provision.
Annexations to District	Section 5424; annexation is by resolution of governing body unless one percent of voters in proposed annexation protest. Then annexation must be approved by majority of entire district.	Section 5663; annexations subject to District Organization Act (Government Code Section 58230-58243). Section 5663.1; annexation is by resolution unless protested by one percent of voters in proposed annex, then subject to majority approval of entire district.

TABLE 49 --Continued

	Recreation, Park, and Parkway District	Park, Recreation, and Parkway District
Initiation of Proceedings	Section 5404. Resolution by governing body of city or county.	Section 5632. Petition of 30 percent of regular voters of proposed district. Present to governing body of county having largest area in proposed district.
Hearing Requirement	Section 5405; governing body shall hold hearing. Two weeks' notice required.	Section 5634; governing body shall hold hearing. Two weeks' notice required.
Election or Referendum	Section 5408; election mandatory to decide if district shall be formed. Section 5410.1-2; also can decide whether or not district to be self-governing and select directors.	Section 5642; election mandatory to decide if district shall be formed and to select five trustees.
Protests	Section 5407; protest considered at time of hearing. Governing body can abandon proceedings on basis of protest.	Section 5638; protest considered at time of hearing.
Governing Body	Section 5410.1; governing body of city or county unless voters desire self-government. Section 5404; consolidated (city-county) district shall be governed by board of not less than five persons.	Section 5654; five trustees elected by voters.

TABLE 49 --Continued

	Recreation, Park, and Parkway District	Park, Recreation, and Parkway District
Annexation to City	Section 5425; annexation to or as a city is by resolution unless objected to by one percent of voters in proposed annexation; then subject to majority approval of voters in proposed annexation.	Section 5663.1; annexation to or as a city is by resolution unless objected to by one percent of voters in proposed annexation; then subject to majority approval of voters in proposed annexation.

*Source: California Public Resources Code, Division 5, Chapter 3, Article 1, Sections 5400-5667.

When the district includes both incorporated and unincorporated areas of a given county the proceedings to form such a district may be established by the joint resolution of the governing bodies of the incorporated and unincorporated areas. This legislative enactment authorizes the governing board of any city or county to establish a district for the following purpose: to secure, maintain, and operate an adequate system of parks, recreation grounds and parkways within the district. Districts may overlie area within more than one city, and are empowered to acquire property, issue bonds, levy taxes, enter into contracts, and set charges for services.

The governing body of the district may under certain circumstances be the County Board of Supervisors or in other cases may consist of a Board of Directors of not less than three members. When the voters of a district determine to select their own Board, the district is governed by a Board of five Directors elected from the district at large for overlapping terms of four years each. This Board of Directors may make and enforce all regulations necessary for the administration and government of the district. They may also appoint agents and employees necessary to maintain and operate parks, recreation grounds, and parkways, and are empowered to construct all needed structures and perform all other acts necessary to accomplish the purpose of the district.[1]

The governing body of a district, among other powers, may "determine whether a tax ceiling may be provided.....and if provided.....such tax ceiling shall not.....exceed twenty-five cents per one hundred dollars assessed valuation."[2] This tax is levied and collected at the

---

[1] Ibid., section 5411.

[2] Ibid., section 5417.

same time and in the same manner as general county taxes are levied for general county purposes.[1]

The recreation, park, and parkway district has proven popular because of its flexibility and may include incorporated cities, urban unincorporated areas, and rural land within the confines of one county. The only restriction on area for this district is that it may not overlap county boundaries, and it may not include national forests or other park, recreation, and parkway districts.

Park, Recreation, and Parkway District

The Park, Recreation, and Parkway District is the only one of its kind in which no incorporated city may participate, and it is in operation at Big Bear, Paradise, Pleasant Hill, Ravenswood, and Twenty-nine Palms. A summary of the legal provision for establishing this district is shown in Table 49.

The territory that may be formed into this kind of district is stated as follows:

> Any portion of the unincorporated area of any county not included in any other park, recreation and parkway district, and lying entirely outside any national forest, may be formed into a park, recreation and parkway district to acquire all necessary and proper lands, buildings, and equipment, and to do any necessary and proper construction work, including the planting of trees and shrubs, to secure, maintain and operate an adequate system of parks, recreation grounds, and facilities and parkways within the district.[2]

Park, Recreation, and Parkway Districts are formed in the following manner: Persons desiring to establish such a unit petition the board of supervisors of the county in which is located the largest proportion

---

[1] Ibid.

[2] Ibid., article 4, section 5631.

of value of the land within the proposed district. This petition must be signed by registered voters residing within the proposed district equal in number to at least 30 percent of the number of votes cast in the territory comprising the proposed district at the last preceding general election at which a governor was elected. The county governing body holds public hearings on the matter, and if it sees fit, may at their conclusion alter the boundaries proposed by excluding any land which it finds will not be of benefit to the district.[1] Furthermore, the area comprising the district may or may not be contiguous.[2]

The county governing body, if it determines the district should be established, may fix by resolution the boundaries and designate the name for the district. An election is then held within the proposed district area and a majority vote authorizes formation. At this election the voters also elect a Board of three trustees, each of whom must be a resident of the district and a qualified elector of the county in which the district is located. The Board of Trustees are elected for overlapping terms of three years.[3]

If a proposed district lies in more than one county, the procedure in each county is the same as if the portion within each constituted the entire district. Each petition sets forth, however, the boundaries of the entire district; and each Board of Supervisors has authority to alter or fix only the proposed district boundaries within its own county.

The Board of District Trustees are empowered with the following duties:

---

[1] Ibid., section 5640.

[2] Ibid., section 5639.

[3] Ibid., section 5654.

(a) Make and enforce all rules, regulations and by-laws necessary for the administration, government and protection of the property, improvements and facilities under its management and belonging to the district.

(b) Employ and pay persons necessary properly and adequately to maintain and operate the property, improvements and facilities under its control. Employees shall hold their offices and provisions at the pleasure of the board.

(c) Purchase, or otherwise acquire, such real property, equipment, and buildings, or erect such buildings, as in its judgment may be necessary properly to carry out the provisions of this article.

(d) Borrow money, give security therefor, purchase on contract, and do and perform any and all acts and things necessary or proper to carry out the provisions of this article, but no tax levy shall ever be made for any purpose above the maximum permitted by this article. (Amended by Stats. 1949, Ch. 934.)[1]

A District Board of Trustees is also empowered to prepare a budupon the basis of a tax levied by the County Board of Supervisors. The financial provisions as stated in the Public Resources Code are as follows:

Annually, at least fifteen days before the first day of the month in which county taxes are levied, the board of district trustees of each district shall furnish to the board of supervisors of each county in which any part of the district is situated, an estimate in writing of the amount of money necessary for all purposes required under the provisions of this article during the next ensuing fiscal year. If the district embraces territory lying in more than one county, the amount estimated shall be ratably apportioned among the counties in proportion to the exact value of the property in the counties included within the district, as shown upon the last equalized assessment rolls of the counties.

Thereupon, the board of supervisors shall levy a special tax upon all taxable property of the county lying within the district sufficient in amount to maintain the district. The tax shall in no case exceed the rate of fifty cents on each one hundred dollars of the assessed valuation of all taxable property within the district, but it may be in addition to all other taxes allowed by law to be levied upon such property. The tax shall be computed, entered upon the tax rolls and collected in the same manner as county taxes are computed, entered and collected. All money so collected shall be paid into the county treasury to the credit of the particular district fund and shall be paid out on the order of the district board, signed by its president and secretary.[2]

---

[1] Ibid., section 5658.

[2] Ibid., sections 5659-5660.

The park, recreation, and parkway district is used principally in those less populated areas which require park and recreation service. This type of district may include area which is not contiguous, and it may not include any incorporated cities; therefore, this district serves particular needs where emphasis is upon development and adquisition of park and parkway areas. The maximum tax rate for this district is fifty cents on each one hundred dollars of the assessed valuation of all taxable property within the district, and this amount is twice the maximum rate of the tax ceiling for the recreation, park, and parkway district.

County Recreation District

A third type of taxing district for recreation purposes is that known as the County Recreation District. County Recreation Districts now in operation in the state exist at Dunsmuir, Mt. Shasta, Wasco, and Weed.

Proceedings to establish a county recreation district originate with a petition which is presented to the county board of supervisors which is signed by at least 15 percent of the electors who reside within the area described in the petition as comprising the district. This district must be within the confines of one county. A summary of the proceedings necessary to establish this kind of district is shown in Table 50.

The county board of supervisors, upon receipt of the petition, holds hearings on the proposal and gives notice of an election to be held in the proposed district to determine whether or not it shall be organized. An election is then held and a majority vote authorizes formation of the district.[1] The district is managed by a board of seven

---

[1] Ibid., section 5437.

TABLE 50

SUMMARY OF LEGISLATIVE PROVISIONS FOR ESTABLISHING AND OPERATING
A COUNTY SERVICE AREA, A COUNTY RECREATION DISTRICT, AND A COMMUNITY SERVICE DISTRICT

	County Service Area	County Recreation District	Community Service District
Legal Authority	Government Code; sections 25210.1-25210.98; chapter 858, Statutes of 1953.	Public Resources Code; Sections 5431-5469; District Investigation Act 1933; Government Code; sections 58500-58732	Government Code; sections 60000-60891.
Purposes	Section 25210.4 Parks Police Fire Miscellaneous	Section 5439 Parks; Community Building; Beaches.	Section 60600 Parks Police Fire Water Mosquito Abatement Street Lighting
Existing Districts	None	None	None
Formation Procedure Area Requirements	Section 25210.10; unincorporated area only; section 25210.80; does not have to be contiguous; section 25210.10; one county only.	Section 5459; unincorporated area and cities with consent of governing body. No mention of contiguity.	Section 60100; unincorporated area only; one or more counties; section 60800; implies that area must be contiguous.

TABLE 50 --Continued

	County Service Area	County Recreation District	Community Service District
Boundaries	Section 25210.13; boundaries must be submitted to Boundary Commission prior to initiation of petition or resolution. Section 25210.18; final determination by Board of Supervisors. Area can be less than described in petition or resolution but not more.	Section 58500; boundaries must be submitted to County Boundary Commission prior to circulation of petition; section 5435; final determination by Board of Supervisors cannot exclude benefited area or include non-benefited area.	Regular procedure would require submission of boundaries to County Boundary Commission; section 60114; final determination by Board of Supervisors. Can exclude land not benefited or include land to be benefited; section 60142; Board of Supervisors shall fix boundaries of area within its county.
Initiation of Proceedings	Section 25210; request by two members of Board of Supervisors OR petition of 10 percent regular voters of proposed service area to Board of Supervisors.	Section 5431; petition of 15 percent of regular voters of proposed district to Board of Supervisors.	Section 60103; petition of 15 percent regular voters; section 60140; if district lies in more than one county, petitions shall be presented to Board of Supervisors for area in their county.
Hearing Requirement	Section 25210.15d; Board of Supervisors shall have public hearing on petition or request between 30 and 60 days after adoption of resolution of intention.	Section 5431; Board of Supervisors shall hold hearing not less than 25 nor more than 30 days after receipt of petition.	Section 60104; Board of Supervisors shall hold hearing not less than 20 nor more than 30 days after receipt of petition.

TABLE 50 --Continued

	County Service Area	County Recreation District	Community Service District
Election or Referendum	Section 25210.21; election required only if petition protesting establishment of service area, signed by 10 percent of regular voters, is received by Board of Supervisors.	Section 5436; election mandatory to decide if district shall be formed.	Section 60120, election mandatory to decide if district shall be formed and for selection of directors.
Protests	Section 25210.34a; area can be protested out by written protests from 50 percent of regular voters or owners of one-half of the value of the proposed area.	Section 5434; protest considered at time of hearing.	Section 60111; protests considered at time of hearing--must be written.
Governing Body	Section 25210.4; Board of Supervisors.	Section 5438; Board of Trustees appointed by Board of Supervisors.	Section 60200; three directors elected at large. Section 60210; five directors if approved by voters.
General Powers Taxation	No limit specified.	No limit specified.	No limit specified.

TABLE 50 --Continued

	County Service Area	County Recreation District	Community Service District
Bond Issues	No provision.	Section 5440; can issue bonds on approval of 2/3 of voters at election.	Sections 60650-60686; can issue bonds on approval of 2/3 of voters at election.
Borrowing of Funds	No provision.	Section 5438; can borrow not to exceed 25 percent of total amount of taxes paid to district in preceding year.	Section 60613; can borrow not to exceed 20 percent of assessed value in district.
Eminent Domain	No specific provision--has use of power vested in County.	Section 5439; trustees have power of eminent domain.	Section 60610; district has power of eminent domain.
Annexations to Districts	Section 25210.84; Board of Supervisors can, by resolution, annex territory to service area. Section 25210.84a; if 50 percent of voters or owners of 1/2 assessed value in proposed area protest, the annexation shall be abandoned. No provision for election.	Section 5455; trustees petition Board of Supervisors who annex by resolution. Section 5459; area included in a city cannot be annexed without consent of city governing body.	Section 60800-60830; annexation is by ordinance after receipt of petition by majority of the land. Ordinance subject to referendum. Owners of a majority of the land may protest annexation out.

TABLE 50 --Continued

	County Service Area	County Recreation District	Community Service District
Annexation to City	Section 25210.90; automatically exclude any part of service area incorporated as or to a city.	No specific provision.	Section 60890; if entire district is annexed to city, then city becomes governing body. Section 60891; if part of district is annexed, then city may take over that part as provided in Health & Safety Code, sections 4845.20-4845.34.

trustees appointed by the board of supervisors from persons owning land within the district or from the voters of the district or both; and they shall hold office for a period of four years with overlapping terms.

The powers of the board of trustees are as follows:

> The trustees may erect one or more dams across a stream or river for the purpose of constructing a swimming pool in the district, may maintain, improve, and keep in a sanitary condition all community parks, community beaches, community recreational grounds, and community buildings within such districts including the construction, maintenance, and operation of swimming pools, and any other recreation facilities, and any other amusement facilities or any of such lands, and may also contract for a system of improvements or works for sewage disposal, and drainage, garbage disposal, fire protection, roads, bridges, road repair, bridge repair, trails, lights and playgrounds, and may lease or rent lands or property for recreational purposes, and they may make proper regulations for the management and operation of the object of effectuating the purposes of the district and, also, in connection with the use of the facilities of the district.
>
> The trustees shall have the right and power to acquire by condemnation, gift, purchase or otherwise all lands, or use thereof or interest therein, and any other property or rights by them deemed necessary for the construction, maintenance, improvement and operation of the works, or the carrying out of the projects of the district, and may assume and discharge the existing indebtedness on such lands, or interest therein or other property rights so acquired.[1]

The board of trustees is also empowered to prepare a budget which must be presented to the county board of supervisors on or before the tenth day of July in each year. This budget must show the amount of money needed to operate the district program for the current fiscal year, and it must show the amount of money necessary to be raised by taxation, which includes the payment of all interest and principal of bonds which will be due on the same date of the succeeding year. This budget is then studied and revised by the board of supervisors and the amount of money approved to operate the district program is then levied as a tax

---

[1] Ibid., section 5437.

upon all the property within the recreation district.[1]

The county recreation district is similar to that of the recreation, park, and parkway district except that proceedings for establishment of the former are originated by petition of the registered voters. This type of district is not too prevalent in California but it does give an opportunity to those within a county to establish an independent recreation program through their own initiative.

Regional Park District

Another type of special tax district which is possible to be established through state legislation is that of the Regional Park District. The only example of this type of operation in California is that of the Eastbay Regional Park District in Northern California which was established in 1934.

When it is desired to form a regional park district, a petition requesting the establishment of the district, which describes the exterior boundaries, must be signed by at least five thousand electors residing within the territory proposed to be included in the district; and this petition must then be presented to the county board of supervisors of the county containing the largest area within the proposed district. The district may include two or more municipalities together with one or more other municipalities and any parcel or parcels of city or county territory whether in the same or different counties. All territory in a district must be contiguous and it must be located within the boundaries of a municipal utility district organized and existing under Chapter 218 of the Statutes of 1921.[2] A summary of the provisions for establishing

---

[1] Ibid., section 5452.

[2] Ibid., article 3, section 5502.

a regional park district is shown in Table 51.

The Board of Supervisors of the County having the largest area within the proposed district may proceed with the hearing and the calling of an election after dividing the proposed district into five wards or sub-districts, the boundaries of which are so drawn that each contains an equal number of electors. From each ward is elected a Director.

The governing body of the district consists of a board of five directors, one from each of the wards, who are elected at large for an overlapping term of four years.[1] This Board has power to choose its own President, and it may appoint a director or manager to conduct the district business or appoint any other personnel needed to carry out its function. This body is also empowered to levy and collect taxes, but this tax may not exceed five cents on each one hundred dollars of assessed valuation of all real and personal property within the district.[2] This limitation is exclusive of any tax levied to meet its bonded indebtedness and the interest thereon. The district may also exercise the right of eminent domain and may issue bonds in the same way as municipal corporations.

The district is empowered to appropriate, purchase, condemn, or lease real and personal property of every kind; it may sue or be sued, and it may lay out and maintain a complete park system. Specific provisions empowering the district are stated as follows:

> A district may plan, adopt, lay out, plant, and otherwise improve, extend, control, operate, and maintain a system of public parks, playgrounds, beaches, parkways, scenic drives, boulevards, and other facilities for public recreation, for

---

[1] Ibid., section 5527.

[2] Ibid., section 5545.

TABLE 51

SUMMARY OF LEGISLATIVE PROVISIONS FOR ESTABLISHING AND OPERATING
A REGIONAL PARK DISTRICT AND A REGIONAL SHORELINE PARK AND RECREATION DISTRICT*

	Regional Park District	Regional Shoreline Park and Recreation District
Legal Authority	Public Resources Code; section 5500-5595	Public Resources Code; sections 5680-5777
Purposes	Section 5541; Regional Park	Section 5681; Regional Shoreline Park
Existing Districts	None	None
Formation Procedure Area Requirements	Section 5502; two municipalities, together with one or more other municipalities, whether in the same or different counties; must be contiguous.	Section 5681; two municipalities, plus one or more other municipalities and any parcel of city or county territory in the same or different counties; must be contiguous.
Boundaries	See Section 5503	See Section 5682
Initiation of Proceedings	Section 5503; petition signed by at least five thousand electors residing within proposed territory presented to the Board of Supervisors of County containing the largest area in the proposed district.	Section 5682; petition signed by at least five thousand electors residing within proposed territory presented to the Board of Supervisors of County containing the largest area in the proposed district.

TABLE 51 --Continued

	Regional Park District	Regional Shoreline Park and Recreation District
Hearing Requirement	Section 5508; Board of Supervisors shall hold hearing; ten days notice required.	Section 5689; Board of Supervisors shall hold hearing; ten days notice required.
Election or Referendum	Section 5514; election mandatory to decide if district be formed and selection of first board of directors.	Section 5695; election mandatory to decide if district shall be formed and selection of first board of directors.
Protests	None	None
Governing Body	Section 5527; board of five directors elected by voters.	Section 5706; board of five directors, one from each ward.
General Powers Taxation	Sections 5569-71; no limit specified.	Section 5728; not to exceed ten cents on each $100 assessed valuation, exclusive of any tax levied to meet bonded indebtedness and interest.
Bond Issues	Section 5568; can issue bonds.	Section 5750; may issue bonds not to exceed 5 percent assessed valuation of real and personal property.
Borrowing of Funds	Section 5568; not to exceed 5 percent of assessed valuation of real and personal property.	Section 5750; not to exceed 5 percent of assessed valuation.

TABLE 51 --Continued

	Regional Park District	Regional Shoreline Park and Recreation District
Eminent Domain	Section 5542; district has power to eminent domain.	Section 5722; district has power to eminent domain.
Annexations to District	Section 5573; annexation is possible by petition of 50 qualified electors and subsequent election.	Annexation by petition signed by 50 qualified electors and subsequent election.
Functions	Section 5541; may plan, adopt, lay out, plant and otherwise improve, extend, control, operate and maintain a system of public parks, playgrounds, beaches, parkways, scenic drives, boulevards and other facilities for public recreation.	Section 5720; may plan, adopt, lay out, plant and otherwise improve, extend, control, operate and maintain a system of public parks, playgrounds, beaches, pleasure craft, harbors, parkways, scenic drives, boulevards and other facilities for public recreation.

*Source: California Public Resources Code, Sections 5500-5777.

> the use and enjoyment of all the inhabitants of the district, and it may select, designate, and acquire land, or rights in land within or without the district, to be used and appropriated for such purposes. It may cause such parkways, scenic drives, and boulevards to be opened, altered, widened, extended, graded or regraded, paved or repaved, planted or replanted, repaired, and otherwise improved, and may do all other things necessary or convenient to carry out the purposes of this article.
>
> The board of directors of a district shall not interfere with the control of any existing public park, playground, beach, parkway, scenic drive, boulevard, or other public property, owned or controlled by a municipality or county in the district, except with the consent of the governing body of the municipality, or of the county if the same is in unincorporated territory, and upon such terms as may be mutually agreed upon between the board of directors of the district and the governing body.[1]

Legislation was passed to establish regional park districts in order to meet the need for developing large park areas which serve the need of two or more incorporated cities as well as unincorporated areas. This district organization is used mainly to acquire and develop such areas and is not geared to meet the program needs which are possible under other types of district organization.

Regional Shoreline, Park, and Recreation District

In order to make regional shoreline improvement along any coastal area of California it is possible, under state legislation, to create a regional shoreline park and recreation district.[2] Two municipalities, together with one or more other municipalities in any part of the city or county territory, whether in the same or different counties, may organize and incorporate into a district. All territory in a district must be contiguous. A summary of provisions for the establishment of this type of regional authority is shown in Table 51.

---

[1] Ibid., section 5541.

[2] Ibid., article 5.

The proceedings to form this type of district begin with a petition which is signed by at least five thousand electors residing within the territory proposed to be included in the district which requests establishment and maintenance of the district. This petition is presented to the board of supervisors of the county containing the largest area within the proposed district. After public hearings, an election is called by the board of supervisors; but before calling the election the board divides the proposed district into five wards, the boundaries of which are so drawn that each contains approximately an equal number of electors.[1] This division is so made in order to have a district director elected from each ward at the same time that the electors vote upon establishing the district. A majority vote at the election authorizes the formation of the district.[2]

The governing body of each district is vested in a board of five directors, one from each of the wards. These directors are elected for overlapping terms of four years and are empowered to choose one of their own members president.[3] The board is the legislative body of the district, and it determines all questions of policy. It is further empowered to appoint a general manager and such other officers or employees as is needed to carry out its function. The district is also granted specific powers for establishing a system of public parks and beaches which are listed as follows:

> A district may plan, adopt, lay out, plant, and otherwise improve, extend, control, operate, and maintain a system of

---

[1] Ibid., section 5694.

[2] Ibid., section 5698.

[3] Ibid., sections 5712 and 5714.

public parks, playgrounds, beaches, pleasure craft harbors, parkways, scenic drives, boulevards, and other facilities for public recreation, including harbors of refuge in case of emergency for all types of light craft vessels, for the use and enjoyment of all the inhabitants of the district, and it may select, designate, and acquire land, or rights in land, within or without the district, to be used and appropriated for such purposes. It may cause such parkways, scenic drives, and boulevards to be opened, altered, widened, extended, graded or regraded, paved or repaved, planted or replanted, repaired, and otherwise improved, and may do all other things necessary or convenient to carry out the purposes of this article.

The board of directors of a district shall not interfere with control of any existing public park, playground, beach, pleasure craft harbors, parkway, scenic drive, boulevard, or other public property, owned or controlled by a municipality or county in the district, except with the consent of the governing body of the municipality, or of the county if the same is in unincorporated territory, and upon such terms as may be mutually agreed upon between the board of directors of the district and the governing body.[1]

In order to carry out its duties the district may levy and collect taxes, the amount for any one fiscal year not to exceed ten cents on each one hundred dollars of the assessed valuation of all real and personal property within the district exclusive of the tax levied to meet the districts bonded indebtedness. The district also has power of eminent domain.

The district manager is given specific functions, powers, and duties which are listed as follows:

(a) See that the provisions of this article and all ordinances and regulations of the district are enforced.

(b) Exercise supervision and control over all departments and offices of the district.

(c) Attend all meetings of the board unless excused by the board.

(d) Submit to the board for adoption such measures, ordinances, and regulations as deems necessary or expedient.

(e) See that all terms and conditions imposed in favor of the district or its inhabitants in any contract are faithfully kept and performed, and call any violations to the attention of the board.

(f) Prepare and submit the annual budget to the board, and perform such other duties as may be imposed by this article or by the board.

The district manager may bind the district, without advertising

---

[1] Ibid., section 5720.

and without written contract, for the payment for supplies, labor, or other valuable considerations furnished to the district, in amounts not exceeding one thousand dollars ($1,000). All purchases shall be reported to the board of directors at its next regular meeting.[1]

Although this legislation exists to establish regional shoreline, park, and recreation districts, no such district has yet been established in California under this legislation which was passed by the state legislature in 1947.

Community Services District

An alternative method of providing park and recreation services to unincorporated areas is possible under the Community Services District Law of 1951.[2] This law makes it possible for the inhabitants of any unincorporated territory to form a district for a number of purposes, one of which is public recreation. This type of district may overlie area within more than one county and is empowered to acquire property, issue bonds, and levy and collect taxes. A summary of the provision as stated in the Government Code is shown in Table 50.

Persons desiring to be included in a community services district, petition their county board of supervisors for formation into a district, proposing a name and boundaries, and stating the purposes for which the district is to function. After holding public hearings the board of supervisors may call an election within the proposed district area, and a majority vote authorizes the formation of the district.[3]

When the proposed district lies in more than one county, the

---

[1] Ibid., section 5732.

[2] Ibid., sections 60000-60891.

[3] Ibid., section 60104, 60120.

procedure is the same in each county; and each petition must set forth the boundaries of the entire district, and each board of supervisors may alter or fix the proposed district boundaries within its own county. This type of district makes possible the establishment of an organization to provide recreation service in the unincorporated areas of one or more counties.

The governing body of the district consists of a board of five members who are elected at large for overlapping terms of four years.[1] The board of directors determines all questions of policy and is the legislative body of the district. Furthermore, this body is empowered to appoint a general manager and any other employees needed to carry out the business of the district.

The board designates the county treasurer of the county in which the district is situated to be the depository and custodian of all funds and the county auditor is authorized to draw warrants to pay demands made against the district. In levying taxes, the district uses the equalized assessment rolls of the counties in which it lies, and taxes are collected at cost of service by the designated officials of these counties.

County Service Area Law

The County Service Area Law, which was passed in 1953, makes possible the establishment of county service areas and the furnishing by the county of extended governmental services which include parks and recreation.[2] This legislation was passed to help solve many of the prob-

---

[1] Ibid., section 60210.

[2] Ibid., title 3, division 2, part 2, chapter 2.2, article 1.

lems brought about by the unprecedented growth in the unincorporated areas of many counties in California. This growth of population has made it necessary for the county to extend governmental service to these areas; and the legislature, recognizing the duties of counties to adequately meet the needs of such areas for extended governmental services, passed the County Service Area Law which makes possible the giving of such extended service by allowing such areas to pay for this service. Furthermore, this law grew out of a bitter controversy between city and county partisans during the last two years. This controversy is summed up as follows:

> The League of California Cities maintained that many municipal type services provided unincorporated areas from general county tax funds were so provided largely at the expense of the city taxpayer. The county resident thus was receiving a "free ride." With particular reference to parks, it was the contention of the League that cities taxed their own residents to maintain city parks, and the same city residents were then taxed by the county to maintain county parks. The same arguments were advanced with respect to certain types of police service--as radio patrol cars, structural fire protection, etc. The whole question was referred to a 1951 Assembly Interim Committee, which held hearings in five counties. Five reports were issued by the interim committee for each one of the five counties--Los Angeles, Sacramento, Kern, Napa, and Alameda. The interim committee recommended the service area law.[1]

Operation of Service Area Law

A service area is simply a means for providing a separate taxing levy to pay for such services as may be specifically designated in the resolution of formation. All operations are under control of the board of supervisors and are administered by a regular county department. There are no separate governmental hierarchies or governing bodies.[2]

---

[1]"County Service Area Law as Applied to Parks" (Los Angeles County: Chief Administrative Office, Hall of Records, Los Angeles, November, 1953), p. 1. (Mimeographed).

[2]Ibid.

A summary of the provisions of this law is shown in Table 50.

A county service area may be established to provide any one or more of the following types of extended service within the area: (a) extended police protection, (b) structural fire protection, (c) local park, recreation or parkway facilities and services, and (d) any other governmental services which the county is authorized by law to perform and which the county does not also perform on a county-wide basis both within and without the city.[1]

The proceedings necessary to form a service area may be commenced under either one of two methods: (a) the board of supervisors can institute proceedings at any time a written request signed by two members of the board is formally filed with the board, and (b) a petition may be filed with the board by not less than 10 percent of the registered voters residing within the proposed service area.

Within forty days after either one of the above methods has been initiated the board of supervisors shall adopt a resolution of intention to establish a county service area, the resolution stating: (a) the boundaries of the area, (b) the type or types of extended county services to be provided which includes a statement that a tax sufficient to pay for the same shall be annually levied upon all taxable property within the area, and (c) the time and place for a public hearing on the proposal, such hearing to be not less than thirty nor more than sixty days after adoption of the resolution.[2]

The final establishment of a service area is within the discretion of the board of supervisors following the conclusion of public

---

[1] California Government Code, op. cit., section 25210.4.

[2] County Service Area Law, op. cit., p. 2.

hearing. In other words, the Board may abandon the proposed establishment, or may determine to establish a service area. When a petition protesting the adoption of a county service area, which is signed by 10 percent of the registered voters within the service area, is presented to the board of supervisors within sixty days after the adoption of such an area, the resolution is suspended, and if the board does not rescind the resolution when it is reconsidered, it is submitted to the voters of the area at either a regular election or a special election called for that purpose.[1] The majority of the votes cast at this election shall then determine whether the service area is to be continued or abandoned.

If a service area is to be established the law requires that the proceedings to establish this area must be completed between July 1 and December 31 of any year in order to be eligible for budgeting and the establishment of a tax levy for the existing fiscal year. Therefore, the application of this law at the present time cannot become effective as an operating unit before July, 1955.

Service area law as applied to parks.--The Board of Supervisors of any county is authorized to establish and maintain under provisions of the Service Area Law, local park, recreation, or parkway facilities and services within any county service area established for that purpose.[2] A local park, as used in the law, refers to those park, recreation, or parkway facilities which are maintained primarily for the benefit of and are used primarily by residents within the county service area.[3]

---

[1] Ibid.

[2] California Government Code, op. cit., article 6, section 25210.60.

[3] Ibid., section 25210.61.

If local park, recreation, and parkway facilities are to be established and maintained within any county service area the Board shall, on or before April 1 of each year, specify by resolution that such local parks would be maintained in the county service area. They must also designate the county official who would maintain and operate the facility.[1]

The service area budget must be presented to the Board of Supervisors on or before July 10 of each year by the officer designated by the board for that purpose, and the tax levy to operate funds for operating the park, recreation, or parkway facilities and services would be made and be collected in the same manner as are other county taxes.[2]

Summary

California enabling legislation empowers counties to acquire and operate county parks and develop recreation programs, and it also makes possible the establishment of special taxing districts for recreation and park purposes. The power granted to county authorities to perform this function is stated in a concise and clear-cut manner. Legislation that exists to establish special districts for park and recreation purposes meets every type of exigency in the state, and specific sections provide means of maintaining clear-cut relationships to municipal corporations and other districts.

The term "Special District" applies to any local government entity which is neither city, county, township, nor village. The special recreation districts as provided under state enabling legislation have: (1) a resident population occupying a definite area, (2) a legally

---

[1] *Ibid.*, section 25210.62.

[2] *Ibid.*, section 25210.63.

authorized governing body, (3) a separate legal identity, (4) the power to provide certain public services, and (5) a substantial degree of autonomy, including the power to raise at least a part of its own revenue.[1]

Special recreation districts are used extensively in California and this district pattern is used more frequently in this state than in any other state in the country. There are a number of reasons for the establishment of special recreation districts: (1) the strongly felt need for a particular service; (2) the fear of property owners that incorporation or annexation will mean heavier taxes than those levied by a special district; (3) the impracticability of solving the problem through a municipal government because of the small size and resources of the area, or because the problem may require cooperation between one or more small cities and the adjacent incorporated territory; (4) the fact that if only a few services are needed it may be felt that incorporation is unnecessary and uneconomical; (5) the desire on the part of those in local communities to exercise control over functions of government effecting their welfare.

The district organization procedure of most recreation districts follows the simple steps of petition by residents, review of the petition by the County Board of Supervisors, and an election in the area. This procedure is sometimes modified to allow initiation by a city or county governing body in place of the petition, or approval of one or more local governing bodies instead of election. Annexation of new territory re-

---

[1]Stanley Scott and John C. Bollens, Special Districts in California Local Government (Berkeley: Bureau of Public Administration, University of California, April, 1949) p. 1.

quires the consent of the district governing body and usually approval by residents of the area to be annexed.

The different types of enabling legislation in California make possible nearly every type of park and recreation service. Furthermore, recent legislation makes possible community service districts in more than one county while the Community Service Area Law attempts to solve problems brought about by the expansion of population into unincorporated areas of the county, the residents of which demand urban type services such as parks and recreation.

CHAPTER XVI

PLANNING FOR REGIONAL PARKS BY COUNTY GOVERNMENT

In recent years the concept of "region" has attracted the attention of governmental administrators and planning authorities who have been concerned with an analysis and description of regional park areas and facilities. As organized life in cities has become intensified through growth and concentration of population, municipal authorities have looked to county government for guidance in the physical planning of park and recreation areas which serve the entire Los Angeles region.

Cities are inextricably enmeshed in a complex pattern of relationships, not only with their immediate environs, but also with the regions in which they are located. Thus, for the efficient operation of these relationships and the welfare of people of the cities and urban areas in the region, it seems logical to assume that responsibility for taking the initiative in providing and working out an adequate system of regional parks rests with the county government.

Regional Development

To clarify many of the questions that relate to the acquisition of regional parks and facilities in metropolitan Los Angeles, it is well to answer the question, "What is the region?" A definition of this term will make for a better understanding of the characteristics of regional parks and facilities and will make it possible to establish standards and determine criteria for their development. There is no easy answer to this question, and the determination of a regional area will always

be controversial. Some think in terms of a division of a nation, or even a state,as a region, while others have thought of a geographical unit, such as a river valley or a plain as being an essential regional feature. Climate, soil, resources, production, and cultural expressions, as well as standards of living have all been regarded as determining factors.

Administrative boundaries between cities are man-made, are changeable, and are artificial in scope, whereas the above mentioned factors are more or less organic and may be regarded as determining factors in regional development. Therefore, a region may be defined as an interrelated part of a country, a state, or an area which is a natural unit and is self-contained by reason of geographical advantages, natural resources, climatic conditions, and natural and/or man-made transportation routes. Lewis Mumford gives a definition of a region as "a complex of geographic, economic and cultural elements."[1] Within this region, as defined, each community would be an inter-related part of the whole, which is based upon a balanced economic, social and political life; and each individual, as well as each community, would have an equitable share in the welfare of the region.[2]

Metropolitan Region

A region may consist of a specialized type, such as a "metropolitan region" which consists, in its structural and spatial aspects, of a dominant city or metropolis and its surrounding satellite communities.

---

[1]Lewis Mumford, The Culture of Cities (New York: Harcourt, Brace and Company, 1938), p. 367.

[2]Ibid.

Moreover, a metropolitan region is a web of economic, cultural, and political relationships which combine all the units together into a metropolitan community or regional unit which has a dominant center and subordinate parts. Thus, a "metropolitan region," such as the Los Angeles area, is a cultural development or phenomenon which is the result, to a great extent, of newer methods in transportation and communications. Furthermore, it has only been by means of these facilities--the automobile--rapid transit--the newspaper--the radio--the telephone--that subordinate communities have become closely integrated among themselves as well as with the dominant city, Los Angeles.

Los Angeles County has developed a regionalism by the rapid growth and development of subordinate cities and urban unincorporated areas within the influence and orbit of the city of Los Angeles. The orientation of these communities around this central city has begun to assume a form of integrated unity, which has developed as a result of the network of encircling transportation routes which radiate outward from downtown Los Angeles. This regional unity has made for the creation of what McKenzie calls a "metropolitan community."[1]

The cities of Los Angeles County have become a part of a functional unit, and are beginning to recognize their communal problems. Coordinated action to solve common problems within the region has occurred in a number of instances, one of which was when a number of cities combined to form a metropolitan water district,[2] and another was when the California courts upheld the right of cities to construct sewers, provide

---

[1] R.D. McKenzie, The Metropolitan Community (New York: McGraw-Hill Company, 1933), p. 19.

[2] Cottrell, E.A., "The Metropolitan Water District of California," American Political Science Review, XXVI (August, 1932), pp. 695-697.

utilities or transportation facilities, or furnish playgrounds beyond their political boundaries.[1] Thus, legal recognition of communal problems has been given to economic and social situations, but political organization has lagged behind in establishing precedents for unity.

Regional Parks and Facilities

The whole concept of "metropolitan regionalism," is based on making a unit in which people have common problems, like conditions, and similar interests regardless of political boundaries. Planning for a region calls for the establishment of facilities which serve the entire metropolitan community. One obstacle in planning for the entire Los Angeles area has been "the great number of conflicting and overlapping political and administrative units into which the area is divided."[2] While these boundaries have been a limiting factor in regional park development, they must be appraised and recognized in a practical sense in regional park planning.

The area comprising Los Angeles County and a small portion of San Bernardino and Orange Counties qualifies as a metropolitan region. Furthermore, this entire area has also all the characteristics of the metropolitan community,[3] and one major problem inherent in the development of such an area has been the serious lag which exists between regional park needs and existing facilities. Most park areas and recreation

---

[1]W.W. Crouch, "Extra-territorial Powers of Cities As Factors in California Metropolitan Government," American Political Science Review, XXXI (April, 1937), pp. 286-289.

[2]National Resources Committee, Our Cities (Washington: Government Printing Office, 1937), p. 67.

[3]R.L. Duffus, Mastering a Metropolis (New York: Harper and Brothers, 1930), p. 2.

facilities have been acquired and operated within the confines of separate cities within the county. Park and recreation needs do not stop at city limits, and little attention has been given to acquiring and developing special park properties and facilities which serve the people of the entire region.

Regional park and recreation areas and facilities can be divided into two types--those large areas which serve a section of the metropolitan area or the entire region which are known as regional parks, and those special recreation facilities or areas that primarily serve a particular or specialized recreation use and are known as regional recreation facilities. The former group have certain types and characteristics which distinguish them from the latter group.

Characteristics of Regional Parks

A relationship exists between local and regional parks and recreation areas. Local recreation and park properties are adapted to local conditions and needs. The effective radius of service for local areas as well as their size vary with each type of unit, and these units are located and developed in accordance with their respective function within reasonable travel distance of the people to be served. Local recreation areas include the play lot, the neighborhood playground, the neighborhood park, the playfield, the large park, the reservation, and special areas and facilities.[1] Although large recreation parks and reservations are provided by some cities, these areas have many of the characteristics of regional parks. For a complete discussion of local recreation areas,

---

[1]George D. Butler, Recreation Areas, Their Design and Equipment (New York: A.S. Barnes and Company, 1947), pp. 1-2.

see Chapter X.

The regional class of park and recreation areas and facilities involve somewhat different problems from the local, although no hard and fast rule can be drawn between the two classes. Regional park properties include beaches, mountains, or such other park areas and facilities as is impossible to duplicate in small units in every part of metropolitan Los Angeles. While such large or special areas and facilities may be made available by a local government, primarily for the use of those living within the city, and at local expense, experience shows that municipalities will not alone provide for an adequate system of regional parks for the entire population of a metropolitan region.[1] For them, there is needed a larger governmental entity or public agency which is specifically charged with the responsibility of acquiring, developing, and maintaining a comprehensive and adequate system of regional parks and special recreation facilities.

What is a Regional Park?

Any attempt to define a regional park encounters certain difficulties. The factors of definition are relative, not absolute. Some have escaped the difficulties of giving a concise and clear definition by stating what a regional park is not; others have by-passed the difficulties by pointing out only predominant characteristics and determining factors. While these considerations help determine the function of a regional park, they fail to indicate what makes a park a regional park. Some of the distinctive characteristics of a regional park which have emerged and developed in large metropolitan areas provide a clue to a definition.

---

[1]Memorandum from George A. Nesbitt, National Recreation Association, February 26, 1954.

Definition of a regional park.--Many people in a metropolitan area come together in strategic places to participate in various kinds of recreational activities which are generally not possible or readily obtainable in the smaller community or city. Participation in these recreational activities require special and unique park and recreation facilities. Moreover, the park's unusual and unique development lends itself to specialized types of activities or programs, which can serve and attract people from all parts of the entire region or from sections of the metropolitan area. The service radius of a regional park has been described as follows:

> Because of geographic consideration and the vastness of the metropolitan area of Los Angeles, it is doubtful whether any single park area, regardless of its definition, could adequately serve the entire metropolitan area. For adequate coverage, there would have to be a number or a chain of such areas, each of which would serve primarily the group of incorporated cities near it, and of course, unincorporated areas. The term "regional park" could well apply to an area serving a number of the incorporated cities in the county and it would not be necessary that it serve the entire metropolitan area in order to be called a "regional park."[1]

These are factors of what a regional park is and the area it might serve. No one of them alone, but all of them in combination, make a regional park. To put it in the form of a definition:

A regional park is a recreational area, which, by its unusual development or unique features, affords an opportunity for people of an entire region to enjoy certain types of recreation activities; it possesses natural features and is intended to give people a chance to get away from an urban environment, but its primary purpose is to provide pleasant surroundings for engaging in a variety of special recreation activities which

---

[1]Ibid.

lend themselves to the park's setting.[1]

A regional park is a recreation area permanently set aside for the use of the people. But a regional park is not only a certain type of recreation area; it is a particular kind of park. The factor which appears to distinguish a regional park more than any other is the kind of natural features and facilities available which formed the basis for establishing the area.

To secure the desired effect, this type of park usually comprises an area of one hundred acres and upwards, although smaller properties having unusual historical, scientific, or scenic interest may serve this purpose.[2] Because of its size, this area is usually located near or outside the boundaries of urban communities, and in some cases is located some distance from the cities it serves. The availability of property usually determines location and size, but in closely built-up metropolitan areas, acreage of less than the desired standard is sometimes acquired. Every major section of a large metropolitan area needs access to one of these properties.

One of the values of the regional park lies in the effective use of its natural state, and a large portion of the area is usually devoted to wooded areas, meadows, and other natural features. Furthermore, this type of park lends itself to such specialized activities which require either large space or special topographical features. These activities may include camping, boating, fishing, winter sports, nature study, and golfing; and accessible portions of the park may also include space for such facilities as picnic sites, hiking and bridle trails, outdoor thea-

---

[1]This definition is the composite thinking of the National Recreation Association and a number of park and recreation executives in Southern California.

[2]Ibid.

ters, zoological and botanical gardens, observatories, museums, or other special features.

Regional parks may be classified according to three types: (1) the large park, (2) the reservation, and (3) the parkway.

The large park.--This park is an area, usually one hundred acres or more in size, with open meadow, water, or woodland, which offers an attractive setting for hiking, camping, fishing, picnicking, winter sports, aquatics, nature study, and the like. Its value lies in the effective use of natural features.

The large park usually serves a number of cities or a section of the metropolitan area, although people will come to make use of its unusual development or participate in specialized activities from throughout the region. It is seldom possible to secure suitable sites of less than one hundred acres which will give the desired effect or have the features needed for this type of area. Every section of a metropolitan area needs a park of this type, and it has been suggested that one be provided for every fifty thousand of the population.

The reservation.--A reservation is a regional park "which is kept primarily in its natural state."[1] It has the purpose of preserving for the people, forests, deserts, mountain areas, or other lands of recreational and scenic interest. The reservation is usually located near or outside city limits; and in most instances, it is provided by the county or state rather than the municipality, although in some cases, the federal government has made provision for such areas. It may consist of from several hundred to several thousand acres, but one thousand acres

---

[1]George D. Butler, Introduction to Community Recreation (New York: McGraw-Hill Company, 1949), p. 153.

or more is desirable. This type of area is used and developed for such recreational purposes as camping, picnicking, nature study, horseback riding, hiking, and water sports.

The parkway.--A parkway "is essentially an elongated park with a road running through it, the use of which is restricted to pleasure traffic."[1] This type of property, which is found in most county park systems in metropolitan areas, is intended primarily to serve as a pleasure drive from the city to the surrounding area, and it sometimes provides access or connects various units of the county park system.[2] Parkways are usually limited access highways which are planned as an integral part of the metropolitan highway system, and they usually follow the course of natural boundaries, such as streams, rivers, lakes or coastal areas; and they also protect and preserve the natural beauty of the landscape on each side of the highway.[3] Two hundred feet is considered the minimum desirable width for a parkway, but it is sometimes sufficiently wide along certain sections to promote the development of a playground, playfield, picnic area, or other special recreational features. Westchester County, New York, contains good examples of this type of park although other county park systems in New Jersey, Michigan, and Wisconsin have developed this type as well. The best example of this type of property in Los Angeles County is Arroyo Seco Parkway.

---

[1] Ibid., p. 154.

[2] Ibid.

[3] George D. Butler, "Standards for Municipal Recreation Areas", Recreation, August, 1948, p. 212.

Regional Recreation Facilities

In addition to regional parks, other areas have special regional significance or use, and serve the population of a number of cities or the entire metropolitan area. These regional properties are characterized by the development of a specific or special recreation facilities or the preservation of some natural, scenic, historical, or scientific feature. Areas and facilities of this type may be established throughout a region and their size and acreage is dependent upon use and service.

A county or regional park and recreation system usually has several types of recreation areas and facilities which may be classified as "regional." In general, these regional properties may be classified into the following types: (1) sports areas, (2) cultural, historical, and scientific areas, (3) scenic and vista areas, (4) hiking, riding, and nature trails, (5) natural and passive park areas, and (6) shoreline areas.

Sports areas.--A sports area which may serve a number of communities or the entire metropolitan region is primarily designed to meet specific athletic needs or a highly specialized sport or game activity. To provide space for baseball, softball, soccer, track events, tennis, handball, swimming, and various other games and sports with field houses, locker rooms, concession stands, and other necessary conveniences; a number of specific sports areas should be strategically located to serve the entire metropolitan area.[1]

Such areas, if they are to meet the particular need for which they are established, should be within easy reach of a large number of young people and adults. A regional sports area may include any one of

---

[1]Statement by B. Paul Gruendyke, Director, Department of Parks and Recreation, Los Angeles County, personal interview, April 2, 1954.

the following: a sports center which contains a combination of game and athletic areas and facilities; a rugby or soccer field; a golf course; a pitch and putt course; a driving range; baseball and softball diamonds; shuffleboard courts; bowling greens; archery range; handball courts; casting pools; roque courts; skeet and pistol range; a controlled model airplane area; or a natatorium.[1] Any one or a combination of these sports areas may be developed in sufficient number to serve the needs of an entire region or a section of the county territory. Furthermore, to develop each of these areas or facilities in sufficient number to satisfy the needs of a number of communities makes this clearly a regional function.[2]

Some of the considerations which have been given by the Los Angeles County Parks and Recreation Department in the location of these sports areas are:

> (1) the locality should warrant such an area on the basis of need,
> (2) the area or center should be located so as not to duplicate another identical center within its own effective minimum radius, this radius not to be less than five miles and preferably eight.
> (3) the ownership or permanent control of all such facilities and properties should be the regional authority.
> (4) a regional sports center should be of sufficient size to allow for the development of multiple facilities having a capacity to attract and accommodate large crowds and events beyond the capacity of local parks or playfields.[3]

Although each of the above listed areas or facilities may be developed to serve regional needs, it is the sports center which requires the greatest planning and consideration, for it is this facility which provides for multiple sports activity.

---

[1]Statement by Charles Bolinger, Supervisor of Sports, Department of Parks and Recreation, Los Angeles County, personal interview, April 5, 1954.

[2]Ibid.

[3]Gruendyke, op. cit.

A regional sports center is a highly developed type of area that provides a variety of athletic facilities, primarily for the use of young people and adults, and it serves the needs of those from a number of communities or a region. It makes possible the development of a complete athletic facility which is not possible in the smaller neighborhood playground or playfield. Furthermore, the center is used for multiple purposes in that it provides different athletic facilities in one area. Twenty acres has been suggested as a minimum size with thirty to fifty acres as more desirable.[1]

The sports center serves a number of communities and it should be as central and accessible as possible to the people it is intended to serve. It has been further suggested that the effective service radius of the center be not less than five miles and preferably eight.[2]

Minimum requirements for a sports center would include: (1) three lighted softball diamonds, (2) one lighted baseball diamond which can be converted to softball, (3) a battery of not less than twelve lighted tennis courts, (4) a multiple use area for volleyball, badminton, paddle tennis, and other court games, (5) a building with adequate seating capacity which will include one tournament basketball court and two practice courts which can be used also for other indoor sports, and (6) an indoor or outdoor swimming pool.[3]

Cultural, historical, and scientific areas.--Within the confines of Los Angeles County there exists certain cultural, historical, and

---

[1]Nesbitt, op. cit.

[2]Statement by Frank Duman, Superintendent of Recreation, Department of Parks and Recreation, Los Angeles County, personal interview, April 6, 1954.

[3]Ibid.

scientific areas which are attractions to the people of the entire region. Some of these areas, which are endowed with historical lore, have played a significant role in the history of Los Angeles, while others have proven to be attractions for either natural or scientific development. There are few communities in Los Angeles County that are not rich in early historical association, with Spanish trails, missions, cabins of early Spanish settlers, early burying grounds, all of which are a part of the tradition of Southern California. These sites are worthy of restoration or preservation.

Cultural centers or areas provide an opportunity for the enjoyment of fine arts which include music, dancing, drama, and crafts, or they may include museums, zoological gardens, arboretums, and garden centers.

Standards for size, as well as location of these regional areas or facilities, cannot be established or set, since, unlike developed parks, they are not provided or located in every section of the county. Moreover, the location of these areas is determined by the specialized nature of the property having natural or scientific features.

Scenic and vista areas.--A recreational resource which has regional implication is that of vista areas which give panoramic views of mountains, coastal areas, rivers, canyons, or deserts. The location and size of this type of regional facility will vary widely, and usually, it is developed in conjunction with the highway and freeway system which radiates throughout the county.

Hiking, riding, and nature trails.--This type of regional facility is many times incorporated in the large park or the reservation. It is considered as a separate facility only when trail sites are acquired which are continuous for many miles. Such trails are generally established as

a part of a complete trail system which traverse the county and act as connecting links within the regional park system. Moreover, lands for such trails usually follow washes, river beds, canyons, or tidelands. To make possible long trips, a trail system will occasionally have adequate stop-over sites for overnight camping.

Natural and passive park areas.--A natural and passive park area is one which makes use of lakes, forests, streams, or other natural features, and is used mainly for camping, picnicking, fishing, or nature lore. Because of the topography, rugged terrain, or other features, this natural or passive area does not lend itself to many types of activities, and properties of this kind will range in size from very few to several hundred acres. Moreover, this type of area is only different from the reservation in that it has smaller acreage.

Shoreline areas.--The use of the shoreline makes possible many recreational pursuits, and the value people attach to such property is evidenced by the high value and price of this property.[1] Although shoreline areas have a number of recreational possibilities, the greatest demand is "for a regional public beach which makes possible bathing, strolling, sitting near the shore, or enjoying the coolness and refreshment of the sea breezes, the surf, and the view of the ocean."[2] Shorelines also make possible the development of specialized regional facilities which include marine areas and small yacht harbors.

---

[1]Olmsted Brothers, Parks, Playgrounds, and Beaches for the Los Angeles Region (Los Angeles: Los Angeles County, 1930), p. 7.

[2]Ibid.

PART IV

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

A summary with a look to the future begins with a consideration of some major factors related to the structure of community recreation development and administration in Los Angeles County, California (Chapter XVII). Then an inventory of the administrative and financial organization of the Los Angeles County Park and Recreation Department is given with recommendations as to how it might work in the future (Chapters XVIII-XIX), under a finance plan (Chapter XX), which will create greater unity and purpose for regional development (Chapter XXI), and this is one of the many important findings and conclusions of the part public recreation plays in the Los Angeles region (Chapter XXII).

CHAPTER XVII

A SUMMARY OF SOME MAJOR FACTORS RELATED TO COMMUNITY RECREATION ORGANIZATION AND ADMINISTRATION

Public recreation (and park) agencies have not just grown up by accident or circumstance. Indeed, many factors have been responsible for the type, the number, and the complexity of present-day recreation governments and the expansion of recreation areas and facilities.

The development of public recreation in the Los Angeles metropolitan region has resulted from an interplay of local, county, and regional interests, and while the initiative of private individuals and groups started the move of having recreation programs under public direction, an analysis and more intensive examination of recreation development reveals many community forces at work.

In Los Angeles, the early form of public recreation consisted of children's playgrounds. Programs were limited almost exclusively to this age group. Parks were not considered a part of this play movement. From this beginning in 1904 a bewildering number of separate recreation agencies using a variety of administrative practices and procedures has developed. This growth has followed a logical and consistent evolution based upon the characteristics determining the physical form of cities within the region, the social structure which has developed around the physical form, the phenomenal population growth, and the early recreation history. Of these factors, the early recreation developments and

the great population growth of the metropolitan region has the greatest impact upon the administrative structure of recreation agencies.

Early Recreation Developments

A recreation consciousness developed at different periods in the various cities and towns of the Los Angeles area, but the one outstanding factor in this development was the national emergence of the play movement brought about by the rapid growth of cities in the United States.

The City of Los Angeles established the first public recreation department in America. This move stimulated thinking for establishing similar public agencies in other parts of the county patterned after the Los Angeles experiment. This early recreation development was a playground movement, and although the park movement was running a parallel course, the two were separated by ideology and basic purpose of function. This pattern of administration in which recreation was conducted separate from parks continued for a number of decades.

The greatest advance in the expansion and spread of the idea of consolidating parks with recreation came in 1947 when the City of Los Angeles Park Department merged with the Playground and Recreation Department forming a single Department of Recreation and Parks. This idea and its accompanying practice was taken up by other cities within the county, resulting in a trend toward this type of administrative organization. By 1954, every major Department of Recreation, with the exception of Long Beach, Pasadena, and Santa Monica, had effected such a merger, and of these three cities, Long Beach and Pasadena developed an administrative pattern in which the schools became the dominating agency in the giving of recreation service.

When the first public recreation agencies were established in

the county during the first and second decade of this century, public officials gave these new bodies little support and were reluctant to accept this service as a function of government. In order to gain departmental status as a major function of municipal government, a number of important steps were taken by early recreation agencies to broaden the scope of their service. First, departments followed the pattern established by the City of Los Angeles in creating recreation commissions or boards. Second, a demand for increasing recreation facilities and play opportunities to serve all age groups was stressed, instead of limiting the program to children. Third, a more liberal interpretation of the use of parks was growing, and it served to bring the park and playground movements together.

Municipal authorities began to accept the importance of the recreation movement in our modern changing economic society, and these expanding recreation (and Park) departments were considered as additions to the family of municipal departments.

Expanding Use of Schools

The development of a recreation service by school authorities had its beginnings in 1914 whan a playground service was inaugurated for elementary school children in the Los Angeles elementary schools. Although the movement of administering community recreation by school authorities gained some headway during the next four decades, it could not overcome the earlier public acceptance that recreation was a municipal function. Therefore, of the thirteen school districts which administer a recreation program, only two, namely, Long Beach and Pasadena provide the entire community program service. The remaining eleven serve the needs of school children within their respective school districts.

Population Growth and Social Geography

A significant influence upon the acceptance of public recreation in the Los Angeles area was the phenomenal population growth of the region. As new cities mushroomed throughout the county, public recreation became more readily accepted by these new suburban communities wherein was found a large proportion of children and youth.

This population growth had a profound effect upon people, and cities became surrounded with conditions of living out of which grew many crises with accompanying maladjustments and economic and social stratification of people. This growing force of urbanism pointed to the need for wholesome recreational outlets and the acquisition and development of open recreation facilities.

Although this growing urbanism and population mobility created problems for all recreation agencies, program service and land acquisition for park and recreation purposes has not been able to keep pace with need. Foresight through planning for a growing population has been the exception rather than the rule, and this need has pointed to the necessity of streamlining present administrative machinery for efficient and effective recreation service.

Administrative Patterns for Public Recreation

The three types of local recreation administration which exist in the Los Angeles region are: (1) recreation administration as a separate function, (2) recreation administration in conjunction with park service, and (3) recreation administration in conjunction with schools. Of the three types of managing authority, twenty agencies use the first type, sixteen the second, and thirteen the third. This immediately raises the questions: what type of administrative organization gives the best results,

and is there as relation between the type of managing authority and the size of a city?

Although the majority of cities provide recreation as a separate function, the larger cities in the County have combined the recreation operation with that of parks. Only one city of less than 10,000 population combines parks with recreation, but five cities of this population class have separate recreation departments.

In this region, advisory recreation (and park) boards or commissions predominate as the managing authority which have partial responsibility for administering recreation. Only Long Beach and Los Angeles make use of administrative or policy-making bodies. A comparison of non-metropolitan cities and towns of the country as a whole reveals that the administrative or policy making board or commission is used much more frequently than in the Los Angeles region. Moreover, the administration of recreation in conjunction with park service is used more frequently in metropolitan Los Angeles than in other cities of the country.

Although the administration of recreation by school governments is the predominating form of organization for small cities in the country at large, this is not true in the Los Angeles area where municipal recreation (and park) departments predominate.

On the basis of data received from the Regional Office of the National Recreation Association in Los Angeles, the quality of recreation service has been compared to the types of managing authority for public recreation.[1] This comparison is shown in Table 52.

---

[1]Program data received from Regional Office, National Recreation Association, Los Angeles, June 15, 1954.

TABLE 52

A COMPARISON OF TYPES OF MANAGING AUTHORITIES WITH QUALITY OF RECREATION SERVICE IN LOS ANGELES COUNTY

Managing Authority	Quality of Recreation Service by Number of Departments			
	Excellent	Good	Fair	Poor
Combined Park and Recreation Departments	6	8	3	1
Separate Recreation Departments	3	4	3	10
School Recreation Departments	2	-	-	-

On the basis of these findings, the type of administrative organization in which recreation is provided in conjunction with the park service appears to be the most effective, although examples of well conducted recreation systems in conjunction with schools are also in evidence. However, only two cities look to the schools for providing this service, and this makes it difficult to compare this organizational pattern with other types.

General Conclusions

A prolonged examination and study of public recreation in the Los Angeles region not only makes possible the above measure of relative efficiency of administrative processes, but also has resulted in some personal convictions about the factors related to these processes. Therefore a study of administrative structure in local communities suggests the following general conclusions based upon the data compiled in this study.[1]

[1]These observations emerge from a variety of sources and types of data. The author's experience and contact with recreation administration in the area for eight years have been relied upon here to inter-relate some of these major findings.

(1) The growth and development of the public recreation and park function is an integral part of the development of governmental services; consequently, public recreation plays an increasing and indispensable role in the government of a metropolitan area.

(2) Public recreation represents a type of service which was created and sustained by increasing urbanism and social conflict. Therefore, organizational patterns and program variations are dependent upon the characteristics of metropolitan development.

(3) Because public recreation has become an accepted function of government, the relationships between separate and independent recreation (and park) agencies serving a growing population in a metropolitan region are crucial. Although these relationships are at present poorly and inadequately defined, nevertheless, they engender basic responsibilities to the people of a metropolitan area on the part of the recreation agency.

(4) As urbanism has spread throughout the Los Angeles region, it has increased the complexity of the administrative structure of not only municipal recreation agencies, but also the structure of the county or regional recreation system.

(5) Public recreation (and park) departments or agencies in the Los Angeles metropolitan region serve people of artificial political units; the social unit is the much larger metropolitan community.[1] To bring harmony and coordination of recreation service between the political units and the larger social unit is desirable for effective operation.

(6) The pattern of services and program which is required of

---

[1]The term "social unit" as herein used embraces social relationships and inter-dependence of people within a metropolitan region.

public recreation agencies in performing their function is the basis for administrative structure. With reference to this pattern, the inadequacies of administrative organization and practices is reflected in poor recreation service and facility development.

(7) High population mobility and the rapid population increase in the Los Angeles area compel a high degree of adaptability in making provision for recreation service, which public recreation (and park) agencies have failed to attain. Adequate recreation service depends upon a more comprehensive and scientific analysis of smooth recreation operation and long range planning.

(8) The internal organization of a department of recreation (and park) determines the manner in which a program operates, and more complex problems arise as cities increase in size. Efficient internal organization will prevent overlapping of authority, fix responsibility, and provide for smooth operation.

(9) The growing role of the county or regional park and recreation system is part and parcel of the development of metropolitanism; consequently, a recreation service that meets the regional needs of the entire county population is compatible and does not interfere with local requirements.

(10) Recreation (and park) departments which give economical as well as effective recreation service are those which have permanent professionally trained executives, and departments which cooperate in making use of all existing recreation facilities.

(11) All effective park and recreation departments in the Los Angeles area make effective use of school facilities either through contractual or informal agreements.

CHAPTER XVIII

RECOMMENDATIONS FOR THE ADMINISTRATION AND FINANCING OF COUNTY PARKS AND RECREATION

Any program of recreation services and acquisition, development, and maintenance of park and recreation areas is dependent upon efficient management, and certain guiding policies and recommendations for the administration of county parks and recreation should be considered.

Management

The development and operation of an adequate park, beach, and recreation program in Los Angeles County involves expenditures over a period of years of many millions of dollars. Efficient administration of these funds in the giving of recreation service and the providing of recreation opportunities to the people within the county are objectives of management.

The problems of administration and organization which are faced in the Los Angeles metropolitan region are complicated by the number of separate governmental entities and agencies which exist within the county. However, there is a distinction between the services which can be rendered to meet local needs and those which serve the entire county or region. The operation and management of parks and recreation of local concern should be left in the hands of each city except in the unincorporated territory where the county should provide this service.

Regional park and recreation needs are not satisfied in the Los

Angeles area by merely adding to local park (or recreation) departments such regional functions as each city may seek to undertake. Any success for developing regional parks and facilities requires that a county or regional agency be created and given ample authority to perform this task. George Hjelte pointed out the county's responsibility when he stated:

> The locations which lend themselves best to the development of regional recreation facilities are more likely to be outside the incorporated limits of cities and removed from city congestion than within such limits. It is better that the county improve and administer them for the benefit of all the people of the county than that the cities go beyond their limits to undertake the task.[1]

Applying this statement to Los Angeles, the duty for providing and administering regional parks and recreation facilities could be given to the county authority which has the interest of all the people residing in the metropolitan area. Moreover, delegation of regional responsibility to cities or school districts by the county tends to dissipate and extinguish the singleness of authority, purpose, and policy which is needed to guide a single agency having this obligation. Therefore, responsibility for acquisition and development of park property and the giving of program service should not be delegated by cash grant or subventions to local governmental entities when the county has its own operating department.

Many proposals have been made in the past years to establish a regional park and recreation authority or district to serve the Los Angeles area. These proposals are similar and have special merit, and each recommends that responsibility for operation of regional parks and facilities be given to one agency which serves the entire metropolitan region. Legislation is needed to permit the establishment of this type

---

[1]George Hjelte, The Administration of Public Recreation (New York: The MacMillan Company, 1940), p. 104.

of organization or regional park district as present laws are inadequate. Therefore, it is recommended that state legislation be enacted which will provide for an administrative organization to fit the park and recreation requirements of the Los Angeles area.

Since present state law does not make possible the establishment of a metropolitan park district, an alternative proposal is given which can immediately be placed into operation, to assist in the development of a stronger administrative organization. This proposal concerns itself with the establishment of a County Park and Recreation Commission.

County Park and Recreation Commission

As the movement toward the establishment of county and regional park and recreation systems has progressed in the last number of decades, there has been an unmistakable trend, as shown in the body of the report, toward the creation of county park and recreation boards and commissions, and these lay bodies have proven to be the most popular form of managing authority. More than two-thirds of county park and recreation departments in the nation operate under a commission or board, and this organizational pattern is also gaining headway in many of the counties in California. Moreover, since parks and recreation give a service which attracts people wholly on the basis of personal interests, recreation must be responsive to the needs and desired of people. Thus, this responsiveness can best be obtained through a board of lay citizens who are close to the people.

State legislation does not permit the establishment of a legal park and recreation commission by county governing authorities. Therefore, final approval of park and recreation policy must rest with the

Board of Supervisors, but the appointment of an advisory county park and recreation commission would be for the best interests of the county. It is, therefore, recommended that the Board of Supervisors establish this type of commission and give it general responsibility for parks and recreation.

Responsibility and appointment of county commission.--The following general duties should be given to the proposed Parks and Recreation Commission: (1) to recommend policies with respect to a county recreation program, and the development, operation, and maintenance of county properties used in that program; (2) to recommend for adequate and continuing financial support and for the expenditure of operating and capital funds in accordance with an approved budget, (3) to advise with the Superintendent of Parks and Recreation on problems of administration, program planning, and area and facility development, (4) to interpret the work of the department to the general public, (5) to interpret requests and recommendations of the department, as well as the public, to the Board of Supervisors, (6) to recommend the acquisition of additional parks, beaches, and recreation areas of all types, (7) to recommend the development of recreation facilities of more than local significance, (8) to provide assistance to municipalities and districts under voluntary contracts for operation of facilities which have regional or district significance, (9) to encourage cooperative use of areas and facilities under various jurisdictions, (10) to arrange for reciprocal use of facilities with other public agencies, (11) to correlate the county recreation services with the services rendered by other public and private agencies of the county, (12) to consider and pass judgment upon recommendations emanating both from the professional staff and from the public.

It is further recommended that this commission be composed of seven members—one from each Supervisorial District, but appointed by the Board of Supervisors as a whole, and two members appointed at large, these commissioners to serve staggered terms of at least three years and without salary except for expenses of ten dollars per meeting but not to exceed one hundred dollars per month. This commission should make recommendations to the Board of Supervisors as soon as possible after appointment for: (1) a coordinated plan for the acquisition and development of regional park and recreational areas, this plan to be prepared in cooperation with the Regional Planning Commission, (2) the establishment of policies in which municipalities might transfer to the county, if they so desire, parks under their jurisdiction which have regional implication (this not to be a mandatory policy), (3) the amount and types of funds for financing the acquisition, development, and management of new regional park areas throughout the county which will increase the park acreage to an acceptable standard, and (4) a policy for the operation and financing of local services and facilities in the unincorporated portion of the county.

In appointing citizens to a County Park and Recreation Commission, the Board of Supervisors should keep in mind the qualifications of individuals that make for successful service. They include: (1) a fundamental belief in public parks and recreation as a vital social force in the county, (2) a desire for personal service to the metropolitan area with no thought of remuneration or advantage to self or friends, (3) the ability to deal with issues and policies without becoming involved in administrative details, and (4) the courage to uphold standards of service, and, if necessary, to fight against misunderstandings and misrepresentations.

An understanding of the functions and responsibilities of a park and recreation commission by its members is as important as the finding of qualified citizens who will be willing to serve. Since the commission will consist of laymen, the administration of parks and recreation is properly delegated to the professional executive and staff who handle the departmental operation. However, this commission will be able to give to the county, its judgment, experience, and counsel on park and recreation matters of concern to the people of the entire county. The idea that a park and recreation board or commission be organized to serve the county area is not new and it has been recommended in several reports since 1914, as indicated in the body of this study.

Policy Proposals For Administration Of County Parks and Recreation

In establishing effective administrative organization under an advisory commission, the Department of Parks and Recreation should be organized to give two distinct types of services: (1) those that meet primarily local needs in the unincorporated territory, and (2) those that meet regional needs.

Although the essential purpose of a county recreation system is to provide a regional service it is necessary to provide a local service in the unincorporated portion of the county. These two types of services entail different planning, programming, and development of areas and facilities, and the department should be divided into two units for the administration of these two distinct types of functions.

The acquisition, development, and maintenance of regional parks is a responsibility of the county government under the proposed administrative structure. Therefore, if a city has acquired or developed a

park or recreation facility which by reason of its size, development, or unique features, has assumed regional significance and use, it is recommended that the local authority be permitted to transfer this property to the county for operation and maintenance. No attempt should be made by county authorities to ask local communities to share in financing the operation or maintenance of these areas once transfer has taken place. Moreover, any transfer should be on a voluntary basis by a city, and any area given to the county should continue to receive the same or increased quality of service and maintenance. This practice, which has proven to be practical in Milwaukee County, Wisconsin, is explained on page 196.

Policy for Financing County Service

The Department of Parks and Recreation needs to divide its administrative structure to serve both neighborhood and regional park and recreation needs. Because the greatest number of county parks serve neighborhoods in the unincorporated parts of the county, the question has been raised as to how these local parks and programs can be financed through local sources. There is no objection or question concerning the county's responsibility to administer a regional park and recreation system which is available to all the people in the county. The main question which has been raised concerns itself with the county policy of providing neighborhood recreation facilities in unincorporated areas while not providing similar park areas or facilities in incorporated cities.

This practice "meant that people in the cities were paying through the County General Tax Levy, most of the cost of the neighborhood facilities in the unincorporated areas as well as paying the cost of the neigh-

borhood facilities within their own communities."[1]

To overcome these objections and correct this situation, the county has only two methods for solution: (1) the establishment of a recreation, park, and parkway district or the annexing of territory to a present district, and (2) the creation of a special Service Area (or Areas) under provision of the County Service Area Law of 1953.

It is worthwhile to consider carefully the advantages and disadvantages of these two solutions for financing local parks and recreation service in the unincorporated portion of the county.

Recreation, Park, and Parkway district.--This district law makes possible the financing of park and recreation services and facilities in the unincorporated county territory. Advocates of this district system of operation advance the following arguments:

(1) The present County Department of Parks and Recreation would administer and operate all of the local recreation facilities and services within the entire single district encompassing all or a major portion of the unincorporated sections of the county, thus permitting coordinated and integrated planning of programs, administration, and facilities to insure maximum service at minimum cost.

(2) To include the entire unincorporated area with a district would provide a broad tax base of assessed valuation on which to levy a tax to give local park and recreation services.

(3) A single district would spread the tax load over the entire unincorporated area, and the higher assessed areas would carry the

---

[1]Metropolitan Recreation and Youth Services Council, "Committee Report on County Service Area Law" (Los Angeles: Metropolitan Recreation and Youth Services Council) April 20, 1954, p. 1 (Mimeographed).

"blighted" areas which is a common practice in all ad valorum tax programs.

(4) The district plan would permit the county to acquire, develop, and maintain local parks or recreation facilities in areas which do not have sufficient taxable resources to support a park and recreation system of their own.

(5) Administrative procedures would be simple if the county government would establish a single taxing area rather than numerous separate districts or service areas.

(6) The number of independent park and recreation districts having their own taxing base and governing authority could be restricted in number inasmuch as state law restricts a recreation district from being formed within another district. Thus, the creation of separate, additional independent park and recreation districts throughout the unincorporated portions of the county would not be possible.

(7) District law permits the levying of bonds for capital improvements which are badly needed in all portions of the unincorporated county territory.

The disadvantages of this plan are:

(1) Although present law makes it possible for the County Board of Supervisors to act as the governing body of the district, it is possible by a majority vote of the people within the district for it to acquire independent status.

(2) There is a question as to whether the purpose and intent of a district law was to be used in this manner.

(3) A district organization, unless voted on by the people in the proposed district, may seem to be an arbitrary solution.

County Service Area Law.--Those who favor the County Service Area as the best method of solving the financial problem state:

(1) It is possible to establish any number of County Service Areas within the county.

(2) Proceedings for the discontinuance of a County Service Area may be initiated by either the Board of Supervisors or by petition of the registered voters and dissolution determined by the Board without a vote by the electorate.

(3) The County Service Area would be administered by the Board of Supervisors who can levy a tax to produce needed funds for providing park and recreation service.

(4) The present county Department of Parks and Recreation would provide service to these areas.

Some disadvantages attributed to the County Service Area Law are:

(1) No provision is made in the law to permit the levying of bonds for capital improvement projects.

(2) Once County Service Areas are determined, there is no reason why any portion of the county within an Area could not establish its own independent park and recreation district.

(3) A County Service Area can only be formed between July 1 and December 31 to permit taxation in the succeeding fiscal year.

(4) The Law does not make provision for a governing authority for the Area receiving park and recreation service other than the Board of Supervisors.

Evaluation of solutions.--A comparison between the two methods for financing local park and recreation programs and facilities indicates that both are similar and either method could be used. The district

plan has not been considered previously because it has been assumed that a district could only be created through the unwieldy procedure of calling for an election. This does not necessarily apply in Los Angeles County where small park districts already exist in the unincorporated county territory under the Board of Supervisors. Provisions in the district law make it possible to annex territory to present park districts as indicated by the following statement taken from the Public Resources Code:

> If at any time after the establishment of any district its governing body determines that certain territory should be annexed to or withdrawn from the district, the governing body shall fix a time and place for hearing the matter of the annexation or withdrawal of territory.[1]

After notice and hearing, during which time objections can be given to the governing body concerning the annexation, the Board of Supervisors "may include all or a portion of the territory proposed to be annexed to or withdrawn from the district."[2]

One of the principal objections to the present County Service Area Law is that it does not provide for the issuance of bonds for capital projects or improvements, while recreation, park, and parkway districts do have this authority. This advantage may be overcome if the county would advance funds to a Service Area, these funds to be repaid by the Area over a long period of time through a slightly higher tax levy than is needed for maintenance and operation.

The County Service Area Law does not prevent any part of the county from establishing its own separate government for park and recreation purposes, but to combine the unincorporated territory into a

---

[1] California Public Resources Code, division 5, chapter 3, article 1, section 5422.

[2] Ibid., section 5424.

single district would prevent the establishment of separate taxing entities or independent recreation districts. Therefore, an analysis of these two methods indicates that the advantage rests with the district plan, and the office of County Counsel has indicated in a preliminary opinion that to annex unincorporated property to a present district would be legal and feasible.

Although the enlargement of a present district through annexation seems to be the better of the two solutions, it is well to point out that either plan is workable, and the final decision must be made by the Board of Supervisors.

Financial Support and Policies

It is impossible at this time to estimate the cost of proposed capital outlays to acquire and develop a complete system of park and recreation areas which will include all regional features. Such outlays must be determined by (1) land cost of specific plots, (2) detailed specifications for the development of each area, and (3) building costs at the time of construction. Further study will be needed to determine the cost of acquisition and development of regional parks, and the first task of the proposed Park and Recreation Commission should be to work out with the Regional Planning Commission and other appropriate county departments a long-range plan of regional park acquisition and financing. That this plan become a part of a long-range improvement schedule for Los Angeles County is also important, as park and recreation requirements must be considered as a part of the total master plan for the region.

The cost of acquisition of land will be high in the early years of the program, but the requirements can be spread over a period of years. In 1930 it was estimated that the total cost for this type of development

would be over a hundred million dollars, and this figure indicates the size of the problem at a time when costs and land values were much less.[1]

Los Angeles County has the financial strength to provide for adequate recreation areas and facilities. Past capital improvement projects for the Parks and Recreation Department have been financed through appropriations made from the general fund. There has never been a county-wide bond issue for the acquisition and development of county park areas. However, several cities have used this method of financing for such purposes. Moreover, the present total bonded indebtedness of the county is approximately seven million dollars, and this figure is a small fraction of its limit for bonded indebtedness, which is 5 percent of the total assessed valuation of property within the county. Therefore, it is recommended that a study be made of land costs for acquiring specific regional park areas, and detailed specifications be prepared for each area including building and facility costs and maximum area development. On the basis of this study, it is recommended that the Board of Supervisors initiate a bond issue to acquire and develop regional areas which will raise the park and recreation acreage to a suitable standard.

For immediate action, it is recommended that the Board of Supervisors finance a capital improvement program for local areas and facilities under the bonding authority of the proposed Recreation, Park, and Parkway District, the amount of the bond to be determined on the basis of the improvement schedule shown in Table 53.

---

[1]Olmsted Brothers and Bartholomew and Associates, Parks, Playgrounds and Beaches for the Los Angeles Region (Los Angeles: Los Angeles County, 1930), p. 37.

Current Operations

How much should the county spend in tax money for the operation and maintenance of park areas and indoor and outdoor play centers and facilities? Standards for park and recreation expenditures offer one means of answering this question. The accumulative judgment of park and recreation authorities indicates that a desirable current annual expenditure for recreation and park purposes for a municipality is six dollars per capita.[1] This standard might be applied to the Los Angeles unincorporated county territory because of its urban characteristics. Therefore, according to this standard, the county, in order to provide adequate recreation and park opportunities for its people in the unincorporated area would need to spend $6,553,542 annually for this purpose. This amount is based upon the population figure of 1,092,257 for the unincorporated county territory. This standard covers total current expenditures for such items as leadership, operation, and maintenance, regardless of fund sources, but does not include capital items.[2]

Present operation of the County Parks and Recreation Department calls for the operation and maintenance of both local and regional services and facilities. To perform these two functions the department has a current operating budget of $3,741,512, or a per capita figure of $3.42. These funds provide recreation and park opportunities and programs for the people in the unincorporated area as well as provide for the operation and maintenance of regional facilities for the population of the entire county. These figures indicate that the department does not have enough funds to provide **adequate recreation** and park services

---

[1] National Recreation Association, "Suggested Annual Per Capita Expenditures For Community Recreation" (New York: National Recreation Association, April, 1954), p. 1 (Mimeographed).

[2] Ibid.

for its people. Moreover, if current departmental operational expenses were divided between local and regional services, it would show even less monies expended for local services in the unincorporated area of the county. Accordingly, it is apparent that the expansion of the local County Parks and Recreation program should be accelerated through a budget increase.

Estimated Cost to Provide Local Facilities and Services

The cost for enlarging the present system of local areas, facilities, and program in the unincorporated county territory is not difficult to determine. The cost of this service should be financed through a tax levy upon all residents in the unincorporated county area, and to determine this tax a study was made of current operations projected against capital improvements for all county parks on the basis of minimum, medium, and maximum developments.

A minimum development includes improvements which are necessary to bring the area up to a basic minimum standard of service to the area. Improvements would include:

1. Combination comfort station and storeroom for maintenance, equipment, and supplies;
2. Provision for necessary utilities;
3. Landscaping, including sprinklers, lawn and shade trees for seventy-five percent of the park area;
4. Flag-pole for proper identification, and at least one sign to identify the development as a county park.[1]

A medium development includes the following improvements in addition to those already listed under minimum:

1. Additions to Item "1" above - Director's Office and a

---

[1]Department of Parks and Recreation, "Itemized Standard List of Minimum Improvements for Local and Neighborhood Parks" (Los Angeles County: Department of Parks and Recreation, 1954), p. 1 (Mimeographed).

20' x 80' craft or meeting room provided with an "accordian type" partition at the center;
2. Service yard, building, 22' x 40', with fencing;
3. Play apparatus: three large swings, one large slide, travel rings, merry-go-round, tetherball pole;
4. Tots' play area, 40' x 40', fenced: sand box, pergola, three small swings, one small slide;
5. Two combination picnic stoves and sinks;
6. Ten picnic tables;
7. Interior park walks, (concrete);
8. Eight park walk lights;
9. Night-lighted picnic area;
10. Five drinking fountains;
11. Softball field, backstop, guard wings, bleachers--100 capacity;
12. Combination volleyball and basketball court;
13. Two horseshoe courts with backstops;
14. Six park benches.[1]

Table 53 gives a detailed breakdown of proposed capital and current operation costs for each local park area under the control of the county Department of Parks and Recreation. On the basis of the information compiled in this table it is possible to determine the amount of tax necessary to finance the operations of these parks on the basis of minimum, medium, and maximum development. A summary of developmental and operational costs for local parks is shown in Table 55. This table indicates that a maximum capital improvement program for all presently owned local county parks would amount to $20,855,418, which if to be provided at once should be financed by a bond issue.

Table 54 projects a tax rate against operational costs according to minimum, medium and maximum developments. A choice as to the type of development and the amount of the tax rate is left to the Board of Supervisors for decision. Because of the inadequacy of present facilities in the unincorporated portion of the county it is recommended that the maximum type of operation be placed into effect after a capital improvement program has been initiated.

---

[1]Ibid.

TABLE 53

PROPOSED CAPITAL AND CURRENT OPERATION COSTS
FOR LOCAL LOS ANGELES COUNTY PARKS[a]

Present[c] Development	Name of Park	Expenditures 1952-1953	Acreage	Maximum Development		Medium Development		Minimum Development	
				Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost
A	Agoura.....	$ 3,728.71	3.00	$ 22,400	$ 5,000	$	$ 3,700	$ 8,400	$ 3,700
A	Artesia.....	21,049.07	16.00	583,643	80,000b	109,643	35,000	51,000	21,000
A	Athens.....	18,319.53	19.23	571,925	80,000b	97,925	35,000	42,000	18,500
C	Atlantic Ave...	25,357.24	3.00	....	25,350b	....	25,350b	....	25,350b
U	Barnes.....	....	15.00	602,050	80,000b	128,050	35,000	66,650	18,500
A	Bassett.....	24,375.13	9.75	446,250	70,000b	26,250	30,000	10,200	24,500
U	Bellflower.....	215.20	19.40	613,650	80,000b	139,650	30,000	79,250	25,350
B	Bell Gardens...	30,223.17	13.72	423,000	50,000b	63,000	30,000	13,800	30,225
C	Belvedere.....	69,337.41	22.00	207,550	75,000b	56,550	69,350b	56,550	69,350b
U	Bloomfield.....	....	15.00	602,050	80,000b	128,050	30,000	66,650	18,500
U	Carmenita.....	78.23	14.77	481,050	60,000b	107,050	30,000	45,650	18,500
C	City Terrace...	25,605.53	11.38	188,600	30,000	88,600	25,600	23,400	25,600
B	Courson.....	27,730.26	5.24	235,600	40,000b	12,600	28,000b	....	27,730b
A	Duarte.....	14,378.32	9.30	442,400	60,000b	68,400	30,000	13,200	14,400
B	East Montebello	31,705.82	17.75	386,100	75,000b	16,100	31,700	6,600	31,700
U	El Nido.....	2,197.59	11.60	502,050	60,000b	128,050	30,000	66,650	15,000
A	Enterprise.....	9,712.25	10.30	436,750	60,000b	62,750	30,000	4,200	10,000
C	Farnsworth.....	29,316.26	8.88	....	29,320	....	29,320	....	29,320
C	Garvey Mem.....	66,762.89	10.00	....	66,750	....	66,750	....	66,750
C	Glenhaven.....	1,728.89	.75	250	1,730	250	1,730	250	1,730
A	Guirado.....	....	10,00	481,050	60,000b	61,400	30,000	45,650	15,000
A	Hacienda.....	5,618.09	11.00	121,050	35,000	107,050	30,000	29,650	15,000
U	Irwindale.....	144.99	12.00	535,450	60,000b	115,450	30,000	54,050	16,000

TABLE 53--Continued

Present Development	Name of Park	Expenditures 1952-1953	Acreage	Maximum Development		Medium Development		Minimum Development	
				Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost
C	Ladera.....	$ 42,899.16	15.97	$ 333,000	$ 60,000b	$ 13,000	$ 43,000	$	$ 43,000
C	Laguna.....	32,169.69	4.00	13,300	32,170	12,300	32,170	1,800	32,170
A	Lambert.....	14,542.88	10.30	452,600	60,000b	78,600	30,000	16,800	14,500
B	La Puente.....	28,101.70	22.40	365,560	50,000b	45,560	30,000	27,250	28,100
B	Lawndale.....	16,078.63	.43	42,400	20,000	. . . .	16,100	. . . .	16,100
B	Lennox.....	20,362.08	3.30	292,930	35,000b	17,930	20,000	4,200	20,400
A	Live Oak.....	391.47	11.36	481,050	60,000b	107,050	30,000	45,650	15,000
U	Loma Alta.....	. . . .	6.80	376,850	40,000b	102,850	25,000	41,450	14,000
B	Lomita.....	30,720.48	5.9	260,540	45,000b	540	30,700	. . . .	30,700
U	Los Nietos.....	481.08	9.25	476,850	60,000b	102,850	30,000	41,450	15,000
B	Mayfair.....	83,031.15	17.90	393,550	30,000	72,550	20,000	9,600	20,000
C	McNees.....	3,349.76	.62	16,250	3,350	. . . .	3,350	16,250	3,350
C	Michillinda.....	5,467.31	2.17	. . . .	5,400	. . . .	5,450	. . . .	5,450
B	Mona.....	24,896.60	8.14	307,500	45,000b	33,500	25,000	14,900	25,000
A	Mt. View.....	15,113.96	9.66	444,100	60,000b	70,100	30,000	8,400	15,000
B	Newhall Mem.....	20,684.97	9.98	173,600	35,000b	59,600	25,000b	37,800	20,700b
U	North Ranchito..	283.95	19.20	602,050	70,000b	128,050	35,000	66,650	16,000
B	Paramount.....	23,091.98	9.90	411,700	55,000b	37,700	25,000	22,800	23,100
U	Palmdale.....	. . . .	2.60	24,400	5,000	. . . .	5,000	24,400	5,000
U	Pearblossom.....	. . . .	7.81	95,450	30,000	95,450	30,000	37,250	15,000
C	Repetto.....	13,799.24	24.50	23,750	13,800	23,750	13,800	250	13,800
U	Rivera.....	251.65	15.90	602,050	70,000b	108,050	35,000	66,650	16,000
B	Jane Reynolds...	29,993.36	6.50	276,000	50,000b	. . . .	30,000	. . . .	30,000
U	Rincon.....	266.71	11.83	602,050	60,000b	108,050	30,000	66,650	15,000
C	F.D. Roosevelt..	48,711.08	27.58	320,000	70,000b	. . . .	48,700	. . . .	48,700
A	Rosemead.....	26,877.20	19.50	464,000	70,000b	30,000	40,000	. . . .	27,000
A	Rosewood.....	14,673.09	11.52	551,300	60,000b	77,300	30,000	28,200	15,000
U	San Dimas Town..	34.60	9.00	481,050	60,000b	115,450	30,000	45,650	15,000

TABLE 53--Continued

Present Development	Name of Park	Expenditures 1952-1953	Acreage	Maximum Development		Medium Development		Minimum Development	
				Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost	Additional Capital Investment	Total Operations Cost
A	Gen. Scott.....	$ 34,525.20	13.06	$ 440,570	$ 60,000b	$ 66,570	$ 38,000	$ 7,800	$ 34,000
B	John Simms.....	29,895.38	9.68	283,800	50,000b	9,800	30,000	....	30,000
U	South Ranchito..	2,564.89	18.00	502,050	60,000b	128,050	35,000	79,250	16,000
U	South Whittier..	....	15.00	602,050	70,000b	128,050	35,000	66,650	16,000
A	S.W. Sportsman's	25,376.46	20.00	791,000	80,000b	60,000	40,000	....	25,400
C	Temple City.....	8,876.40	3.00	3,600	9,000	....	9,000	....	9,000
A	Two Strike.....	1,221.49	8.00	471,850	50,000b	97,850	30,000	37,250	15,000
A	Valleydale.....	16,489.65	9.50	440,700	50,000b	66,700	30,000	19,800	16,500
U	Walnut.....	853.69	15.00	602,050	70,000b	128,050	35,000	66,650	16,000
A	Wardlow.....	18,847.92	14.60	461,500	60,000b	87,500	35,000	27,600	19,000
C	West Hollywood..	35,216.85	5.09	280,500	50,000b	4,500	35,200	....	35,200
	Totals	$1,077,726.29	704.50 Acres	$21,646,418	$3,116,870	$3,734,118	$1,816,970	$1,612,850	$1,331,875

[a]Source: Data secured from financial records and staff of Department of Parks and Recreation, Los Angeles County.

b - Revenue to be received from swimming pool.

c - A--Minimum development C--Maximum development
B--Medium development U--Undeveloped

TABLE 54

TAX RATE TO PROVIDE FUNDS
FOR IMPROVEMENTS AND OPERATION OF LOCAL PARKS

Type of Development	Operation Cost	Tax Rate*
Minimum	$1,362,469	$.0915
Medium	1,871,819	.1257
Maximum	2,849,714	.1914

*Tax rate is based upon total assessed secured (real property) and unsecured (personal property) property valuation, as follows:

(1) Secured	$ 1,375,161,000
(2) Unsecured	113,076,000
Total	$ 1,488,237,000

TABLE 55

A SUMMARY OF DEVELOPMENTAL AND OPERATIONAL COSTS
FOR LOCAL PARKS IN LOS ANGELES COUNTY

Type of Expenditures	Type of Development		
	Minimum	Medium	Maximum
Capital Improvements	$ 1,612,850	$ 3,734,118	$ 21,646,418
Current Operation	1,331,875	1,816,970	3,116,870
Central Administrative Overhead	66,594	90,849	155,844
Total Operation Cost	$ 1,398,469	$ 1,907,819	$ 3,272,714
Less Revenue	36,000	36,000	423,000
Net Operations	$ 1,362,469	$ 1,871,819	$ 2,849,714

Other Factors

The rapid growth of population in the Los Angeles area has made it difficult for county authorities to provide all types of services which an expanding population demands. Moreover, this rapid influx has created a constant need for all types of capital improvement, including buildings, streets, sewers, and water supply. The use of funds for these improvements has been exceptionally great; and as a result of this policy, the acquisition and development of adequate parks and facilities have been postponed until these primary improvements have been made. Consequently, it is well to consider the urgent need now for financing the acquisition of adequate recreation space before all open areas are subdivided or used for other purposes. That invaluable assets accrue to an area by providing recreational opportunities is stated as follows:

> Continued prosperity will depend on providing needed parks, because, with the growth of a great metropolis here, the absence of parks will make living conditions less and less attractive, less and less wholesome, though parks have been easily dispensed with under the conditions of the past. Insofar, therefore, as the people fail to show the understanding, courage, and organizing ability necessary at this crisis, the growth of the region will tend to strangle itself.[1]

A comprehensive plan for park and recreation development makes for a material increase in the value of adjacent land, as is indicated in the text of this report, and a large proportion of the funds expended for this purpose are recovered through increased land values and taxes. Therefore, to continue to postpone park acquisition and development will be to the detriment of the economic welfare of the people in the Los Angeles region.

---

[1]Olmsted Brothers, op. cit., p. 1.

CHAPTER XIX

RECOMMENDATIONS FOR COUNTY AND REGIONAL PARK AND RECREATION AREAS AND FACILITIES

The areas and facilities available for recreation determine to a large extent the form of recreational activity in which people engage, and these areas should be readily accessible to the individuals and groups intended to be served.

The County Park and Recreation Department is concerned with two types of areas and facilities: (1) those that meet primarily local requirements in the unincorporated county territory, and (2) those that meet the regional needs of the entire county population. Therefore, the county is concerned with the acquisition, development, and operation of both local and regional park and recreation areas and facilities. As indicated in the body of this study, local areas consist of the play lot, the neighborhood playground, the neighborhood park, the playfield, and in some instances, the large recreation park. Regional parks consist of the large park of one hundred acres or more; the reservation consisting of still greater acreage which is kept mostly in its natural state; and the parkway, which is an elongated park with a road running through it. In addition to these regional parks, other areas have regional significance or use and serve the population of a number of cities or the entire metropolitan area. These regional properties are characterized by the development of specific or special recreation facilities or the preservation of some natural, scenic, historical, or scientific feature. Each of the types of local and regional areas is discussed

fully in Chapters X and XVI.

Many questions arise as to the park and recreation needs of Los Angeles County. How much acreage is needed? Where should they be located? These questions need to be answered if county authorities are to effectively plan for the acquisition of new properties. It is difficult to approximate the exact property requirements for the heavily populated coastal plain, although specific areas can be recommended for the ocean shoreline, mountains, valleys, and deserts. Past county policy has left the acquisition and development of regional parks located within incorporated boundaries of cities to local authorities, and the county has been concerned primarily with areas and facilities located in the unincorporated territory. There is a lack of large recreation parks of one hundred acres or more in size throughout the populated area. Moreover, if an adequate regional park system is to be developed for metropolitan Los Angeles, individual city boundaries should be disregarded and park locations be determined in accordance with their purposes and need, and each property should be developed according to a definite plan for the functions it is intended to serve.

Further study will be needed to determine the specific location as well as the cost for acquiring regional parks which can serve the heavily populated coastal plain. Therefore, it is recommended that the location of these areas be determined by the Park and Recreation Department and the Regional Planning Commission after a policy has been clarified as to the responsibility of the County for regional park development in incorporated areas as well as the unincorporated territory. Open land areas are fast diminishing which points to the need for immediate action.

The question as to how much property the county should acquire can be partially answered by the standards which have become acceptable by park and recreation authorities and planning bodies.

Standards For County and Regional Parks

In a metropolitan area such as Los Angeles, municipalities by themselves cannot furnish all forms of recreation that city people require. Additional park and recreation space is needed in the region for some activities which require large areas, and this need is even greater when the city's population density is such as to make impossible the obtaining of adequate park space within the corporate limits. Therefore, a number of planning organizations and agencies have developed a standard which calls for one additional acre of regional park land for each one hundred persons in the present or estimated future population of the region.[1] This is a standard which points out the county's responsibility although the county may share this responsibility with municipalities or state governments in some instances.

A number of proposals have been made which establishes a standard for the amount of regional properties which is desirable in a metropolitan area. Some of these are:

> The Philadelphia Tri-State planning group recommends one acre per one hundred in outlying regional properties in addition to one acre per one hundred in municipal parks; a similar standard is indicated by the Rhode Island State Planning Board. The City Planning Commission of Cleveland recommends that, in addition to the properties within the city, there should be one acre per one hundred population of outlying parkways, reservations and other properties.....The National Park Service has suggested that the ultimate standard ratio of recreation area to population in county recreation systems should and

---

[1]George D. Butler, "Standards for Municipal Recreation Areas," Recreation, July, 1948, p. 163.

likely will be far higher than the basic standard of one acre to every one hundred persons in city systems.[1]

Standards have also been considered for a large metropolitan area in the proposals which were made in London in 1942 under provisions of the London County Council Plan. This study proposed a complete master plan for the redevelopment of Greater London and recommended that seven acres per one thousand population of their area be set aside for park or recreation purposes.

Application of Standards to Los Angeles County

The population of Los Angeles County in October, 1953, was 4,634,622, and it is estimated that this population will reach 5,600,000 by 1960.[2] In applying the standard which calls for one acre of regional park land for each one hundred persons in the present population of the region there should now be available 46,346 acres or more of county, regional, or state parks for the people of the county in addition to approximately an equal amount of municipal park acreage. Table 56 gives the amount of regional park acreage in metropolitan Los Angeles; and this property, as owned or leased by the cities, the county, the state and the federal government, totals 21,047.49 acres. Thus, there is a residual need of 25,299 acres of new county and state (or national) parks, and the responsibility for satisfying this need could best be met by the county governing body.

Table 57 gives the name and acreage of present regional parks and facilities owned or leased by Los Angeles County, and the total

---

[1] Ibid.

[2] Population data secured through Regional Planning Commission, Los Angeles County, February 26, 1954.

amount of this property is 2,928.79 acres, which is about one-fourth the regional park area of 11,084 acres now owned or operated by the combined cities within the county.

TABLE 56

REGIONAL PARK ACREAGE IN METROPOLITAN LOS ANGELES UNDER FEDERAL, STATE, COUNTY, AND CITY AUSPICES

		Acreage
Federal Recreation Lands:		
Picnic Areas	162.8	
Roadside Picnic Areas	3.6	
Campgrounds	1695.4	
Trail Camps	7.3	
Developed Winter Sport Areas	2600	
Resorts	73	
Organization Camps	571	5113.1
State Parks (Operated by County)		
Will Rogers	186	
Placerita	48.6	
Arboretum	111	
Carillo	1576	1921.6
County Parks (Owned or leased)		2928.79
City Parks (Over 100 acres)		11084
Total		21047.49

Table 58 gives the number of park areas of one hundred acres or more in the incorporated cities of the county, which for purposes of this report are classified as regional. This table shows that the city of Los Angeles has nearly 80 percent of all the large park acreage now under municipal control. Moreover, only seven municipalities own or operate parks of one hundred acres or more.

The amount of park property in the forty-five incorporated cities of the county, as shown in Table 32, page 148, totals 15,008.2 acres.

TABLE 57

REGIONAL PARKS AND FACILITIES
OWNED OR LEASED BY LOS ANGELES COUNTY*

Name of Park		Date Acquired	Amount of Acreage
Alondra Park & Golf Course		1927	189
Altadena Golf Course		1943	57
Arcadia Golf Course		1935	129
Arcadia		1935	56
Crescenta Valley		1941	21.1
Descanso Gardens			
Garden Area	140		
Mountain Area	490	1953	630
Dexter		1929	40
East Los Angeles Sports Center		1941	19
Eaton Canyon		1942-50	291
William S. Hart		. . .	176
Roger Jessup		1909	164
Lakewood Golf Course		1952-53	120
Plummer		1937	6
Puddingstone Flood Control Area		. . .	618
San Dimas Canyon		1909	18
Southwest Sportsman's		1948	20
Tapia		1938	132.13
Val Verde		1927	56.5
Whittier Narrows		1949	45.06
Will Rogers Sports Center		1936	23
Western Avenue Golf Course		1954	118
Total			2928.79

*Beaches are unquestionably regional areas and their acquisition and development for Los Angeles County have been thoroughly treated in the "Master Plan of Shoreline Development," adopted by the Board of Supervisors, September 4, 1945.

TABLE 58

PARK AREAS OF 100 ACRES OR MORE IN INCORPORATED CITIES OF LOS ANGELES COUNTY*

City	Park No.	Park Name	Date Acquired	Amount of Acreage	Total Acreage in each city
Alhambra	1	Almansor	1951	140	140
Burbank	1	Stough	1916	120	120
Glendale	1	Brand	1925	616	616
Los Angeles	6	Arroyo Seco	1942	276	
		Elysian	1941	598	
		Exposition	1912	115	
		Griffith	1898	4,254	
		Hansen Dam	1947	1,474	
		Sepulveda Dam	1951	2,000	8,717
Pasadena	2	Brookside	1910	436	
		Oak Grove	1922	334	770
Long Beach	3	Heartwell	1926	172	
		Recreation	1926	266	
		Marine Stadium	1926	143	581
Santa Monica	1	Beach Park	1880	140	140
Total all cities					11,084 acres

*Source: Data secured through questionnaire and personal interview.

This acreage serves a population of 3,542,365 in the incorporated cities, and the greater proportion of this property or 11,084 acres, consists of regional parks of one hundred acres or more. Therefore, with only 3,924.20 acres of local park and recreation property of less than one hundred acres to serve municipal requirements, which is only 11 percent of the recommended standard of 35,423 acres (based on one acre of local park and recreation acreage per one hundred population), the need is further emphasized to acquire regional park acreage by the county.

In order to determine the extent of park and recreation resources in the county, a recapitulation of the total local and regional park acreage which exists under federal, state, county, and city auspices is shown in Table 59.

TABLE 59

RECAPITULATION OF LOCAL AND REGIONAL
PARK ACREAGE IN LOS ANGELES COUNTY BY GOVERNING AUTHORITY

Governmental Authority	Acreage		Total
	Local	Regional	
City . . . . . (includes all 45 incorporated cities)	3,924.20	11,084.00*	15,008.20
County	787.62	2,928.79	3,716.41
State	. . .	1,921.60	1,921.60
Federal	. . .	5,113.10	5,113.10
Totals	4,711.82	21,047.49	25,759.31

*This figure is based on the total acreage of parks having 100 acres or more.

Existing Policy for County Parks and Recreation

Prior to 1951, the policy of the Board of Supervisors was to develop small parks in the unincorporated portion of the county and to use these parks as well as school grounds in carrying on a local program, although regional park development received some attention. In February of 1951, the Chief Administrative Officer recommended to the Board of Supervisors a curtailment of local park acquisition and development. Under this policy, the 1951-1952 budget restricted capital expenditures to those parks of a regional nature in which the citizens from the entire

county receive benefit, and this policy made it necessary to distinguish between local and regional park and recreation areas. A complete discussion of local and regional parks is given in Chapters X and XVI.

Local vs. Regional Parks

Briefly, a local park or facility is an area which is designed to serve the needs of a neighborhood or group of neighborhoods. These local areas and facilities are located within reasonable travel distance of the people to be served, and these areas and facilities include play lots, neighborhood playgrounds, neighborhood parks, playfields, and large recreation parks. The large recreation park is sometimes known as a district park, as it serves a number of neighborhoods in the metropolitan area or a number of independent communities. Seldom do parks which serve local needs consist of more than fifty acres.

A regional park is a recreational area which, by its unusual development or unique features, affords an opportunity for people of an entire region to enjoy certain types of recreation activities. It usually possesses natural features and is intended to give people a chance to get away from an urban environment, but its primary purpose is to provide pleasant surroundings for engaging in a variety of recreational activities which lend themselves to the park setting. The factor which distinguishes a regional park more than any other is the kind of natural features and facilities available which formed the basis for establishing the area; and to secure the desired effect, this type of park usually comprises an area of one hundred acres or more, although smaller properties having unusual historical, scientific, or scenic interests may serve this purpose. Regional parks are classified according to three

types: (1) the large park, (2) the reservation, and (3) the parkway. Regional properties which are characterized by the development of specific or special recreation facilities or perpetuate some natural or scientific feature include: (1) sports areas, (2) cultural, historical, and scientific areas, (3) scenic and vista areas, (4) hiking, riding, and nature trails, (5) natural and passive park areas, and (6) shoreline areas.

Existing Recreation Properties

Present county regional properties which meet the standard of a regional classification are listed in Table 57. This table indicates that the present total regional park acreage owned or leased by the county comprises 2,928.79 acres. This is over three-fourths of the total park acreage of 3,716.41 under county auspices. The remaining 787.62 acres consist of sixty-five local park areas which are listed in Table 60.

County Property Plan

It is fortunate that the Board of Supervisors have taken a broad view of their responsibility to provide local and regional play spaces, and a policy is now needed for classifying, acquiring, and developing county park property.

Local Parks

Because of the rapid residential growth in the unincorporated portion of the county, it is recommended that the Board of Supervisors focus attention on the acquisition and development of local park and recreation areas to serve this expanding population, and that these parks and facilities be financed wholly by the local residents in the unincorporated territory. Moreover, a suggested policy for the Board to follow regarding local parks would be to acquire and develop them

TABLE 60

LOCAL PARK AREAS OWNED OR OPERATED
BY LOS ANGELES COUNTY*

Name of Park	Acreage	Name of Park	Acreage
Agoura Park	3.00	Loma Alta Park	6.80
Artesia Park	16.00	Lomita Park	5.90
Athens Park	19.23	Los Nietos Park	9.25
Atlantic Avenue Park	3.00	Mayfair Park	17.90
Barnes Park	49.90	McNees Park	.62
Bassett Park	9.75	Michillinda Park	2.17
Bellflower Park	19.40	Mona Park	8.14
Bell Gardens Park	13.72	Mountain View Park	9.66
Belvedere Park	22.00	H. M. Newhall Mem. Park	9.98
Bloomfield Park	15.00	North Ranchito Park	19.20
Carmenita Park	14.77	Paramount Park	9.90
City Terrace Park	11.38	Palmdale Park	2.60
Melville J. Courson Park	5.24	Pearblossom Park	7.81
Downey Park (District)	15.00	Repetto Park	24.50
Duarte Park	9.30	Rivera Park	15.90
East Montebello Park	17.75	Jane Reynolds Park	6.50
El Nido Park	11.60	Rincon Park	11.83
Enterprise Park	10.30	F. D. Roosevelt Park	27.58
Gen. Chas. S. Farnsworth Pk.	8.88	Rosemead Park	19.50
Garvey Mem. Rec. Center	10.00	Rosewood Park	11.52
Glenhaven Park	.75	San Dimas Town Park	9.00
Guirado Park	10.00	Gen. Scott Park	13.06
Hacienda Park	11.00	John S. Simms Park	9.68
Imperial Park (District)	11.20	South Ranchito Park	18.00
Irwindale Park	12.00	South Whittier Park	15.00
Ladera Park	15.97	Southwest Sportsman's Park	20.00
Laguna Park	4.00	Temple City Park	3.00
Lakewood Pan-American Park	15.62	Two Strike Park	8.00
Lambert Park	10.30	Valleydale Park	9.50
La Puente Park	22.40	Walnut Park	15.00
Lawndale Community Center	.43	Wardlow Park	14.60
Lennox Park	3.30	West Hollywood Park	5.09
Little Lake Park (District)	22.00	Miscellaneous Parks (Ovals, Circles, etc.)	4.88
Live Oak Park	11.36		
Total Local Acreage			807.62

*Source: Data secured from property records of Department of Parks and Recreation.

only if the sites are: (a) five acres or more in size, (b) less than five acres but adjoining a school site or another small park sufficiently large to bring the total up to five acres or more, (c) not less than half a mile from a park of a similar type.

Although small areas of five to twenty acres may be acquired and developed by the county for play lots, neighborhood playgrounds, and small passive parks, it is recommended that neighborhood or district parks consist of not less than twenty acres, and that they be two to three miles apart and be located throughout the unincorporated territory.

The laws of California make possible the use of public school facilities for community recreation. This authority makes possible joint action by the county with the several school districts. Therefore, further development and use of public school properties for community recreation purposes should be considered by the county as one means of securing well located neighborhood recreation space. Moreover, the use of school sites provides one means of securing needed local recreation acreage.

To serve the local needs of the unincorporated population of 1,092,257, the county now provides 787.62 acres of local parks and recreation areas, which is 8 percent of the total need, based on the standard of one acre per one hundred population. Therefore, over ten thousand additional acres of local park or recreation space are needed.

Regional Parks

A recommended policy regarding regional parks would be to classify this type of property as follows: (1) the large park of one hundred acres or more in size, (2) the reservation comprising one thousand acres or more, and (3) the parkway. Moreover, smaller properties which can

be developed for specific or special recreation use or property which has historical, scientific, or scenic interests should also be classified as regional. These special regional properties should be acquired and developed according to a plan worked out between the Regional Planning Commission and the Park and Recreation Department. A recommended classification for this type of property would be: (1) sports areas, (2) cultural, historical, and scientific areas, (3) scenic and vista areas, (4) hiking, riding, and nature trails, (5) natural and passive areas, and (6) shoreline areas.

Additional regional parks of one hundred acres or more as well as shoreline property should be acquired and developed within the populated area of the county, each of which would serve a large segment of the metropolitan region. Moreover, regional reservations in the mountains, the desert, and around the less populated periphery of the county should also be acquired and developed. As stated previously, there is a residual need of 25,319 acres of new regional parks to serve the entire population of the county.

Proposed Regional Areas

Care has been taken to recommend the acquisition of inexpensive land wherever possible. Moreover, cooperation with the state and federal governments is a basic part of this plan to acquire regional park properties. Following are the detailed descriptions of proposed areas to be acquired:

Neenach Reservation.--Midway between Lancaster and Gorman on State Highway #6 is found the last remnant of a vegetative covering that existed in the western portion of Antelope Valley before the intrusion of agricultural interests. Within the past two or three years

large acreage has been placed under cultivation where formerly there existed heavy stands of Joshua trees and native California Juniper. Therefore, there should be acquired as rapidly as possible at least 640 acres of this desert area.

Lovejoy Buttes.--Situated easterly of Lancaster and in the vicinity of Wilsonia is found a rather unique geological formation. The terrain is slightly elevated from the main portion of the Mojave Desert and several tall attractive buttes silhouette the skyline. On the property are found several springs which can supply water. This area should be preserved because of its geological significance. Moreover, it lies near the center of a potential urban and rural development when an ample water supply is brought into Antelope Valley.

Big Rock Creek, Valyermo, and Devil's Punch Bowl.--In this portion of the County there exists a combination of perennial stream flow found in Big Rock Creek and an unusual geological formation known as the Devil's Punch Bowl. Some of this property is privately owned, although a portion is within the confines of the Angeles National Forest.

The geological feature known as the Devil's Punch Bowl is along the San Andreas Fault and consists of grotesque formations of sandstone which makes a unique feature. The surrounding area is of granitic structure and alluvial valleys, and it has been reported that the large sandstone formations at one time were joined with a similar geological formation found in San Bernardino County near the foot of the old road to Big Pines Park some 20 miles to the east. This area would make a desirable regional park, and it is easily accessible by county roads and state highways.

Vasquez Rocks.--Between Mint Canyon (State Highway #6) and Sole-

dad Canyon situated near the head of Aqua Dulce Canyon there is a unique geological formation which bears the name of the early California bandit, Vasquez. Huge sandstone protuberances from the natural soil surface stand out in relief from the surrounding terrain, and it is reported that this was one of the favorite hiding places of this bandit. The historical interest and natural structure of the area warrants consideration of parts of this property for a park. An area of approximately 300 acres would provide an attractive regional facility.

Barley Flats.--Situated immediately north of Mt. Wilson and on the divide between the Tujunga and San Gabriel drainages is a picturesque mountain top commonly referred to as Barley Flats. It is served by a fire truck trail under the control of the U.S. Forest Service, and widening of this road would provide access from the Angeles Crest Highway.

The unusual feature of Barley Flats is the character of the native vegetation which consists of a large stand of Ponderosa and Jeffrey Pine and some Big Cone Spruce, and the surface covering consists of wild oats, brome grass, and annual and perennial types of vegetation. This property would make a suitable regional recreation area.

Crystal Lake Park.--Situated at an elevation of approximately 6,000 feet and at the foot of Mt. Islip and Mt. Hawkins is the Crystal Lake Recreation Area. This property was operated by the County of Los Angeles until 1941 when it was transferred to the U.S. Forest Service. This land, in the amount of 1500 acres, should be leased by the county for development and operation as a regional reservation.

One of the features of this area is a small body of fresh water known as Crystal Lake which is fed from streams located at the foot of the mountain range. A good state highway serves the area, and the State Division of Highways has plans to project a road from the present state

highway to the head of Bear Canyon and then tie in to the Angeles Crest Highway on the northerly slope of Mt. Williamson. This projected plan would provide another access to the area.

Big Pines Recreation Area.--Situated in a small mountain valley between Blue Ridge Mountain on the south and Table Mountain on the north, there exists a large forested area which was developed in the late 1920's and early 1930's by the County of Los Angeles and later transferred in 1941 to the U.S. Forest Service. This property, known as the Big Pines Recreation Area, has excellent possibilities for camping and outdoor recreational development. It should be leased from the Forest Service and used as a regional reservation by the county.

Situated immediately south of this area is land which could also be developed for future recreational use. This is in Prairie Fork and Vincent Gulch, wherein lies tributary streams of the San Gabriel River. A road has been projected into the area from Blue Ridge which, when improved, would make the area more accessible. It is recommended that no less than 2500 acres be leased from the U.S. Forest Service to be used as a reservation.

Little Rock Reservoir.--Situated southwest of the small community of Little Rock is a reservoir under the control of the Palmdale Irrigation District. This reservoir was constructed by private interests for the storage of water to be used for irrigation purposes in the vicinity of Palmdale, and it is the only body of fresh water found near the desert.

A contractual agreement should be negotiated between the county and the district to use this reservoir for fishing and boating.

Antelope Valley Regional Park.--There is need for a 250-acre regional park to serve the Palmdale-Lancaster area in Antelope Valley.

Open space is now available and could easily be acquired, and it later might be developed to include an eighteen-hole golf course, a swimming pool, a community center, ball fields, and picnic areas.

Russell Valley.--Russell Valley is located at the base of the north slope of the Santa Monica Mountains where this low range of hills enters Ventura County. In this valley is found a fine stand of native trees, and with the natural topography of rolling hills and plains, it is recommended that 1500 acres of this land be developed into a park to include such facilities as golf courses, equestrian facilities, and large active and passive recreation areas.

Brown-Devil Canyon Area.--At the base of Santa Susanna Pass there is a relatively large area which, because of its proximity to the metropolitan area, would be desirable for park development. The Santa Susanna Mountains are an upthrust of sandstone formations, and huge, grotesque boulders and rocks have made the area most appropriate for the filming of western pictures. The entire area could be made into a recreation reservation.

Tujunga Wash.--Immediately north of Foothill Boulevard, where it crosses the Tujunga Wash, and extending northeasterly for approximately one and a half miles, is a gravel cone which could be made into a regional park. Past storms have caused a number of dry creek beds to be formed throughout the property and very little acreage has soil which would support plant life, although the sloping banks near the mouth of the canyon have stands of oaks and sycamores.

Immediately south of Foothill Boulevard lies the City of Los Angeles' Hanson Dam recreation area. A combination of these two areas would provide a regional reservation of approximately eighteen hundred acres.

Eaton Canyon and Henniger Flats.--The County of Los Angeles now owns several hundred acres of land in Eaton Canyon at the foot of the San Gabriel Mountains. The property extends from Sierra Madre Avenue into Pasadena Glen and Eaton Canyon, where it then ascends the slopes of the San Gabriel Mountains into Henniger Flats. In this Canyon are found stands of native oak and sycamore, as well as chaparral-covered slopes. This area and Henniger Flats, which is located approximately three miles from Foothill Boulevard in Altadena on the old Mt. Wilson toll road, could be made into a mountain recreational area of eight hundred acres. Sanitary facilities, picnic areas, and hiking and riding trails should be provided as a minimum development.

Laguna-Dominguez Slough.--For a number of years the Laguna-Dominguez Slough area has been given consideration by park planners as a possible recreation site. The only development has been at Alondra Park where a fresh water lake has been constructed. Although the area from Gardena to Wilmington has been developed rather extensively for manufacturing purposes, there are still open spaces that could be made into a regional park.

Santa Fe Dam.--Extensive flood control projects have been completed in the San Gabriel drainage basin, one of which is the Santa Fe Dam. A large portion of the area is not suitable for recreation use, but certain portions could be developed into picnic and camping areas. Since the entire area is under the control of the U.S. Corps of Engineers, use of this area is possible.

San Dimas Canyon.--Situated at the mouth of San Dimas Canyon and adjacent to the flood control dam which diverts water through a concrete channel to Puddingstone Reservoir, is a large undeveloped area

which, if acquired, would provide an addition to the existing San Dimas Park and Quarry 80 property. On the broad canyon floor there exists a growth of native oak and sycamore, and it is recommended that part of this property be acquired.

Playa Del Rey and Ballona Creek.--At the mouth of Ballona Creek and Del Rey near Venice there is an extensive area of marsh land which in the past has been subject to frequent inundations during and after prolonged storms. This could be developed into a yacht harbor and mooring for small pleasure craft through the construction of sea walls and interior dredging. Moreover, swimming, picnicking, and other types of recreation features could be provided.

San Pedro Hill.--In the east portion of the Palos Verdes Hills there is a hill rising approximately fifteen hundred feet which can be seen from many parts of the county as well as from great distances at sea. This hill would provide an excellent observation point or vista area as visibility is unimpaired in all directions. This high promontory consists of approximately one hundred acres.

Equestrian Park.--An offer was made several years ago by the Palos Verdes Corporation to donate approximately seventy acres of their property to the county for the development of an equestrian park. The area is adjacent to the proposed Crenshaw Boulevard extension which is to be projected from Walteria through the Palos Verdes Hills to Portuguese Bend on the coast. The proposed plan recommended a quarter horse track, stables, show ring, trails through the hills, and large parking areas for cars and horse trailers. This proposal should be investigated for possible development now.

Mt. Gleason-Messenger Flats.--Mt. Gleason, Little Gleason, as

well as Messenger Flats which is located on the westerly slopes of Mt. Gleason, would provide a desirable mountain recreation area. Located here are Ponderosa Pine, Jeffrey Pine, Sugar Pine, White Fir, and Incense Cedar. The area is served by a fire truck trail constructed and maintained by the U.S. Forest Service, and a widening and improvement of this road would make the area easily accessible from the Angeles Forest Road and from Pacoima Canyon. It is therefore recommended that consideration be given to the development for this little known mountain area.

Gould Mesa.--Immediately north of Flintridge and lying between the mouth of Arroyo Seco Canyon and the Angeles Crest Highway is a plateau known as Gould Mesa. This property would make a desirable regional park. Moreover, this park could serve both La Canada and Flintridge. Therefore, it is recommended that consideration be given to the purchase of at least one hundred acres of this plateau.

Grizzly Flats.--On the north slope of Mt. Lukens in the Tujunga Canyon is located Grizzly Flats. It is approximately two miles from the Angeles Crest Highway and access to the area is provided by a fire truck trail and a foot path from Tujunga Canyon. The property has an abundant water supply and an ample forest cover. The road between the Angeles Crest Highway and the area should be widened, and another road should be constructed to the bottom of Tujunga Canyon. Development should also include nature and camping facilities.

Point Dume.--Extending southeasterly from Zuma Beach County Park to Point Dume is a fine beach of considerable width. This property is privately owned but should be acquired for public use as an enlargement of Zuma Beach County Park would be desirable. The knoll at the tip of Point Dume would also make a desirable observation point as it

affords an unparalleled vista of the sea and coastline.

An interesting feature found at Point Dume is a peculiar rocky formation extending seaward from the point where is located the only seal rookery found on the Los Angeles County mainland. The cliffs also afford sanctuary for many species of marine water fowl.

Malibu Lagoon.--The State of California several years ago acquired the beach frontage at the mouth of Malibu Lagoon and approximately fourteen acres of lagoon and marsh land extending northward to Highway 101. It is recommended that additional property from the State Highway Bridge along Malibu Canyon Creek be acquired and that plans be developed for additional recreation facilities.

Palos Verdes Coast Line.--Between San Pedro and Redondo Beach the coast line rises abruptly, presenting rugged cliffs, rocks, and reefs. This rugged shoreline would provide a scenic vista area, and it is recommended that parts of this coast line be acquired and developed for public use.

Proposed Development For County-Owned Regional Parks

In addition to new regional areas which would add acreage to the present operation of the County Department of Parks and Recreation, there is also need to develop or enlarge presently owned or leased regional parks. Following are the descriptions of these new developments:

Alondra Park.--Alondra Park, including the golf course, comprises 189 acres. Although this park has a twelve-acre lake, large picnic areas, and a community center, additional play areas and facilities should be developed to bring the area into maximum operation.

Arcadia County Park.--This regional park has a golf course, swimming pool, playground, athletic facilities, and picnic areas. There is need for a multiple use building and additional picnic facilities.

Crescenta Valley Park.--This park is ideally located for intensive development. To justify it as a regional area, additional property should be acquired to the west and in the contiguous mountain and canyon areas of the Verdugo Hills to the south. This additional land would provide space for camping and nature activities as well as a picnic site to accommodate large numbers of people.

East Los Angeles Park.--This park is located in a fast growing industrial area, and a regional sports center in this part of the county which is fully equipped is badly needed. Therefore, it is recommended that this present park be redeveloped into a highly specialized sports area.

William S. Hart Park.--This mountain property located in Newhall has many possibilities in its development. The area should be made into a shrine commemorating the development of western pictures, and additional land should be acquired adjoining this property for the creation of additional camping, picnic, and trail facilities.

Placerita Park.--In Placerita Canyon, including the site of the "Oak of the Golden Dream" where Lopez first discovered gold in California in 1842, the State has acquired 40 acres of a well-wooded and chaparral covered park site. This area has been leased to the county for development and operation.

Since the property is contiguous to Forest Service land and adjacent to some very fine wooded areas in Whitney Canyon, it is proposed that an enlargement of the Placerita State and County Park be made. This could be accomplished by leasing land from the Federal Government and by the acquisition of additional private property at the head of Whitney Canyon. This would make possible a mountain recreation area embracing approximately 500 acres.

Roger Jessup Park.--This area is located in the northeastern section of the San Fernando Valley adjacent to a major State Highway and a large private airport. By reason of its size and accessibility by road and by air, it has long been contemplated that an air park be created here. An air park consists of an area containing recreational features, which has the added facility of an airport or airstrip where private planes may land. Air parks would be a new innovation for the Los Angeles area.

Other improvements at this park should include a golf course, a large picnic area, and additional sports features.

San Dimas Canyon Park.--Additional land should be purchased to the north and east of this park, and a part of the San Dimas Canyon below the Flood Control dam should also be added. This park is one of the most widely known recreation sites in the county.

Southwest Sportsman's Park.--This park is located in an area which needs a regional sports development for both the residents of this region and for the industries located nearby. Since this park is largely undeveloped, it could be planned to meet this sports need; therefore, it is recommended that this property be made into a regional sports center.

Tapia Park.--This park is located on the highway between Brent's Junction on Ventura Boulevard and the Roosevelt Highway at the Malibu Movie Colony. There is a stream on the south boundary of the park and there are numerous scenic picnic and camping spots within its borders. Additional land is needed across the stream to the southwest to provide more area for an expanding population.

Whittier Narrows.--Immediately north of the Whittier Narrows Dam, which is now being constructed, there exists twenty-five hundred acres of

land which could serve as a recreation area. Future development should include a golf course, large play areas, picnic facilities, fishing and fly casting, a large network of hiking and riding trails, skeet, trap, rifle, and pistol ranges, and many other recreation features.

Puddingstone Reservoir.--An unusual type of fresh water recreational area exists at Puddingstone Reservoir which is under the jurisdiction of the Los Angeles County Flood Control District. Surrounding this reservoir is a large expanse of privately owned rolling hills covered with grass and native oak. It is therefore recommended that additional property be acquired and developed in this eastern portion of the county, and that at least eight hundred acres be purchased. This area should include an air-strip, thereby furnishing the second in a series of county airparks.

Will Rogers Memorial Park.—This park is located in an area where there is need for intensive sports facilities. Therefore, it is recommended that this park be developed as a regional sports center.

Carrillo State and County Park.--This area is located on the coast at the Ventura-Los Angeles County line. The interior mountain area is suitable for the future development of camping, hiking, and picnic facilities.

Proposed Roadside Rest Areas

Along the highways and roads in the County there are small plots which afford scenic or panoramic views of the mountains and valleys which should be developed and maintained as roadside rest areas. Such roads as those that traverse the San Fernando Valley to the mountains, the roads through the Angeles National Forest to Antelope Valley, the roads

entering the San Gabriel Mountains, and the roads traversing the Puente Hills should be given intensive study for possible sites of this kind. The State is presently contemplating a system of rest areas along State Highways; however, it is recommended that the Board of Supervisors authorize the Department of Parks and Recreation, the County Road Department, and the Regional Planning Commission to make a similar study of county roads and prepare a list of proposed roadside rest areas.

Proposed Historic Sites and Landmarks

It is recommended that a county-wide study of historic sites and landmarks be made by the County Historic Landmarks Committee and the Department of Parks and Recreation. A list of such areas, with suggestions as to their development, should be assembled and presented to the Board of Supervisors. These historic sites and landmarks should be acquired by the county and preserved for public use.

CHAPTER XX

A PLAN OF ACTION FOR THE COUNTY

A great opportunity exists to render service by the Los Angeles County Board of Supervisors. The task is large but it is definable in simple terms which might be expressed as follows for a plan of action:

(1) Establish a county park system which is responsible for complete regional park and recreation planning throughout the county regardless of political boundaries.

(2) Eliminate the present system of giving cash grants or subventions to local governmental entities, and instead, expand the present county recreation program to include the services which are so delegated.

(3) Study present district laws and change present state statutes to make possible the establishment of a park and recreation district which can adequately serve a metropolitan area.

(4) Establish an advisory Park and Recreation Commission composed of seven members, one from each supervisorial district but appointed by the Board of Supervisors as a whole, and two members appointed at large.

(5) Permit local governmental authorities if they so desire to transfer regional parks under their control to the county for operation and maintenance if the property fits into the regional park plan.

(6) Organize the present Department of Parks and Recreation into two spheres of service: (a) to serve local and neighborhood needs in the unincorporated county territory, and (b) to acquire and develop

regional parks for the enjoyment of all the people in the county.

(7) By annexation to an existing district governed by the Board of Supervisors, create one area or district encompassing the entire unincorporated territory, and have this area finance its own local program of parks and recreation through a separate tax levy.

(8) Investigate the possibility of using the recreation, park, and parkway district as the best means of providing a financial solution to the giving of local service.

(9) Acquire and develop sifficient additional regional park acreage to meet present and future needs, this land to include both state and federal property which is easily accessible in the valleys, mountains, and deserts.

(10) Offer types of recreation program services and provide types of areas and facilities within the county and regional parks as will most effectively round out the recreation resources available to all the people in the county.

The achievement of these goals will require careful study and planning of the county park and recreation system. It will include the selection of sites, location of facilities, determination of costs, and a priority schedule for the acquisition and development of each area. Moreover, decision will need to be made as to the type and extent of program services to be offered in each park. The conditions for use of park and recreation facilities by cities, groups, and individuals will need to be determined, and further study should also be made on the adequacy of the present program.

These requirements give rise to the recommendation that the Board of Supervisors: (1) take full advantage of the Regional Planning Commission

in preparing a plan for acquisition and costs for new regional and local parks, (2) develop an immediate plan for financing local areas and programs in the unincorporated area, (3) make immediate decision on matters of policy relating to the county's responsibility for regional park planning and operation, and (4) delegate immediate responsibility to consultants within the county to prepare a comprehensive cost plan for the acquisition and development of new areas and consider the possibility of a bond issue as a means of financing acquisition and development of areas and facilities recommended by the plan.

CHAPTER XXI

REGIONAL COORDINATION

Many problems emerge from this analysis of public parks and recreation in the Los Angeles region, but the one most pressing problem which is apparent throughout the study is the lack of coordination and cooperation among agencies concerned with public recreation. There is a need for integrating park and recreation policy, a need for coordinating the distribution of recreation areas and facilities, and a need for cooperative action in securing financial support. Moreover, to bring about harmony and integration of recreation service, facilities, and policy requires the attention of a coordinating agency.

Park and Recreation Policy

The history of public recreation within the confines of Los Angeles County reveals that the general public has accepted and recognized parks and recreation as a responsibility of local government. Consequently, both local and regional park areas and facilities have been acquired and developed.

This movement to establish recreation service by local government had its beginning in the City of Los Angeles in 1904. Since that time it has spread to nearly all the municipalities within the county, and these cities in their recreation and park development have established conflicting and overlapping policies with respect to program and facility requirements. Moreover, county parks have expanded their func-

tions to include many of the services now being provided by municipalities. The independent school districts have set up additional policies relating to recreation services and development of school playgrounds. State parks have been established within the last few decades which provide a service different from that given by local and county authorities.

Distribution of Recreation Areas and Facilities

Nearly seventy-five municipal, county, state, and federal agencies are presently engaged in providing recreation and park facilities and services for the nearly five million inhabitants of the Los Angeles area. Moreover, with the increasing emphasis on community recreation and park development it is probable that additional local governments or special districts will undertake this responsibility.

Each city in Los Angeles County has planned its park and recreation areas and facilities to meet its own local conditions and needs and has not been concerned with the facility development of neighboring towns. Moreover, the acquisition and location of many areas have been determined in a haphazard way, being based on land gifts, subdivision grants, or land dedicated for recreation use which was not suitable for other purposes. Comparatively few cities have followed an efficient, long range plan of park development or land acquisition.

County governments have had a wider scope but they have been mainly concerned with giving recreation and park service to the unincorporated areas of the county as well as providing acreage of a regional nature in the mountains, the desert, and the valleys.

Planning for different types of recreation areas which are well distributed throughout neighborhoods, communities, and in all sections

of the county, cannot be done on a piece-meal, temporary, or independent basis by local government. A coordinated regional action is indicated.

Financial Support

All local governments which conduct and provide recreation programs and facilities have varying financial resources and different attitudes concerning the amount of funds which should be expended for public parks and recreation. Moreover, it is difficult to define financial responsibility when people do not remain in their incorporated areas for recreation service. Resort cities, including Long Beach, Santa Monica, and Hermosa Beach, consider their recreation and beach facilities as an investment which attracts people from the entire region and thus improves business. Furthermore, the County, in providing recreation service to unincorporated county territory, places an additional burden upon city taxpayers who pay for their own park and recreation development and also share in the expense of the county program. Throughout the region cities pursue different financial policies relating to parks and recreation.

Coordinated Recreation Agency

In 1948, a Metropolitan Recreation and Youth Services Council was established for the Los Angeles area. Its purpose is to serve as a sounding board for the public and private agencies of the community and to encourage extensive planning and coordination of recreation programs and facilities in the metropolitan area. This Council has acted as a coordinating recreation agency and has made considerable progress in developing operating agreements and understandings between the Los Angeles City Department of Recreation and Parks, the County Department of Parks

and Recreation, and the private agencies supported by the Welfare Federation of the Los Angeles area from which sources it receives its financial support. The council has worked principally within the immediate territory in and surrounding the city of Los Angeles.

The present budget of $40,000 provided by these agencies is insufficient to effect adequate research and coordination in the many other cities throughout the county. Therefore, if this council, which has the framework for operation, were to be expanded to include all communities within the county territory, more effective coordination would result. Means of financing an enlarged program would entail the securing of additional funds from each city, but the amount could be determined by the present council on the basis of the kind and quality of service to be rendered. The assumption of this responsibility by the county as a regional service to be financed by the general fund might also be a feasible solution.

CHAPTER XXII

SUMMARY OF FINDINGS

The essential findings of this study are reported under four groups: (1) background for recreation planning, (2) local recreation, (3) regional and county recreation, and (4) regional recreation problems.

Background For Recreation Planning

1. The great increase in population in the Los Angeles area has been one of its most outstanding characteristics. This growth has developed a recreation consciousness in the cities of Los Angeles County, first in the City of Los Angeles and later in the municipalities surrounding this core city.

2. Population data indicates a trend toward suburbanization and the spreading out of people into all sections of the county. This growth indicates that large open spaces are being pushed farther and farther from the center of population density. Therefore, an immediate need exists for acquiring park acreage by local and county governmental authorities. This data also shows that all suburban cities and urban areas on the periphery of the county are growing in population, and these new communities consist principally of young adults and small children.

3. A study of age groups shows a large percentage of persons sixty-five years of age and over, and this data also indicates that there will be a still larger proportion of older adults in the future.

4. The great expansion of population within the county, which is unmatched by any other area in the United States, means that tremendous pressure will result for recreation services.

5. The role of government in the field of recreation has developed rapidly despite the diversity in types of private and commercial recreation.

6. Philanthropic agencies pre-date the establishment of public recreation, and they helped lead the way in providing recreation opportunities for an increasing urban population.

7. Private initiative and not governmental action initiated the recreation movement in this area. Local governments assumed this responsibility only when pressure was placed upon them by lay citizen groups.

8. The growth and demand for recreation opportunities has made governmental authorities accept parks and recreation service as an essential function of government in nearly all cities in the county.

9. The growth of independent municipal and school recreation programs was the result of the vision of organized groups and community leaders, and this growth was the culmination of a combination of ideas and developments which were brought about by the expansion of cities, the recognition of the need for social and welfare planning, and the broadening concept of the importance of play in education.

10. The development of municipal recreation resulted from public demand, and the early leadership of the City of Los Angeles in this growing movement influenced public acceptance.

11. The use of public schools for recreation purposes has expanded recreational opportunities within the county, and this movement to make schools available for leisure time use indicates a progressive

and liberal attitude on the part of school officials.

12. Public school buildings and their many facilities are used extensively for community recreation throughout the Los Angeles area; this makes the schools the largest youth-serving agency in the county.

13. State-enabling legislation, which is necessary to implement public recreation, has become more liberal with each passing decade. This legislation permits school districts, municipalities, counties, and state agencies to acquire and develop park and recreation areas and conduct programs thereon.

14. Recent state law makes possible the expansion of recreation services by school districts through provisions which allow for a five cent tax rate above the educational tax limit. This tax has made it possible for school districts to finance and conduct a community service program, and fifty-five districts in the county have expanded their recreation service in the amount of $2,411,632 for the school year 1953-54.

15. A trend is developing for the use of contractual agreements between school districts and municipal and county authorities for joint use of school areas and facilities.

Local Recreation

16. Park and recreation programs and facilities in the Los Angeles area are administered by fifty-three separate and independent public agencies.

17. The number of independent local governments within the county makes it impossible to effect coordination among public recreation agencies.

18. The trend toward separate administration of parks and recreation has been apparent until recent years when the counter-trend toward consolidation and coordination of these two functions has appeared.

19. The use of park and recreation boards and commissions is prevalent in cities throughout the county, and only two cities which provide a recreation service do not make use of these lay bodies. Moreover, all but two of these commissions or boards are advisory in character.

20. Administrative patterns for public recreation by cities and school districts in Los Angeles County have taken many forms. These forms have resulted from adaptations made to particular situations and to physical, social, and economic conditions. Although all types of administrative patterns for organizing public recreation in local areas have had a degree of success, successful operation has been due primarily to efficient administrative organization and to the understanding of the objectives of recreation by the people and their leaders.

21. Public recreation in the municipalities of the region is administered by three types of authorities: (1) recreation department or commission independent of school and park departments and controlling its own facilities, (2) a consolidated recreation and park department with advisory or policy-making commission organized on a functional basis, and (3) coordinated organizational plan which links schools, recreation, and parks in a single program.

22. The type of managing authority which appears to be more effective than others is that which combines the park and recreation functions. However, each type has examples of well-conducted recreation programs and varying local conditions and other factors must be considered in determining the form of administrative organization for providing park and recreation services.

23. The most effective park and recreation programs and services appear in cities having professionally trained, permanent leadership.

24. Recreation and park departments in the Los Angeles area are generally free from political influences.

25. The cost of local recreation and park programs is financed through appropriations from the general fund, special levies, and income received from fees and charges.

26. The ability of some cities within the county to pay for park and recreation service is greater than others, and the cost of this service varies in cities.

27. Expenditures for public recreation and parks have increased as recreation service has expanded.

28. The internal structure of park and recreation departments follows techniques of business management through the use of divisions, bureaus, and sections, each of which is headed by a qualified leader, supervisor, or executive.

29. Efforts of coordination and cooperation are being made between private and public agencies concerned with youth services, recreation, and park problems. Moreover, as the metropolitan area has grown into regional dimensions, efforts have been made to integrate recreation services between different levels of government as well as between all agencies serving the needs of children, youth, and adults.

30. The most effective coordinating agency is that of the Metropolitan Recreation and Youth Services Council which was organized in 1948, but present efforts at coordination by this Council are limited through finance restrictions and the lack of representation from each

city within the county.

31. The acquisition and location of park and recreation areas have been determined by most local governments in a haphazard way, being based on land gifts, subdivision grants, or lands dedicated for recreation use which are not suitable for other purposes.

32. Few cities have followed an efficient long range master plan of land acquisition for park and recreation development.

33. The areas and facilities available determine to a large extent the form of recreational activity in which people engage.

34. Growth of population and increase in recreation acreage have not been at a constant rate. The acquisition of park areas has been affected by economic factors, the rate of urbanization, and the development of recreation consciousness.

35. Although local conditions have influenced the acquisition and development of local park and recreation areas, the basic recreation needs of people within the different cities are similar except in localities where abnormal conditions prevail.

36. The standard of one acre of park and recreation area per one-hundred population must be evaluated in terms of local development and cannot be applied without modification, for all municipal and urban areas have different problems and varying local conditions and resources. Moreover, the types of areas provided, their distribution, and their accessibility must also be considered.

37. The only municipalities which have reached or surpassed the standard of one acre for each one hundred of the present population are Burbank and Pasadena. On the basis of this standard there is a need for 21,313 additional acres of local park and recreation areas for all the

cities within the county.

38. Although the cities in the Los Angeles area have many park and recreation areas and facilities of different size and type, the greater proportion of these areas are under twenty acres, and these smaller recreation areas comprise 82 percent of all the cities' total park acreage.

39. The distribution of different types of recreation areas is irregular in cities having no effective city plan.

40. The close proximity of recreation and park areas to residential property has tended to increase property values as a consequence. A landscaped park has a more profitable effect upon land values than do children's playgrounds or athletic fields. Recreation areas which are contiguous to commercial districts have a depressing effect upon business.

Regional and County Recreation

41. The difference in the type of park and recreation services provided by municipalities as compared to that given by the county is becoming clear, and services which are general in character and are regional in scope are provided by the county, while services which are essentially local are provided by municipalities.

42. The development of county, regional, and state parks has influenced public recreation. The move for regional and county parks had its beginning in 1929 when the county placed emphasis on the improvement and acquisition of park sites. This move for securing outlying regional parks began as rapid transportation made all portions of the county readily accessible to the inhabitants.

43. As population has grown throughout the region, the acquisi-

tion of park and recreation acreage has not kept pace with this growth, and few cities are approaching an acceptable area standard. The most important reason for this lack of recreation space was the absence of planning in acquiring open areas before land became highly urbanized and reached a high population density.

44. Since the acquisition and development of regional parks has not kept pace with population growth, there is a residual need in the county for 25,319 acres of county, state, or federal recreation land.

45. County or regional parks are not well distributed. Rapid transit and the increasing attraction of people to the mountains, the desert, and the seashore indicate the need for large regional parks and reservations in the outer zone of the county.

46. Although most county and regional park and recreation departments are administered by a board or commission, the Los Angeles County Department does not make use of this type of managing authority, and policy is determined by the County Board of Supervisors.

47. Although county authorities may provide for regional park areas and facilities, little emphasis has been placed on the acquisition of large areas; instead, major consideration has been given to provide local programs and services to the residents of the unincorporated county territory.

48. For nearly a half-century, park and recreation studies have been made which recommend the creation of a metropolitan park district for the Los Angeles area. In every instance, no action was taken to provide this type of administrative organization which would create an over-all recreation and park authority.



49. No county-wide bond issue for the acquisition and development of park areas has ever been placed before the people of Los Angeles County by county authorities. Capital improvement projects have been financed through appropriations made from the county's general fund.

50. County Park and recreation operational expenses have increased steadily during the past ten years and this increase has made possible the establishment of a well-rounded recreation service in the unincorporated county territory.

51. Current expenditure of funds at each park operated by the County indicates that further study should be made to determine reallocation of monies and future expansion of area and programs on the basis of the population within a mile radius of the park.

52. Certain tax inequities have resulted as a result of the county giving a recreation service to the inhabitants of the unincorporated portion of Los Angeles County. This has arisen when incorporated cities pay for their own municipal type of park and recreation services through a municipal tax in addition to the County tax while other urban areas in the unincorporated portion of the County receive identical services which are provided by the County.

53. Although the County of Los Angeles gives cash subventions to local recreation agencies within the county, this is a questionable practice when the County has its own operating department.

54. To help solve many of the problems brought about by the unprecedented growth in metropolitan areas, state legislation was passed in 1953 to establish County Service Areas. A Service Area is simply a means for providing a separate tax levy to pay for services, including parks and recreation in the unincorporated county territory. No Service

Areas have yet been established by the County.

55. No clear-cut policy has been established by the County in providing local and regional services.

56. Large recreation and park areas must be planned by county authorities. Such planning is beyond the limit of any existing local government with the region.

Regional Recreation Problems

57. Harmonizing recreation policies for the entire region is necessary if overlapping services and facility development is to be eliminated. Maintaining the present status with no coordinated action will probably result in an increase in the number of independent recreation districts and will provide no solution for coordinated action.

58. Cooperation between governments through such an agency as the Metropolitan Recreation and Youth Services Council provides an approach to coordinated action although this agency should be expanded in its representation and service.

59. Consolidation of the government of the City of Los Angeles and Los Angeles County would unify the two largest governmental operations in the region. While this would improve conditions it would require a major governmental change. This proposal has been discussed since 1891 but no action has been taken.

60. Another suggestion would be to effect a political separation of the City of Los Angeles from the County and the formation of a new County which would render all municipal services to cities on a cost basis. This would require major governmental reorganization.

61. Metropolitan park and recreation districts have been used by many counties as a means of providing adequate regional park and

recreation services and facilities. State legislation does not make possible the establishing of such a district in Los Angeles County.

62. The establishment of a County Park and Recreation Commission would effect a degree of coordination throughout the region.

63. The determination of a policy which establishes the County as the regional park authority would give regional park planning to one agency instead of having it a responsibility of each municipality.

64. By creating one area or district encompassing the entire unincorporated county territory, a method of financing local park and recreation programs and facilities through a separate tax levy would be feasible.

BIBLIOGRAPHY

A Brief Study of Park Needs, Resources, and Park Commission Functions in Bergen County, New Jersey. New York: National Recreation Association, September, 1947.

A Report Indicating the Major Role of the Contracting Agencies in Providing Recreation for the Communities. Los Angeles: Metropolitan Recreation and Youth Services Council, 1953.

A Study of Local Government in the Metropolitan Area Within the County of Los Angeles. Los Angeles: Bureau of Budget and Efficiency, City of Los Angeles, 1935.

Abercrombie, Patrick, "The Counties of London Plan," The Journal of the Royal Institute of British Architects, July, 1943, p. 199.

"Administrative Manual," Unpublished Manual. Los Angeles: Department of Recreation and Parks, 1954.

Anderson, I.O., "Parks," Unpublished class project, Department of Public Administration, University of Southern California, 1952.

Annual Report, 1952-53, Department of Parks and Recreation, Los Angeles County. Los Angeles: Department of Parks and Recreation, 1953.

Annual Report of the Long Beach Recreation Commission. Long Beach: Long Beach Recreation Commission, January 1, 1950.

Annual Report of the Milwaukee County Park Commission. Milwaukee: Milwaukee County, 1950.

Annual Report of the Onondaga County Park and Regional Planning Board. Syracuse, New York: Onondaga County, October 31, 1949.

"Articles of Operation," Los Angeles: Metropolitan Recreation and Youth Services Council, May, 1948, p. 2 (Mimeographed).

Assembly Interim Committee Report on Municipal and County Government. Sacramento: State Printing Office, January 17, 1953.

Automobile Club of Southern California, Camping and Picnic Sites and State Parks of Southern California. Los Angeles: Automobile Club of Southern California, 1953.

Board of Education, "Cooperation," M.P. No. 2119-a. Los Angeles: Board of Education, February 14, 1930.

Bollens, John C., "Annexation of Fringe Areas," Public Management, XXXI (April, 1950), pp. 98-109.

Bureau of Budget and Efficiency, A Study of Local Government in the Metropolitan Area Within the County of Los Angeles. Los Angeles: Bureau of Budget and Efficiency, March 20, 1935.

Burgess, E. W., Urban Areas: An Experiment in Social Science Research in Chicago. T.V. Smith and L.S. White, editors. Chicago: The University of Chicago Press, 1929.

Butler, George D., Introduction to Community Recreation. New York and London: McGraw-Hill Book Company, Inc., 1949.

Butler, George D., Recreation Areas--Their Design and Equipment. New York: A.F. Barnes and Co., 1947.

Butler, George D., "Standards For Municipal Recreation Areas," Recreation, July, 1948, p. 161, and August, 1948, p. 209.

California Department of Education, Joint Contractual Agreement For Recreation. Bulletin No. 26. Sacramento: Bureau of Health Education, Physical Education, and Recreation, August, 1953.

California Department of Education, Recreation Research Project. Bulletin No. 38. Sacramento: Bureau of Health Education, Physical Education, and Recreation, January, 1954.

California Department of Education, "The Schools and Community Organization for Recreation." Sacramento: Bureau of Health Education, Physical Education, and Recreation, 1953.

California Education Code. San Francisco: Bancroft-Whitney Co., 1952.

California Public Resources Code. San Francisco: Bancroft-Whitney Co., 1944.

California Recreation Commission, Directory of Public Recreation and Park Agencies Providing Year-Round Service. Sacramento: California Recreation Commission, 1953.

California Recreation Commission, "Sample Ordinance--Recreation (and Park) Commission." Sacramento: California Recreation Commission, December 10, 1953.

California Recreation Commission, "Significant Developments, A Report of Activities to the Governor." Sacramento: California Recreation Commission, July, 1953.

California Recreation Commission, Standards for Professional Recreation Personnel. Publication No. 5. Sacramento: California Recreation Commission, 1950.

Campbell, Horace, A Short History of California. Philadelphia: Dorrance Company, Inc., 1949.

Chicago Recreation Commission, Principles for Chicago's Recreation Plan, Chicago: Chicago Recreation Commission, 1954.

City and County Consolidation for Los Angeles. Los Angeles: Taxpayers' Association of California, 1917.

City Planning Commission, Accomplishments 1946. Los Angeles: City Planning Commission, 1946.

Cloverdale, J.W., "Recreation for the Small Town and County," The Playground, XVIII, September, 1924, p. 352.

Community Surveys Associated, Recreation For Everybody. A Community Plan for Recreation and Youth Service for Los Angeles. Los Angeles: Welfare Council of Los Angeles, January 1, 1946.

Considine, John J., "Detroit," Recreation, June 1948, p. 108.

Cottrell, Edwin A., "The Metropolitan Water District of California," American Political Science Review, XXVI, August, 1932, pp. 695-697.

Cottrell, Edwin A. and Jones, Helen L., Metropolitan Los Angeles. Vol.I. Los Angeles: The Haynes Foundation, 1953.

County and City Data Book 1952. A Statistical Abstract Supplement. Washington, D.C.: United States Government Printing Office, 1953.

"County and Metropolitan Organization for Parks, Beaches, and Recreation," Los Angeles: Haynes Foundation, 1945.

"County Service Area Law as Applied to Parks." Los Angeles County: Chief Administrative Office, Hall of Records, Los Angeles, California, November, 1953. (Mimeographed).

Crouch, W.W., "Extra-territorial Powers of Cities As Factors in California Metropolitan Government," American Political Science Review, XXXI, April, 1937, pp. 286-289.

Curtis, Henry S., "A Brief History of the Playground Movement in America," The Playground, April, 1915, p. 2 and May, 1915, p. 39.

Doell, Charles E. and Thompson, Paul J., Public Park Policies. Minneapolis: Park and Recreation Commission, 1930.

Duffus, R.L., Mastering a Metropolis. New York: Harper and Brothers, 1930.

Dulles, Foster R., America Learns to Play. New York: D. Appleton-Century Company, 1940.

Engelhardt, N.L. Jr., "The School-Neighborhood Nucleus," Architectural Forum, October, 1953, p. 32.

Final Report of the Assembly Interim Committee on Municipal and County Government Covering Fringe Area Problems in the State of California. Sacramento: State Printing Office, March, 1953.

Frank, Elisabeth R., Background For Planning. Los Angeles: Welfare Council of Metropolitan Los Angeles, January, 1949.

Friedman, Samuel L., "How Los Angeles Obtained Its Biggest Bond Issue For Expansion of the Municipal Recreation System," Unpublished Report, Recreation and Park Commission, Los Angeles, 1950.

General Electric Company, Recreation is Everybody's Business. Schenectady: General Electric Co., 1951.

Growth of County Functions—Los Angeles County, 1852-1934. Los Angeles: Bureau of Efficiency, County of Los Angeles, 1936.

Gruendyke, B.P., "Los Angeles County Department of Parks and Recreation," Los Angeles County Employees Association Magazine. Los Angeles: Los Angeles County, 1946.

Hallenbeck, Wilbur C., American Urban Communities. New York: Harper and Brothers, 1951.

Halsey, Elizabeth, Development of Public Recreation in Metropolitan Chicago. Chicago: Chicago Recreation Commission, 1940.

Health and Welfare Expenditures in Los Angeles County. A Report Prepared by the Welfare Council of Metropolitan Los Angeles. Los Angeles: Welfare Council of Metropolitan Los Angeles, 1953.

Helgensen, Lawrence W., "Expanding Park and Recreation Facilities Through Inter-departmental Negotiations." Paper read at the Conference of League of California Cities, San Francisco, October 16, 1951.

History of California. Edited by Zoth Skinner Eldredge. Vol. IV. New York: The Century History Company, 1915.

Hjelte, George, The Administration of Public Recreation. New York: The MacMillan Company, 1940.

Houseman, Julian C., "Model County Faces Problems," National Municipal Review, April, 1944, pp. 179-182.

Hoyt, Homer, One Hundred Years of Land Values in Chicago. Chicago: University of Chicago Press, 1933.

Ickes, Harold L., "Space for Play," Recreation, July, 1946, p. 179.

Jacks, L.P., Education Through Recreation. New York: Harper and Brothers, 1932.

Jones, Victor, Metropolitan Government. Chicago: The University of Chicago Press, 1942.

Long Beach California Coordinated Recreation Plan. Long Beach: Board of Education, 1953.

Los Angeles Board of Education, "Recreation-Education: The Youth Services Program of the Los Angeles City Schools." Los Angeles: Office of the Superintendent of Schools, 1953. (Mimeographed--for Committee Use Only).

Los Angeles County Department of Parks and Recreation, "Itemized Standard List of Minimum Improvements For Local and Neighborhood Parks." Los Angeles: Los Angeles County Department of Parks and Recreation, 1954. (Mimeographed).

"Los Angeles County Ordinance No. 4099, Article XV, Parks and Recreation." Los Angeles County: Hall of Records, July 7, 1944.

Los Angeles Examiner. August 10, 1953.

Los Angeles Times. January 9 and 27, 1954.

"Maps Showing Location of Recreation Facilities in Los Angeles County." Unpublished Draft, Metropolitan Recreation and Youth Services Council, Los Angeles, 1953.

May, Herbert L., and Petgen, Dorothy, Leisure and Its Use. New York: A.S. Barnes and Co., 1928.

McKenzie, R.D., The Metropolitan Community. New York: McGraw-Hill Book Company, January, 1933.

Metropolitan Recreation and Youth Services Council, A Progress Report - 1950-53. Los Angeles: Metropolitan Recreation and Youth Services Council, 1953.

Metropolitan Conference of City and State Park Authorities, Parks As Investments. New York: Metropolitan Conference of City and State Park Authorities, February, 1926.

Metropolitan Recreation and Youth Services Council, "By-Laws of the Metropolitan Recreation and Youth Services Council." Los Angeles: Metropolitan Recreation and Youth Services Council, 1953. (Mimeographed).

Metropolitan Recreation and Youth Services Council, "Committee Report on County Service Area Law." Los Angeles: Metropolitan Recreation and Youth Services Council, April 20, 1954. (Mimeographed).

Metropolitan Recreation and Youth Services Council, Concessions, Fees and Charges. Los Angeles: Metropolitan Recreation and Youth Services Council, 1952.

Meyers, Harold D., and Brightbill, Charles K., Community Recreation. Boston: D.C. Heath and Company, 1948.

Mitchell, Elmer D., The Theory of Play. New York: A.S. Barnes and Company, 1934.

Mumford, Lewis, The Culture of Cities. New York: Harcourt, Brace and Company, 1938.

National Education Association, Cardinal Principles of Secondary Education. Bulletin No. 35. Washington: Government Printing Office, 1918.

National Education Association, Social Services and the Schools. Washington: Education Policies Commission, 1939.

National Park Service, Recreational Use of Land in the United States. Washington, D.C.: National Resources Board, 1938.

National Recreation Association, County Parks. New York: National Recreation Association, 1930.

National Recreation Association, "County Recreation," April, 1951. (Mimeographed).

National Recreation Association, How Much Should A City Spend For Recreation? Bulletin No. 38. New York: National Recreation Association, 1950.

National Recreation Association, Memorandum on Park Planning in Erie County, New York. New York: National Recreation Association, December, 1951.

National Recreation Association, Municipal and County Parks in the United States, 1940. New York: National Recreation Association, 1940.

National Recreation Association, Proceedings of the Thirty-fifth National Recreation Congress. New York: National Recreation Association, 1953.

National Recreation Association, Recreation and Park Year Book, 1950. New York: National Recreation Association, 1950.

National Recreation Association, New York, "Recreation Areas in Real Estate Subdivisions," 1930. (Mimeographed).

National Recreation Association, Recreation Plan for City of Whittier and Environs. New York: National Recreation Association, 1948.

National Recreation Association, Recreation Plan for Pima County, Arizona. New York: National Recreation Association, 1952.

National Recreation Association, Recreation Plan for Toledo, Ohio. New York: National Recreation Association, 1945.

National Recreation Association, Recreation Study for Warren Township, Michigan. New York: National Recreation Association, 1952.

National Recreation Association, "Schedule for the Appraisal of Community Recreation," M.P. 291. New York: National Recreation Association, 1949.

National Recreation Association, Standards for Neighborhood Recreation Areas and Facilities. New York: National Recreation Association, 1944.

National Recreation Association, "Suggested Annual Per Capita Expenditures For Community Recreation." New York: National Recreation Association, April, 1954. (Mimeographed).

National Resources Committee, Our Cities. Washington: Government Printing Office, 1937.

Olmsted Brothers and Associates, Parks, Playgrounds, and Beaches for the Los Angeles Region. Los Angeles: Los Angeles County, 1930.

"Organizational Chart and Functional Statement." Los Angeles County: Chief Administrative Office, September, 1953. (Mimeographed).

Palmer, Edwin O., History of Hollywood. Hollywood, California: Edwin O. Palmer, 1928.

Perry, Clarence, Housing For the Machine Age. New York: Russell Sage Foundation, 1939.

Perry, Clarence, "The Neighborhood Unit," Vol. VII, Neighborhood and Community Planning, Regional Survey of New York and Its Environs. New York: 1939, Russell Sage Foundation, p. 28.

Preliminary Report of the Assembly Interim Committee on Municipal and County Government Covering Fringe Area Problems in the County of Los Angeles. Sacramento: State Printing Office, January, 1953.

Preliminary Report to League of California Cities Committee on City-County Relations. Los Angeles: City-County Relations Committee, League of California Cities, 1950.

"President's Annual Report," Metropolitan Recreation and Youth Services Council, Los Angeles, November, 1952, pp. 1-2.

Progress Report, 1946-1950, City of Los Angeles Department of Recreation and Parks. Los Angeles: Recreation and Park Department, 1950, p. 4-5.

"Progress Report on Financing Public Recreation." Los Angeles: Metropolitan Recreation and Youth Services Council, April 17, 1952. (Mimeographed).

"Progress Report to Board of Supervisors by County Citizens Committee on Parks, Beaches, and Recreational Facilities." Los Angeles County: Hall of Records, May 2, 1945. (Mimeographed).

Rainwater, Clarence E., The Play Movement. Chicago: University of Chicago Press, 1922.

Regional Planning Federation of the Philadelphia Tri-State District, Nature's Plan for Parks and Parkways—Recreation Lands. Philadelphia: Regional Planning Federation of the Philadelphia Tri-State District, 1932.

Regional Survey of New York and Its Environs. Vol. V. New York: Regional Plan of New York and Its Environs, 1928.

Report of County Citizens Committee on Parks, Beaches, and Recreation Facilities. Los Angeles: Haynes Foundation, August, 1945.

Report of the Board of Park Commissioners. Essex County, New Jersey, 1926, Newark: Board of Park Commissioners, 1926.

Report on Master Plan of Parks. Los Angeles County: Regional Planning Commission, 1948.

Schultz, Ernest R., American City Government--Its Machinery and Processes. New York: Stackpole and Heck, Inc., 1949.

Scott, Stanley, and Bollens, John C., Special Districts in California Local Government. Berkeley: Bureau of Public Administration, University of California, April, 1949.

Security-First National Bank of Los Angeles, Population Distribution and Increase, Los Angeles County. Los Angeles: Security-First National Bank, February, 1954.

Shearer, Frank, "Report of the Superintendent of Parks on Park Needs." Los Angeles: Department of Parks and Recreation, 1924.

Shevky, Eshref, and Williams, Marilyn, The Social Areas of Los Angeles. Berkeley: University of California Press, 1949.

Simon, Herbert A., Fiscal Aspects of Metropolitan Consolidation. Berkeley, California: Bureau of Public Administration, University of California, 1943.

Spurr, William A., Forecasts of California's Population and Production--1950-1960. Palo Alto, California: Stanford University Press, 1949.

Study of Delinquency, Recreation and Youth Services in Alhambra City High School District. Sacramento: California Youth Authority, 1945.

The Huron-Clinton Metropolitan Authority. Detroit: Board of Commissioners, December, 1949.

The Title Insurance and Trust Company, Panorama. Los Angeles: Title Insurance and Trust Company, 1953.

Thompson, Warren S., Population Problems. New York: McGraw-Hill Book Company, Inc., 1942.

United States Chamber of Commerce, City Planning and Urban Development. Washington, D.C.: United States Chamber of Commerce, October, 1952.

Wallace, Roy Smith, "How Much Recreation is Essential?" Recreation, November, 1932, p. 370.

Weir, L.H., A Manual of Municipal and County Parks. New York: A.F. Barnes and Company, 1928.

Weir, L.H., "Historical Background of Recreation Movement in America," Parks and Recreation, July-August, 1946, p. 238.

Welfare Council of Metropolitan Los Angeles, Social Welfare Standards. Los Angeles: Research Department, Welfare Council of Metropolitan Los Angeles, July 1950.

Wenz, John Budd, An Analysis of the Advisability of Annexing All or A Part of the Lakewood Area to the City of Long Beach. Long Beach: City of Long Beach, 1951.

Woods, Robert A., "The Neighborhood in Social Reconstruction," The Neighborhood in Nation Building. Boston: Houghton-Mifflin Co., 1923, p. 158.

Woolston, Howard, Metropolis--A Study of Urban Communities. New York: D. Appleton-Century Company, 1938.