

*Crossville, Tennessee*

# 2014 Parks and Recreation Master Plan





# 2014 Parks and Recreation Master Plan

Prepared by:



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# 01

## Introduction and Community Profile





# 01 Introduction and Community Profile

## Introduction

The City of Crossville has embarked on the development of a comprehensive parks and recreation master plan. This plan will help guide future parks and recreation improvements in the community for the next 10 years.

Crossville Parks and Recreation Department selected Lose & Associates, Inc., to conduct this *Parks and Recreation Master Plan*. Lose & Associates, Inc. is a multi-disciplinary design firm specializing in park and recreation planning, with offices in Nashville, Tennessee, and Atlanta, Georgia.



In the development of the master plan, Lose & Associates utilized state demographic research and population projections, assessed current facilities as compared to national standards, and conducted public input meetings. This document serves as both a strategic plan and an action plan, providing the City of Crossville with guidelines and strategies for future program planning efforts and capital improvement projects.

Currently, the city's recreational and cultural resources include four parks, a community auditorium/historical theatre, a playhouse, a mall, a library, and a traditional movie theater. The four parks have a total acreage of approximately 2325 acres, including Meadow Park Lake, which has 269 surface acres. Residents and visitors may also enjoy recreational activities at nearby Cumberland Mountain State Park (1720 acres) and five area golf courses. The city's parkland includes Centennial Park (83 acres), Garrison Park (7.5 acres), Duer Soccer Complex (46 acres), Meadow Park Lake (2200 acres), undeveloped property, the Historic Palace Theatre and the downtown amphitheater – all totaling approximately 2519 acres.

Crossville prides itself in offering "...something for everyone, from beautiful mountain scenery to pristine water ways, some of the finest recreational facilities anywhere, great shopping, local dining, museums, and one of the top regional theatres, Cumberland County

Playhouse...” (Source: <http://www.crossvilletn.gov/>) With this commitment in mind, the City chose to embark on a master plan process, which will guide the development of recreation and cultural facilities and services into the future. The purpose of this master plan is to evaluate the current system and submit recommendations in order to achieve a shared vision for meeting Crossville’s parks and recreation needs over the next ten years - from 2014 to 2024.

## Community Profile

The recreation needs and trends of a community are dependent on the preferences and way of life of its people. Preference and lifestyle are often dependent on age, gender, education and socio-economic status. Demographic research and public input generates data that allows us to anticipate public desires and predict the activities that will likely become most popular as a community’s demographic profile changes. Although we can find accurate data every ten years, we must remember that demographic factors, such as age, are dynamic. Age is likely the most influential aspect of recreation trends. For example, the child who is 10 years old when a plan is developed may be interested in team sports like baseball; however, at the end of the plan’s timeframe, he has taken an interest in individual recreation activities like running and cycling. Knowledge of a community’s age and its predicted changes are useful when a large percentage of the population will soon reach an age at which their recreation preferences are likely to change. This is now noticeable with the large number of baby-boomers who are reaching retirement age across the country.



Photo Credit: Ben Shahn 1937

Demographic factors help researchers identify and study the quantifiable subsets within the population. Researchers then use the demographic findings to compare with the results of the public input survey. If the demographics of survey respondents vary from the community profile, recommendations would adjust accordingly. For example, if the demographics data indicates that the community has a large population of senior men but few responded to the public input survey, the researcher would recommend additional outreach to understand if the community is meeting this group’s parks and recreation needs.

To gain a better understanding of the park and recreational needs of Crossville, an updated community profile has been developed. The following topics are addressed in this section:

- Demographic characteristics
- Population by age, gender and race
- Economic characteristics
- Health trends

Serving the community's recreation needs is traditionally the central purpose of any parks and recreation department. Nevertheless, many recreation departments will remain with the status quo because of funding issues, lack of communication with residents, lack of knowledge about its own community demographic and an incomplete understanding of how that demographic profile can be used to anticipate the community's changing needs.

Departments often develop facilities based on the pressure of the moment, resulting in a disconnected assortment of facilities that typically meet the needs of one small sector of their community. For example, a department may feel pressure from parents of small children to provide more soccer fields. To meet this demand, the department may remove trees from its dwindling supply of green space in a remote, inconvenient location. Reactionary decisions like this come at a high cost to the community; funds are spent and open space resources are developed without fully understanding a community's needs. This could ultimately result in a poorly organized park system that residents find inconvenient or undesirable. The purpose of sharing this example is to illustrate that making long-term decisions guided by community demographics and population projections can result in well-planned and properly managed park facilities that anticipate a community's growing recreation needs *before* residents become dissatisfied.

## Population Characteristics

Crossville is the county seat of Cumberland County and is one of three incorporated and nine unincorporated communities within the County. The incorporated communities include Crab Orchard with 759 residents and Pleasant Hill with 573 residents, according to United States Census Bureau data (2010). The nine unincorporated cities in Cumberland County include Grassy Cove, Daysville, Ozone, Renegade Mountain, Westel and, while not currently legally incorporated, Bowman, Fairfield Glade and Lake Tansi. These small settlements of population are considered census-designated places (CDP).

According to the United States Census Bureau data (2010), Crossville has a total population of 10,795 residents within a boundary of 19.97 square miles. This averages to 540.7 persons per square mile. In comparison, Cumberland County has a population of 56,053 within a boundary of 681 square miles, which equals about 82 persons per square mile.

Using data obtained through *Demographics Now*, we find, overall, the city and county are expected to grow at a moderate rate (5% – 7%) through 2018 after having experienced a high growth rate (15% - 20%) from 2000 – 2010. (Note: The *Demographics Now* data varies slightly from the US Census data due to a later release of 2010 Census data that further classified population counts into Urban and Rural subcategories.)

Table 1.1 provides a summary of the population trends for Crossville, Fairfield Glade, Lake Tansi, and Cumberland County as well as trends in nearby Cookeville for comparison. In addition, the table includes two cities in Tennessee, Athens and Manchester, which are similar in size and could be considered as peer cities. Manchester is growing at a faster rate than Crossville and Athens is growing at a much slower rate. Although every



community is unique, comparing these communities is a helpful tool that researchers utilize to develop recommendations.

**Table 1.1 Population Trends**

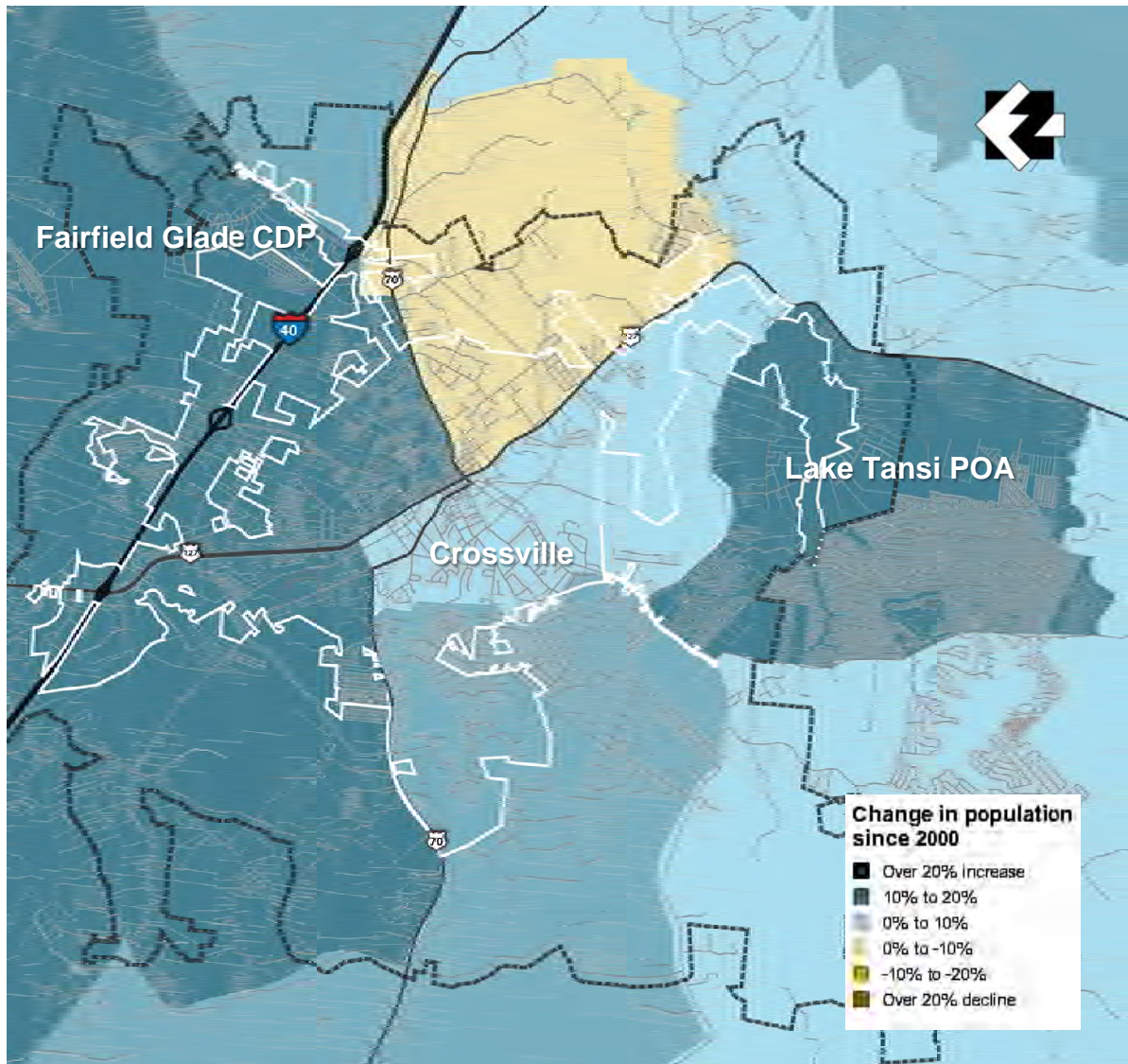
Area	2000	2010 Census	2010	2013B	2018 Projection	Percent 2000 to 2010	Percent 2013 to 2018	Land Area
Crossville	8,999	<b>10,795</b>	10,393	10,678	11,189	15.4%	4.7%	<b>19.97</b>
Cookeville	26,479	<b>30,435</b>	30,347	31,194	32,365	14.6%	3.7%	<b>32.68</b>
Athens	12,961	<b>13,458</b>	13,453	13,475	13,548	3.7%	0.5%	<b>13.98</b>
Manchester	8,298	<b>10,102</b>	10,085	10,265	10,826	21.5%	5.4%	<b>14.15</b>
Fairfield Glade CDP	5,091	<b>6,989</b>	6,989	7,266	8,079	37.2%	11.1%	<b>22.73</b>
Lake Tansi CDP	3,030	<b>N/A</b>	3,803	3,914	4,217	25.5%	7.7%	<b>9.5*</b>
Cumberland County	46,800	<b>56,053</b>	56,053	57,472	61,413	19.7%	6.8%	<b>681.03</b>

Source: *Demographics Now* and **US Census Bureau**. Note: \* GIS estimate

As shown on Table 1.1, the resort and retirement community of Fairfield Glade (CDP) experienced rapid growth (37.2%) from 2000 – 2010, and is expected to continue growing at a relatively high rate (11%) through 2018. This community attracts active adults with five 18-hole golf courses, several tennis courts, a community center, fitness complex, game room, banquet room, meeting rooms, arts and crafts center, paved walking paths, hiking trails, and 11 fishing lakes including two marinas and swimming areas.

Another neighboring community with rapid growth (25.5%) from 2000 – 2010 is the Lake Tansi Village CDP, which is governed by a property owners' association. This area is expected to continue growing steadily (7.7%) through 2018. The Village attracts active adult residents with a variety of recreational amenities including a golf course, swimming pools, a lakefront beach and boardwalk, a fishing pier and marina, bike and walking trails, recreation center, game room, restaurant, arts & crafts department and various social clubs.

**Figure 1.1: Changes in Population 2000 - 2010 Map**



Source: “Mapping the 2010 Census,” The New York Times ([projects.nytimes.com/census/2010/map](http://projects.nytimes.com/census/2010/map))

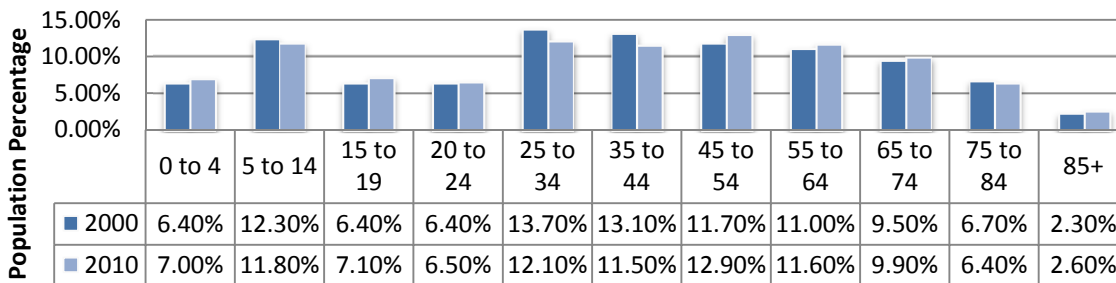
Figure 1.1 reveals that the City of Crossville spans four zones experiencing growth at different rates. Within the City limits, the area growing the most rapidly is the northeast section, between N. Main Street and Highway 70 East. The southeast section, between the area west of Main Street experienced moderate growth from 2000 – 2010. Figure 1.1 also indicates significant growth in population in the regions north and south of the city limits and this growth is expected to continue as residents are drawn to the beautiful and affordable lake-side communities in these areas.

## Age, Gender and Race

Understanding the age of the population is a critical element to providing the proper amounts and varieties of recreational programming to all age groups. In 2010, the largest population was comprised of adults age 45 to 54 as shown in figure 1.2. Baby-boomers have recently entered into the 65+ age group and are in the preliminary phases of becoming what is commonly termed “senior citizens.” Many speculate that this group does not think of themselves as growing old and generally prefer the term “active adults”. In general, this is an energetic group that participates in park and recreation activities; as empty-nesters, they now have more leisure time than when they were raising families. Recent retirees in the 65 to 75 age group also fit this active and participatory description. As a result, attention should be given to the activities most often utilized by active older adults including tennis, swimming, golfing, walking, hiking and running. In addition, this demographic group is likely to participate in classes and programs that are social and educational. Active adults can also become a valuable volunteer work force for any city when opportunities to serve the community are arranged to coincide with social and educational events.

Figure 1.2 indicates the percent change in population for each age group over the 2000 – 2010 time period. The youngest age group (0-4 years old) experienced an increase in population, as well as young adults ages 15 – 19, adults ages 45-54, 55-74 and 85+.

**Figure 1.2: Population by Age 2000 and 2010**



Source: *Demographics Now* ([www.demographicsnow.com/](http://www.demographicsnow.com/))

In order to gain an understanding of which age group is growing and which age group is anticipated to grow the largest amount by 2019, we have combined the age groups to provide a general comparison. See Table 1.2. This comparison indicates that the 55+ age group is growing the fastest, which appears to be due in large part to the baby-boomer population in the 55-64 age group.



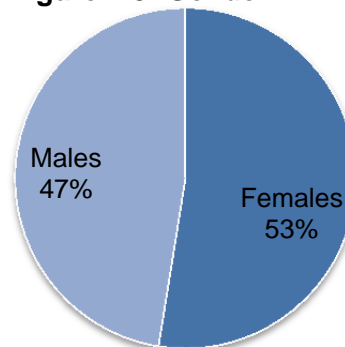
**Table 1.2: Crossville Population by Age Group 2000 and 2010**

Age Group	0-19	20-54	55+
<b>2000 Census</b>	25.1%	44.9%	29.5%
<b>2010 Census</b>	25.9%	43.0%	30.5%
<b>2019 Census</b>	25.2%	43.2%	31.6%

Source: *Demographics Now* ([www.demographicsnow.com/](http://www.demographicsnow.com/))

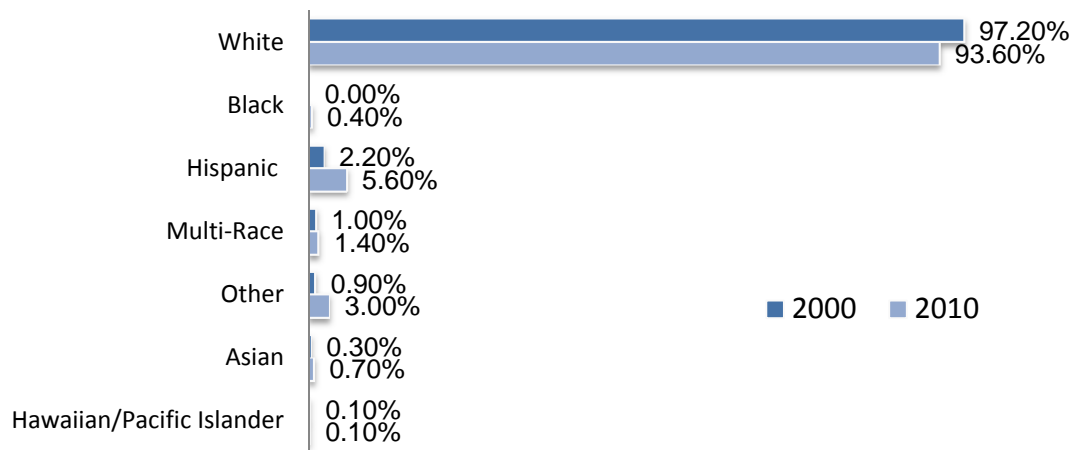
Next, we researched the gender ratio, which is split at 53% female to 47% male (see figure 1.3.) According to the US Census Bureau, we do not see the national trend of more boys born and then by middle age, females outnumber males. In general, Crossville’s gender population fluctuates back and forth from age group to age group without a strong trend emerging.

**Figure 1.3: Gender**



An analysis of Crossville’s racial and ethnic makeup reveals a predominantly Caucasian population that has been gradually diversifying over the last two decades. Statistics since 2000 show a decrease in the Caucasian population and a slight increase in the Multi-Race population. The largest increase is in the Hispanic population with an increase from 2.2% in 2000 to 5.6% in 2010. These population trends are expected to continue over the life of the master plan, contributing to greater diversity in the population. See figure 1.4.

**Figure 1.4: Population by Race and Ethnicity 2000-2010**



Source: *Demographics Now* ([www.demographicsnow.com/](http://www.demographicsnow.com/))

## Economic Characteristics

Economic characteristics, such as income levels and poverty rates, are of particular importance because they affect the community’s ability to afford recreation programs and services. In communities with low-income levels, the government typically plays a larger role in meeting citizens’ recreation needs by providing funding to subsidize recreation programs. Program fees also have to be lower than those offered in communities that are more affluent in order to meet the needs of the lower-income citizens. This affects the amount of revenue a department can self-generate to offset programming costs.

When reviewing U.S. Census Bureau data, we find that Crossville has an extremely high poverty rate estimate from 2008-2012, which is much higher than Cumberland County, Tennessee and the National average (see Table 1.3.).

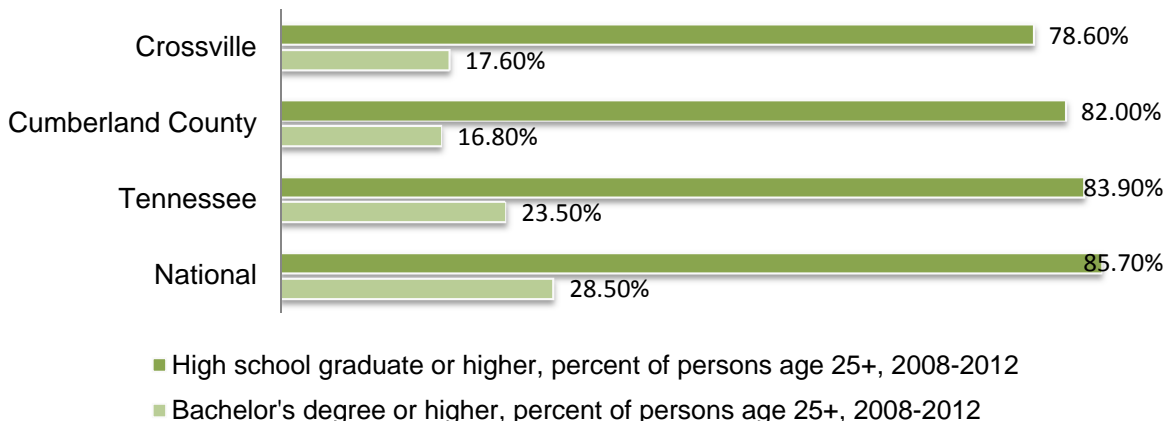
**Table 1.3: Economic Trends 2008-2012**

2008-2012	Median Household Income	Poverty Rate
Crossville	\$29,230	26.9%
Cumberland County	\$23,432	16.4%
Tennessee (State)	\$44,140	17.3%
USA (Nationally)	\$53,046	14.9%

Source: *U.S. Census Bureau* (<http://www.census.gov>)

Another aspect of understanding economic characteristics in the community is comparing the education levels to the state and national levels. On average, Crossville has a lower education level than the state, county, and the national average. See figure 1.5.

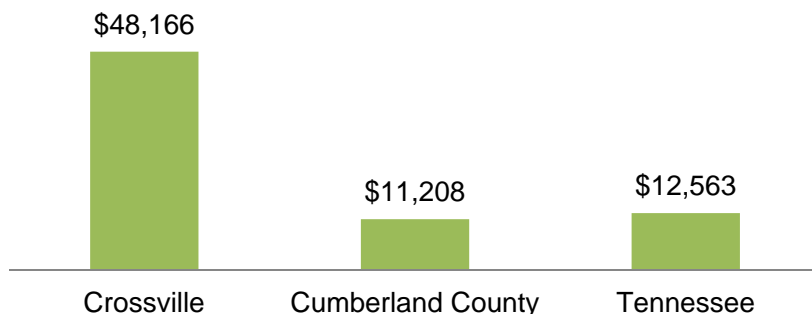
**Figure 1.5: Education**



With lower education levels, we generally find higher poverty rates and lower median household incomes levels, as shown above. Some residents in the community are more likely to rely solely on the city’s parks and recreation department to meet their needs. Therefore, additional consideration should be given to provide ample facilities to serve residents in these low income areas. These factors should be considered when developing facilities and setting policy with respect to fee levels and revenue generation from various park facilities. A one-size-fits-all fees and charges approach does not work well in a community when there are significant disparities in these variables.

Surprisingly, we find that Crossville has significantly high retail sales per capita, as shown in figure 1.6 below, which indicates U.S. Census Bureau 2007 data. In comparison, the city of Manchester, Tennessee generated \$12,563 retail sales per capita in 2007. This data is updated every 5 years and the latest data should be reported soon.

**Figure 1.6: Retail sales per capita, 2007**



Source: U.S. Census Bureau (<http://www.census.gov>)

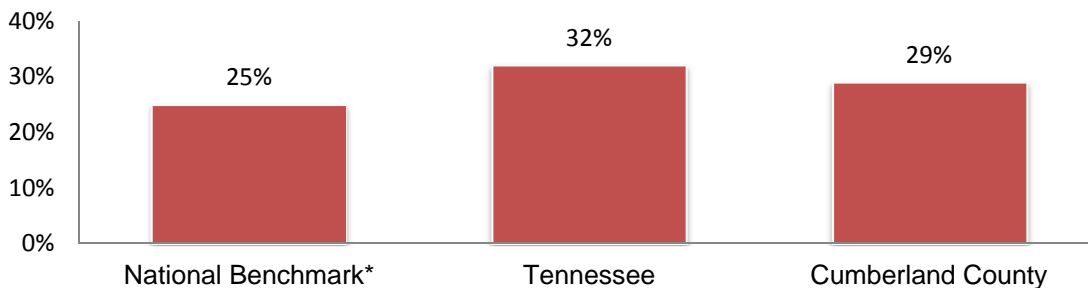
Currently, Cumberland County has a hotel/motel lodging tax. With most of these businesses located in the city limits, and given the higher level of poverty in city limits, it is recommended that the city of Crossville look at opportunities to make capital improvements in cooperation with Cumberland County.

## Health Trends

As part of the research, it is important to review health factors related to inactivity. In general, Americans are less active than in the past due to sedentary lifestyles. This inactivity has led to an obesity epidemic, which continues to grow with the most dramatic increases seen in the South. According to the Center of Disease Control, one in every three U.S. adults and nearly one in five children aged 6–19 years are obese nationwide. Obesity has been linked to increased risk for heart disease, high blood pressure, type 2 diabetes, arthritis-related disability and some cancers.

With concern growing nationally, it is important to look at the health statistics for Crossville. City officials as well as residents of Crossville need to understand these risks because strong action at the community level is critical to addressing chronic disease trends. Data available for Cumberland County reveals a slightly higher adult obesity rate than the national benchmark but lower than the average in the state.

**Figure 1.7: Adult Obesity Rate 2014 Estimate**



Source: [www.countyhealthrankings.org](http://www.countyhealthrankings.org)

\*90th percentile

As shown in figure 1.7, the adult obesity rate is 29% in Cumberland County. While the rate includes the entire county, the numbers are still troubling. We know that people’s environment has an enormous impact on their choices. Having more parks, recreation amenities, sidewalks and greenways can help to improve a community’s overall health. For example, the National Policy & Legal Analysis Network to Prevent Childhood Obesity reported on a study in southern California that found children living near parks had lower body mass indexes than those without easy access to parks. Access to locations for physical activity plays a role in health factors. Although identifying root causes of poor health can be a complex issue, the city should engage residents in order to improve health standards.

## Summary

The demographic review of Crossville revealed several interesting trends about the current and future status of the population. More affluent areas such as Fairfield Glade and Lake Tansi experienced rapid growth (and are expected to continue growing.)

Overall, the population has increased steadily over the past ten years and, not surprisingly, we found that the 55+ age group is growing the fastest. We also found that the predominantly Caucasian population has been gradually diversifying over the last two decades. Both of these trends are prevalent in other communities similar to Crossville and researchers see this following the national trend.

Another national trend occurring in the county, particularly in southern states, is the increasing rate of obesity. Collaborating with health organizations and other stakeholders can help to address these issues, but more work will be needed at the community level in order to better address this epidemic. Studies have speculated that obesity rates in low income areas could be the result of limited opportunities for daily walking as well as access to good nutrition. Recognizing low-income areas that lack parks and/or access to parks is important. This master plan will help to identify opportunities to connect all residents to existing parks as well as identify potential park space that could be used for activities such as a community garden or fitness trail. The increased number of recreation options may also help to promote good health. The Parks and Recreation Department may also consider expanding their partnerships with health organizations, which can lead to improving the facilities, programs and the overall quality of life in Crossville.

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# 02

## Public Input



# 02 Public Input

## Introduction

Public input is a critical component in developing a comprehensive plan for a parks and recreation department. The citizens are the end-users of the parks system and recreation programs. Without strong support and avid usage, the parks system becomes ineffective. For the plan to be effective in improving service delivery and facilities, it must accurately reflect the facilities and programs most desired by the citizens of the community. The



recommendations made in this master plan were driven by public input gathered through a variety of methods, including input recorded in interviews, a public meeting, focus group sessions and an online survey sent to the residents of Crossville.

### Summary of public outreach:

- City Council Presentation – conducted March 26, 2014
- Staff Interviews – conducted April 3-4, 2014
- Citizens Workshop - conducted April 3, 2014
- Citizen Survey – Conducted April 22, 2014 to May 23, 2014

The public input process began with a presentation given at the City Council meeting on March 26, 2014. The presentation outlined the planning process and provided example images of what modern parks and recreation agencies offer in terms of facilities.

Next, we conducted a series of staff interviews with City Council Members, the Mayor, members of the Meadow Park Lake Commission, Crossville staff and Crossville Parks and Recreation staff. These meetings were necessary to develop an understanding of how Crossville functions and gain an understanding of issues that impact the delivery of

recreation services within the community. Meetings with Crossville city staff provided the planning team with an overview of how the recreation and parks staff interact and share information. The interviews also provided insight into staff vision for the long-term planning and administration of the Department, including the identification of priorities.

## Citizens Workshop

On April 3, 2014, Lose & Associates facilitated a Citizens Workshop in a meeting room at City Hall. Approximately fifteen citizens attended the meetings. We began by dividing the group into three tables, with four to five people at each table. During the table exercise, the participants reviewed a series of questions individually and then discussed their answers within their small group. After each question, we posted the answers from each table on the wall and then someone from the table shared their table's collective thoughts to the entire group. Below are the collective responses to the questions from each of the three groups.



### Question 1: What are the five most critical issues facing Crossville?

#### Table A

- Funding to maintain current facilities and plans for future
- Variety of activities (now mostly ball playing)
- Limited scope of marketing
- Lack of indoor space (meeting and recreation)
- Security Issues

#### Table B

- Indoor facility, pools: indoor and outdoor
- Indoor facility, basketball
- Convention (small) type of center
- Walking, cycling, greenway trails
- Funding - corporate \$ in support; charge users

#### Table C

- Sustaining/maintenance of current facilities
- Funding
- Accessibility for handling young child, ADA location
- Promotion/marketing of current facilities
- Services for low income families
- Lack of indoor facilities

**Question 2: Identify the strengths and weaknesses of Crossville.**

**Table A**

Strengths

- Youth programs and strong participation
- Quality of facilities, i.e. softball, soccer, golf, Meadow Park Lake
- Location in the region
- Leaders and volunteers

Weaknesses

- Lack of development plan for Meadow Park Lake
- Lack of football facilities
- Communication, promotion, marketing
- Lack of indoor facility
- No strategic plan

**Table B**

Strengths

- Ballfield facility softball – best in the USA
- Soccer facility
- Skate park
- Volleyball
- Meadow Park Lake, fishing, camping, walking
- The need for golf is being met – attracts tourism

Weaknesses

- Age challenging facilities
- [Lack of] frisbee golf, etc.
- Expand, better use of Meadow Park Lake
- Limited due to weather – cold, snow, season
- City support recreation, no county support presently

**Table C**

Strengths

- Great facilities for soccer, baseball and softball
- Soccer has high utilization

Weaknesses

- Lack of city/county cooperation, need some county funding
- No indoor basketball, track
- Playground at Centennial Park needs updating, bathroom, overall improvement

In **Question 3** we asked, “If money and politics were not issues, what programs would you include in the ideal park system for Crossville? What facilities would you include?” After gathering all the suggestions from the three tables, we ask the participants to vote. Results of the programs and facilities with their corresponding ranking are listed in the table below.

## Question 4: Prioritize the list of ideal programs and facilities identified in Question 3.

Program	Votes	Rank
Running/Walking/Track/Cycling Classes Programs	23	#1
Disc Golf League	11	#2
Indoor Soccer league	8	#3
Swimming Teams/Dive Teams	7	#4
Arts and Craft Classes	5	#5
Music in Park	4	#6
Swimming Lessons	4	#6
Exercise Groups/Zumba/Yoga	4	#6
Flag Football	4	#6
Pickle Ball	3	#7
Senior Citizen Day	3	#7
Dances	2	#8
Fishing Day	2	#8
Facilities	Votes	Rank
Paved Walk/Bike Trails	22	#1
Indoor Facility	22	#1
Swimming Pool Water Park	14	#3
Mini Convention/ Event Center/Multi-Purpose	10	#4
Outdoor Track	4	#5
Playground	3	#6
Senior Center	3	#6
Football Fields	3	#6
Lights on a Golf Course	1	#7

**Question 5: How should CROSSVILLE fund the recommendations that will be identified in this master plan?**

**Table A**

1. User fees
2. Sale of city property bonds
3. Common city/county parks program

**Table B**

1. Events held and charge for events (tourist)
2. Corporate Sponsors
3. Grants/federal and state
4. User fees
5. Advertising, signs, banners, naming rights
6. Partner with County for pool facility or other improvements

**Table C**

1. Low interest long term loans
2. Grants
3. Privatization of certain aspects
4. Tournaments, leagues, gate, the “Sports Capital of Tennessee”
5. Location, location, location

In summary, we found that comments from the workshop were similar to comments during the interviews including support for an indoor facility and trails.

## Community Survey Findings

A statistically valid community survey was launched on April 22, 2014. It was conducted by posting on the Crossville website and promoting on social media outlets. The survey was conducted for four weeks and closed on May 23, 2014. A total of 327 participants responded to the survey with a majority of 80% completing all 33 questions. For a population the size of Crossville, researchers estimate a sampling based on a confidence level of 95% with a confidence interval of 6. For example, if 40% percent of our sample selects an answer, we can be confident that if we had asked the question of the entire relevant population between 34% (40-6) and 46% (40+6) would have picked that answer.

Survey questions assess the different types of programs that citizens are currently participating in and ones in which they show an interest. Questions also assess the priority for future facility development and types of improvements. These survey results provide insight into the community’s desires for public recreation.

The following charts and graphs illustrate some of the survey results and compare responses. Additionally, some of the comments from respondents are included in this section. To see a copy of the survey questions, refer to the Appendix.



## Program and Activity Participation

To find out what programs and activities respondents prefer and which ones they would like to participate in, we asked a series of questions that listed programs and activities typically offered by parks and recreation departments. The programs and activities were classified into four categories: Youth, Adult, Senior and Special Events/Classes. Participants were asked to place a check next to the programs and activities that they or their family members have and/or would like to participate in. Through these questions, the survey results revealed that the majority of the respondents and their family have participated in youth and adult sport activities, such as baseball, basketball and soccer. The responses are similar to trends we have seen in other similar communities.

### Top five youth sport activities:

#### Have participated in:

Youth Sports: Baseball League	98 responses
Youth Sports: Basketball League	69 responses
Youth Sports: Soccer League	65 responses
Youth Sports: Softball - Fast Pitch	35 responses
Youth Sports: Cheerleading	33 responses

When asked to identify the sport activities that they and their families would like to participate in from the same list, respondents revealed a strong desire for archery and swim team. Listed below are the five activities and the number of responses.

#### Would like to participate in:

Youth Sports: Archery	101 responses
Youth Sports: Swim Team	93 responses
Youth Sports: Indoor Soccer	58 responses
Youth Sports: Disc Golf League	55 responses
Youth Sports: Basketball League	54 responses

In the analysis of the survey results for adult sports, the following programs and activities are the top five that respondents have participated in and ones they would like to participate. We find a higher number of responses for activities that they would like to participate. The only overlapping program is fishing leagues.

### Top five adult sport activities:

#### Have participated in:

Adult Sports: Softball Leagues	41 responses
Adult Sports: Flag Football Leagues	22 responses
Adult Sports: Baseball Leagues	20 responses
Adult Sports: Fishing Leagues	14 responses
Adult Sports: Golf Leagues	13 responses

**Would like to participate in:**

Adult Sports: Outdoor Fitness Classes	89 responses
Adult Sports: Kayaking/ Canoeing Classes	87 responses
Adult Sports: Co-ed Volleyball	63 responses
Adult Sports: Fishing Leagues	59 responses
Adult Sports: Volleyball Leagues	57 responses

In the next category, we asked respondents to place a check next to the Adventure and Youth Programs that they or a member of their family have and/or would like to participate in. Below are the top five responses.

**Top five Adventure and Youth Programs activities:****Have participated in:**

Adventure Trips	23 responses
Rock Climbing Programs	20 responses
Youth Programs: Art Classes	18 responses
Kayaks/Canoe Classes	16 responses
Youth Programs: Swimming Lessons	16 responses

**Would like to participate in:**

Adventure Trips	133 responses
Zip Lining Programs	124 responses
Kayaks/Canoe Classes	110 responses
Youth Programs: Swimming Lessons	102 responses
Rock Climbing Programs	94 responses

In the category of active adults or senior, we find an extremely low amount of responses for the items listed when asked, "What activities you have participated in?" See the list below for the top five and the low response rate. Health/Fitness Classes was the most chosen but only had 16 total responses.

When asked about what activities you would like to participate in, we find the top five have a much higher response rate with Health/Fitness and Aerobics Classes being the most chosen.

**Top five senior activities:****Have participated in:**

Active Adult Programs: Health/Fitness Classes	16 responses
Active Adult Programs: Aerobics Classes	14 responses
Active Adult Programs: Golf Tournaments	11 responses
Active Adult Programs: Walking Club	8 responses
Active Adult Programs: Computer Classes	7 responses

**Would like to participate in:**

Active Adult Programs: Health/Fitness Classes	60 responses (tied)
Active Adult Programs: Aerobics Classes	60 responses
Active Adult Programs: Gardening	55 responses
Active Adult Programs: Walking Club	53 responses
Active Adult Programs: Cooking Classes	52 responses
Active Adult Programs: Photography Classes	51 responses

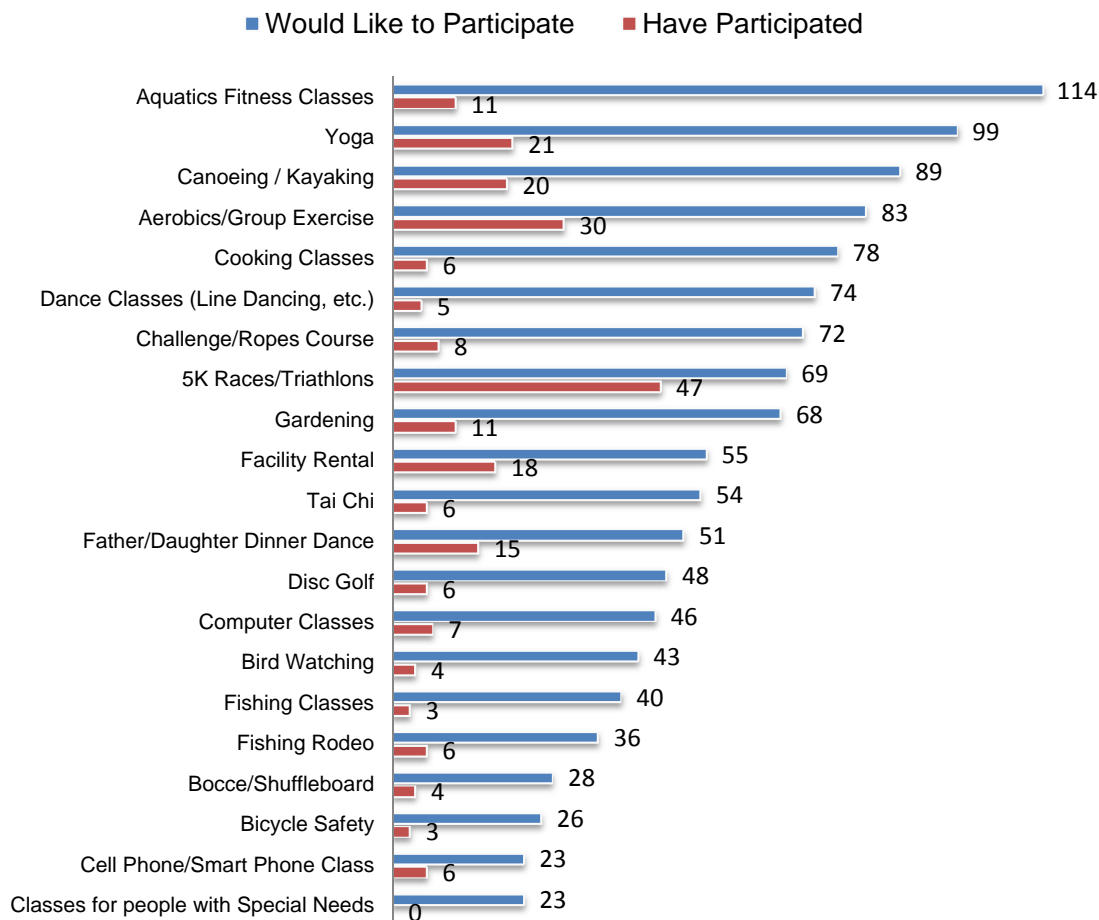
In order to find out what special events, classes and general park activities that respondents have participated in and would like to participate in, we listed special events and classes. In analyzing the survey results, the following programs and activities are the top five that respondents and their families have participated in. For a complete list, see Figure 2.1.

**Top five Special Events, Classes, Cultural Arts and General Park Activities:****Have participated in:**

5K Races/Triathlons	47 responses
Aerobics/Group Exercise	30 responses
Yoga	21 responses
Canoeing / Kayaking	20 responses
Facility Rental	18 responses

**Would like to participate in:**

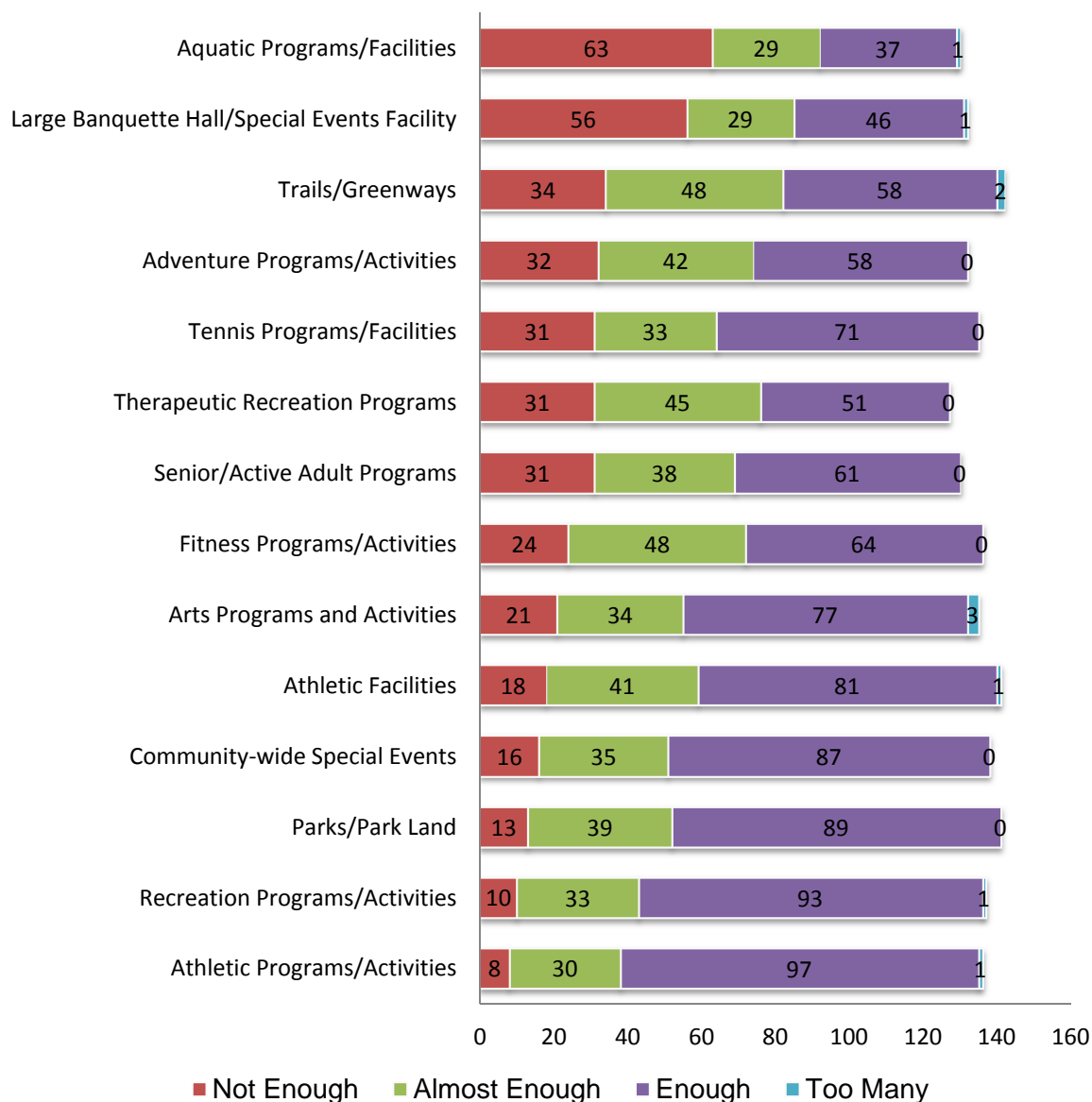
Aquatics Fitness Classes	114 responses
Yoga	99 responses
Canoeing / Kayaking	89 responses
Aerobics/Group Exercise	83 responses
Cooking Classes	78 responses

**Figure 2.1: Special Events, Classes and General Park Activities**

## Park and Program Usage

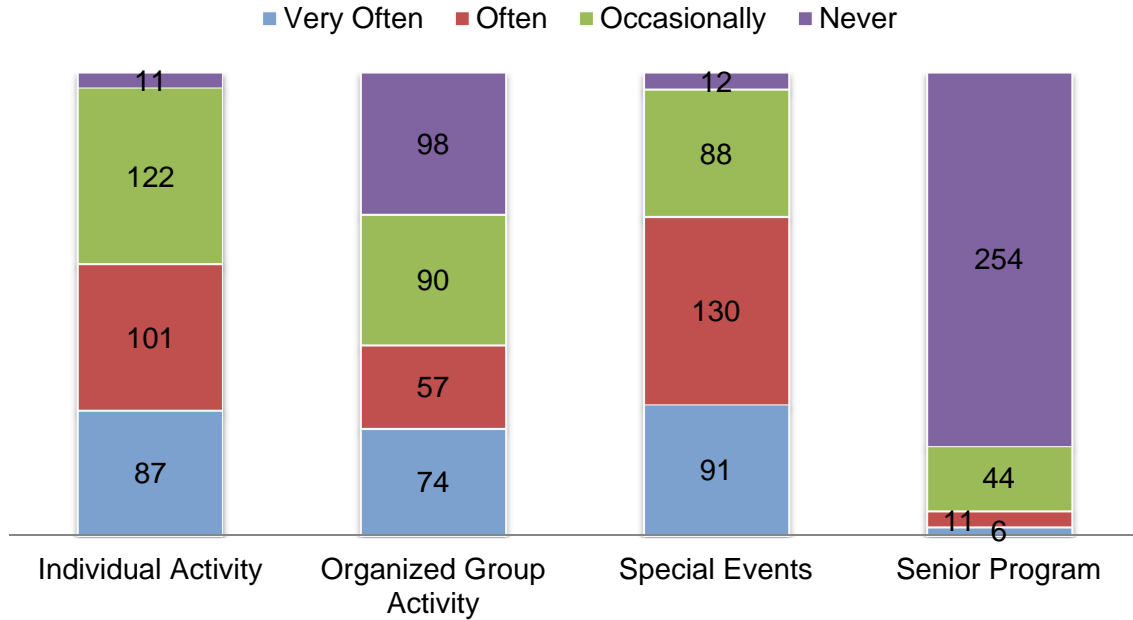
By utilizing the survey, researchers are able to find out more about park and program usage in Crossville. Survey respondents were asked, “Overall, how well do you think the following facilities, programs and activities provided by Crossville Parks and Recreation are currently meeting the needs of the community?” (See Figure 2.2). While most respondents indicated that there are “enough” parks, athletic programs/activities, recreation programs/activities and park land, very few respondents indicated that the Crossville Parks and Recreation provided “too many” of the items listed. In the “not enough” category, we find the highest amount in the aquatic programs/facilities and large banquet hall/special events facility.

**Figure 2.2: Overall, how well do you think the following facilities, programs and activities provided by Crossville are currently meeting the needs of the community? Please check appropriate response.**



Next, we asked, “using the list below, indicate how often you take part in the following parks and recreation programs.” We listed special events, passive park usage, individual activity, organized group activity, and senior programs. Not surprisingly, most had not participated in the senior programs; we found most individuals had participated in individual and passive park activities.

**Figure 2.3: Using the list below, indicate how often you take part in the following parks and recreation programs:**



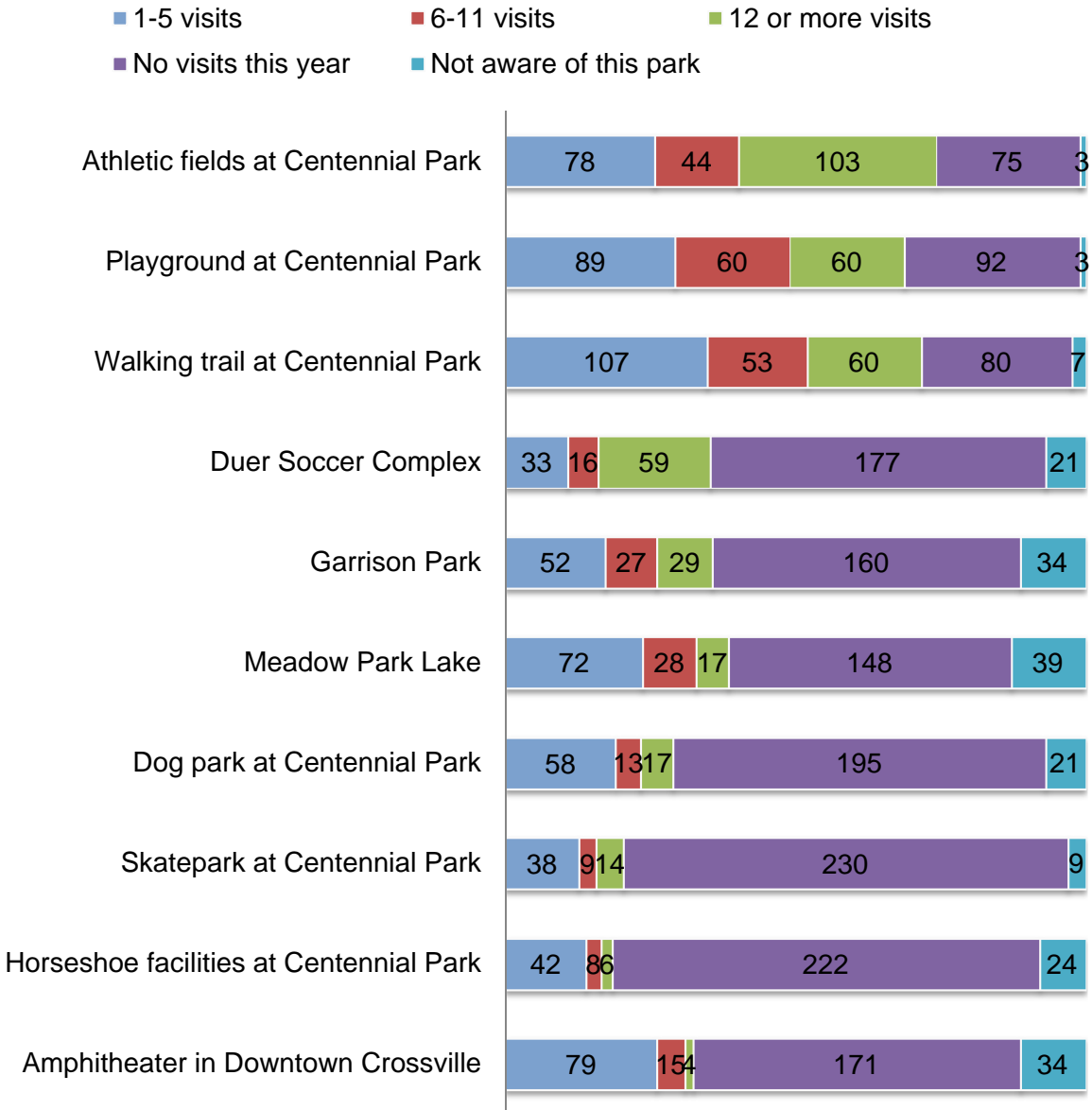
Below are the examples provided for each type of activity:

- Individual Activity - walking, bicycling, picnicking, fishing, flying kites, bird watching, instructional program, visiting a playground and/or skateboarding
- Organized Group Activity - soccer, baseball, football, tennis, volleyball and/or horseshoes
- Special Events - Waterfest, 4th of July Fireworks, Christmas Parade, performances at Palace Theater and/or the downtown amphitheater
- Senior Program - Bingo, cards, billiards, walking, fitness and classes

Then, we requested, “for each of the parks listed below, please indicate how often you and / or members of your household have visited in the past year.” See Figure 2.4 for response data.



**Figure 2.4: For each of the parks listed below, please indicate how often you and or members of your household have visited in the past year.**



During the analysis, we combine 1-5 visits, 6-11 visits and 12 or more visits. The five parks with the most visits (combined) per the survey responses were:

Athletic fields at Centennial Park	225 responses
Walking trail at Centennial Park	220 responses
Playground at Centennial Park	209 responses
Meadow Park Lake	117 responses
Duer Soccer Complex	108 responses (tied)
Garrison Park	108 responses

The five parks with the highest “no visits” per the survey responses were:

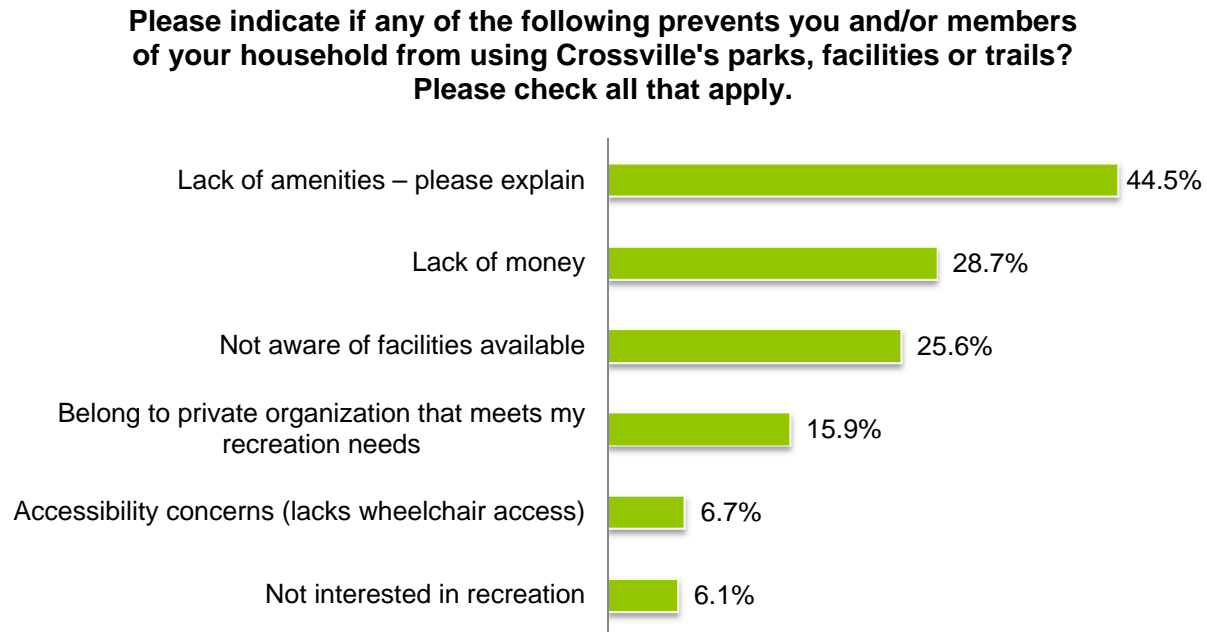
Skatepark at Centennial Park	230 responses
Horseshoe facilities at Centennial Park	222 responses
Dog park at Centennial Park	195 responses
Duer Soccer Complex	177 responses
Amphitheater in Downtown Crossville	171 responses

While we were not surprised by most of these parks scoring low due to the nature of the specialized activity at the parks such as soccer, we were surprised that the amphitheater had a low number of visits.

## Barriers to Park Usage

The survey asked residents to indicate what prevents them and their family from using parks, facilities or trails. For this question, respondents could select multiple answers, which is why the percentages listed do not equal 100%. The most votes were given to “lack of amenities” with “lack of money” falling into second place. Next, we find “not aware of facilities available” as the third most chosen category. See Figure 2.5.

**Figure 2.5: Barriers to Park Usage**



Under “lack of amenities – please explain,” we gathered 72 responses. Almost 40% of the responses were related to providing an indoor facilities, an aquatics facility or YMCA type of facility. Some of the other comments are listed below:

- *The lights almost never work at the volleyball courts or the basketball courts*
- *Not enough light on walking trail to feel safe at dusk or later*
- *Need more for dogs please*
- *No swimming in Crossville*
- *Need more trails*
- *Need a health, fitness, swimming facility*
- *No bike trails*
- *Youth basketball league needed*
- *We need more cleared trails and space. I would love to see a greenway!*
- *Walking trail too narrow and steep for kids and bikes*
- *Would use more if more was available to do.*
- *We need more public basketball courts. The courts in town also need improvement.*
- *No long running trails*

## Access to the Parks

As part of the survey, respondents were asked how far they would be willing to walk or bike to parks and recreation facilities.

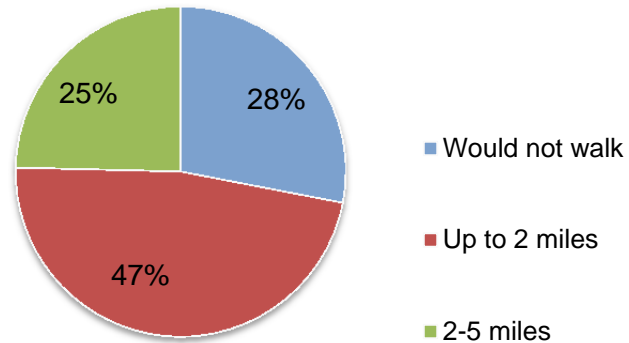
A total of 72% indicated they would walk up to two miles or 2-5 miles to reach parks and only 28% said they would not walk. The reason for those who would not walk could be influenced by perceptions of safety along the roadways or sidewalks, the distance of their homes from existing parks, and preference for automobile travel.

Biking had a higher percentage of respondents who would not bike (34%), which leaves 66% percent willing to bike.

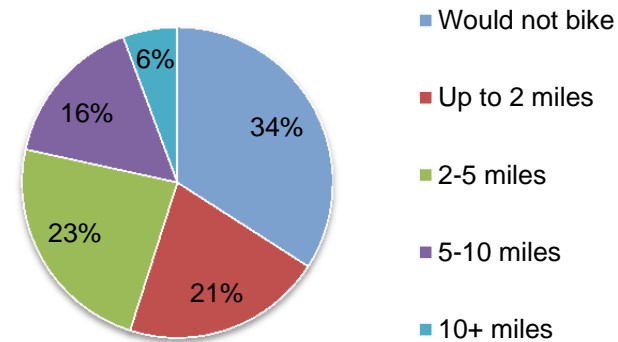
With more than half willing to walk or bike, we find this encouraging. It could mean that, with more bicycle infrastructure at parks and the addition of other safety improvements such as bike lanes and greenways, Crossville could see an increase in alternative transportation.

When asked about driving to parks, researchers found that most respondents are willing to drive up to 30 minutes (47%). Compared to other communities, these results are high and may be the result of respondents having to travel for current recreation activities. The next series of questions broach these issues and provides some insight.

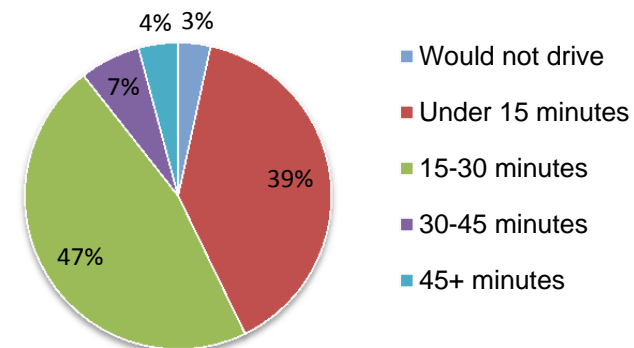
**Figure 2.6: Walk**



**Figure 2.7: Bike**

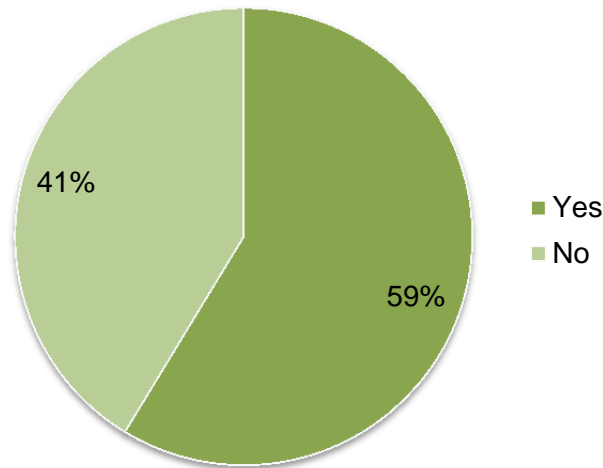


**Figure 2.8: Drive**



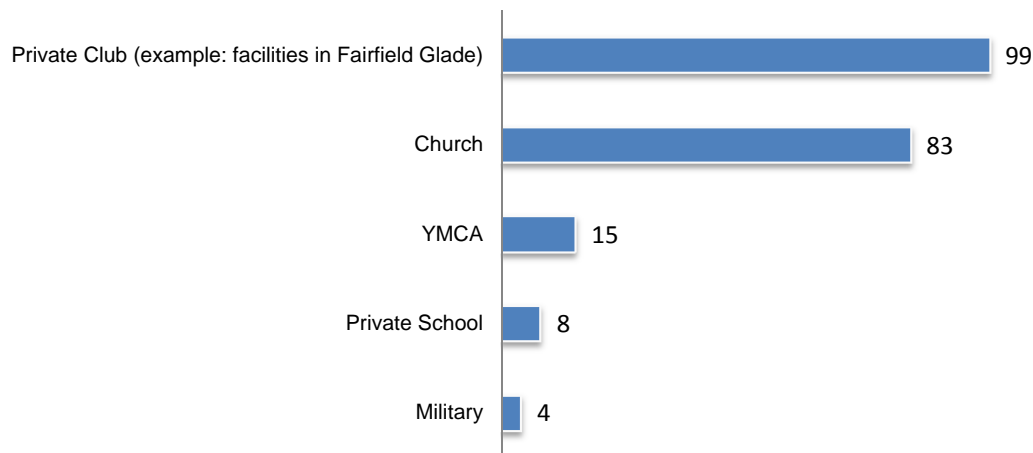
Researchers wanted to find out if respondents are traveling outside of Crossville for parks and recreation activities. The next figure indicates that the majority of respondents (59%) travel outside of Crossville to use parks and recreation facilities.

**Figure 2.9: Do you travel outside Crossville to use parks and recreation facilities?**



To find out what other providers of parks and recreation participants are using, we asked and found that many are using private clubs.

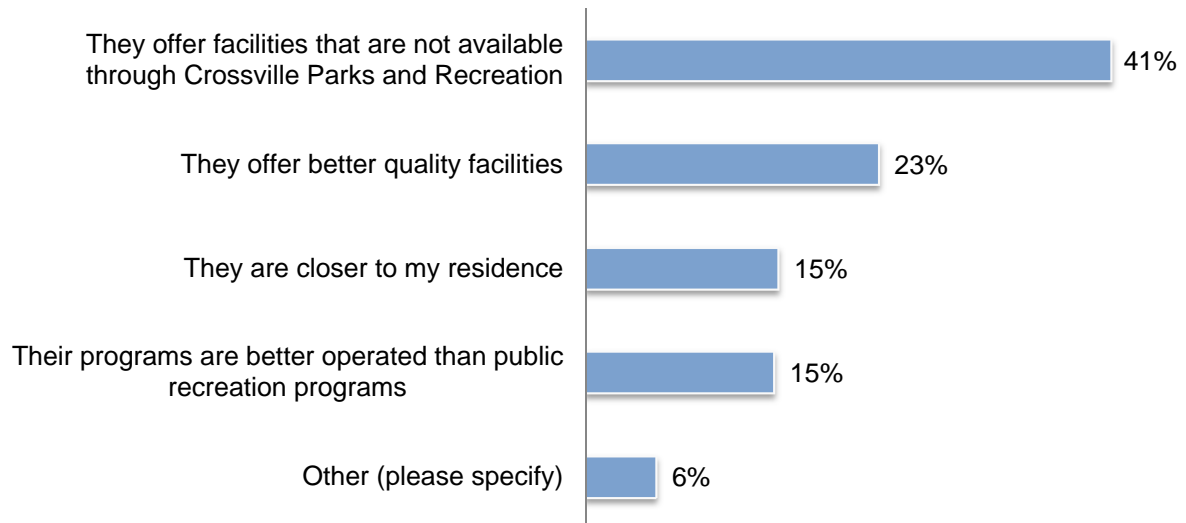
**Figure 2.10: Do you use recreation facilities offered by a church or other private providers?**



To understand why respondents use these other providers, we find that, mostly, it is because the other providers offer facilities not provided by Crossville (41%) or the facilities are better quality (23%). (See Figure 2.11)

**Figure 2.11: Factors that influence use of other facilities.**

**If you answered yes above, please check the factors that influence your decision to use these other facilities:**



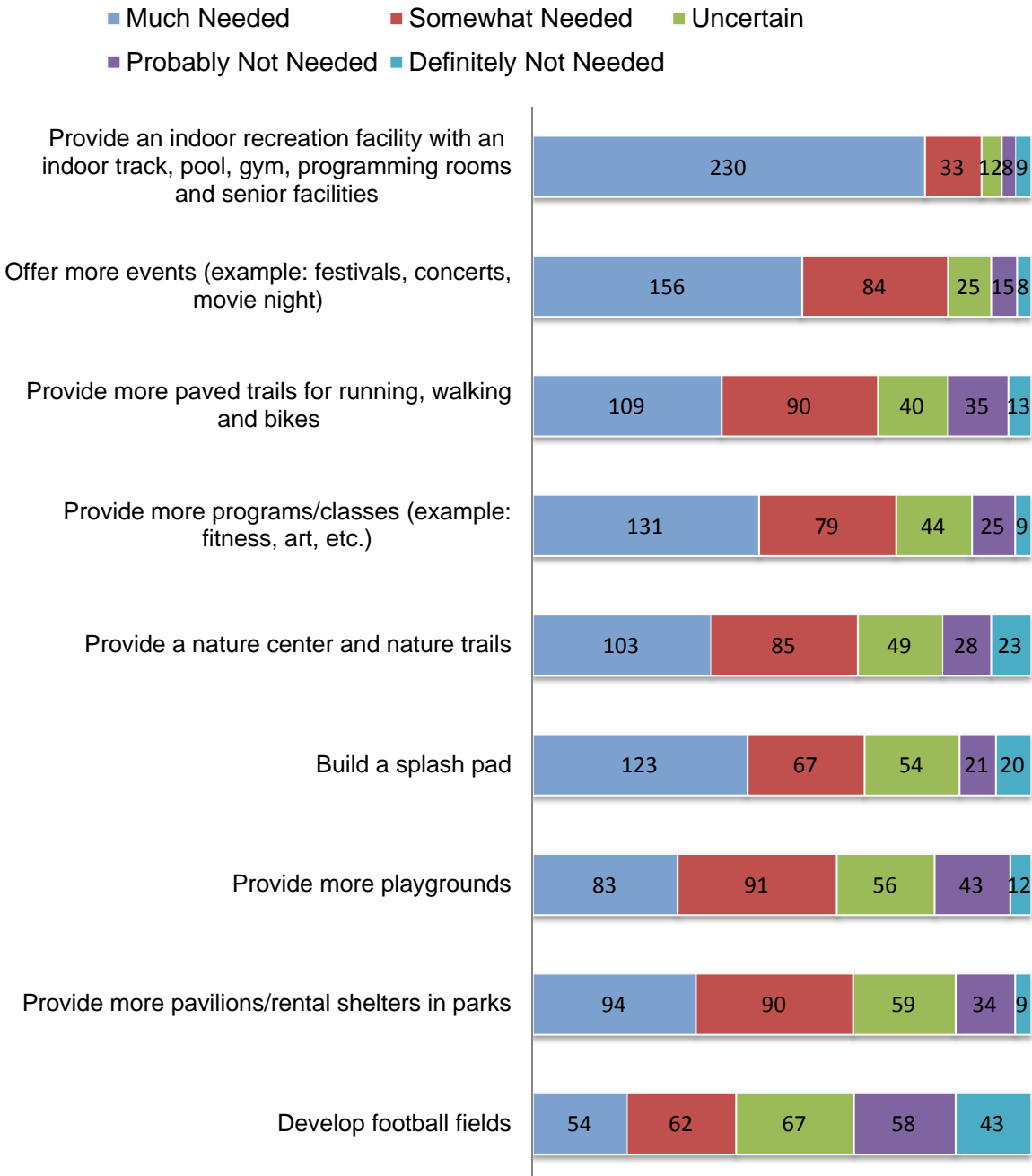
Under “Other (please specify)”, comments included:

- Our church has a gym for basketball, and a playground for the kids
- I use the Wellness Center in Crossville for strength training. Crossville doesn't have anything like that
- I just enjoy the parks and the waterfalls
- The CMC Wellness Complex has an indoor pool for year-round exercise.
- There are county facilities that offer sports programs for all, indoor & outdoor swimming, tennis, bike paths, etc.
- Exercise programs operated by the wellness center. City doesn't need to compete with other ongoing operations
- Just need more choices and variety
- It is the church that I go to

## Facility Priorities

In order to get a better understanding of the facilities priorities, we asked respondents to help prioritize funding improvements (see Figure 2.12).

**Figure 2.12: Listed below are some projects that Crossville may consider adding if funding is available. Please indicate what you feel is the level of need for each item.**





Below are the top five selected as “most needed”, the top five “somewhat” + “much needed” and five “definitely not needed” items.

**Top five most needed:**

Provide an indoor recreation facility with an indoor track, pool, gym, programming rooms and senior facilities	230 responses
Offer more events (example: festivals, concerts, movie night)	156 responses
Provide more programs/classes (example: fitness, art, etc.)	131 responses
Build a splash pad	123 responses
Provide more paved trails for running, walking and bikes	109 responses

**Top five somewhat AND much needed:**

Provide an indoor recreation facility with an indoor track, pool, gym, programming rooms and senior facilities	263 responses
Offer more events (example: festivals, concerts, movie night)	240 responses
Provide more programs/classes (example: fitness, art, etc.)	210 responses
Provide more paved trails for running, walking and bikes	199 responses
Build a splash pad	190 responses

**Top five definitely not needed:**

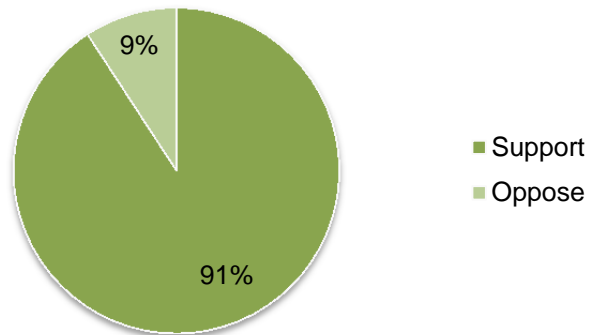
Develop football fields	43 responses
Provide a nature center and nature trails	23 responses
Build a splash pad	20 responses
Provide more paved trails for running, walking and bikes	13 responses
Provide more playgrounds	12 responses

In reviewing answers for this question, it is clear that responders desire an indoor facility. They also support more events and programs and we find strong support for a splash pad. We notice that most of the organized sport activities scored low on this question. This response is expected given that individual activities appeal to a greater number of people, in general. What is notable is the low amount of votes given to the top “definitely not needed” items. The “provide more synthetic turf sports fields” option, which received the most “definitely not needed” votes, received only 43 votes out of 146 total in the column as opposed to the number of “most needed” column, which totaled 1,083. It appears that the majority of respondents were not against the improvements but Crossville will need to focus on explaining the benefits to the community if they decide to make improvements such as develop football fields or provide a nature center and nature trails. The highest “uncertain” responses were for “develop football fields” (67 votes). This result also suggests that the public may need more information about these items.

Next, we asked, “Do you support or oppose the town developing more indoor recreation facilities that allow year-round programming of recreation and athletic programs?” We find that the majority are supportive of Crossville developing more indoor recreation facilities.

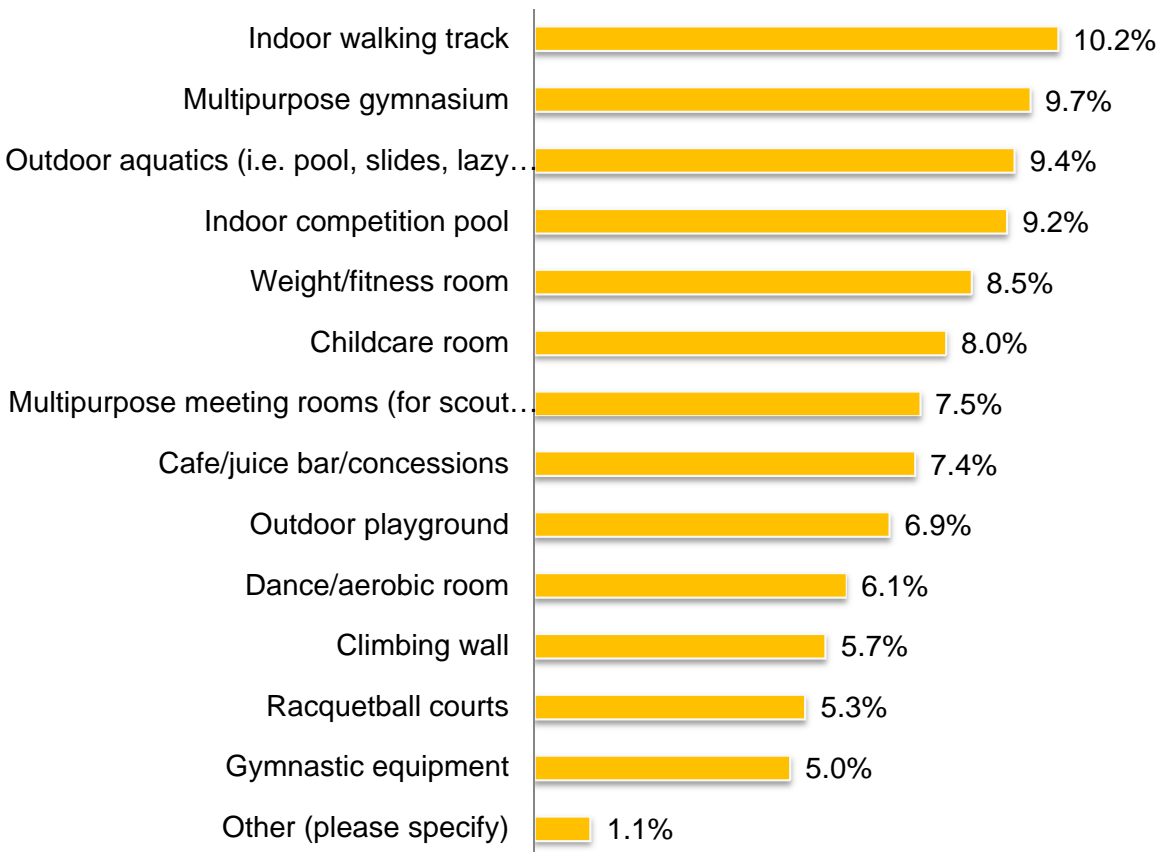
**Figure 2.13: Do you support or oppose Crossville developing indoor recreation facilities that allow year-round programming of recreation and athletic programs?**

**91% SUPPORT**  
developing more indoor recreation facilities



In order to get a better understanding of what components should be included in a multipurpose community center, we asked survey participants to choose from a list of components. (See Figure 2.14).

**Figure 2.14: If Crossville were to build a large indoor recreation facility, which of the components listed below should be included?**

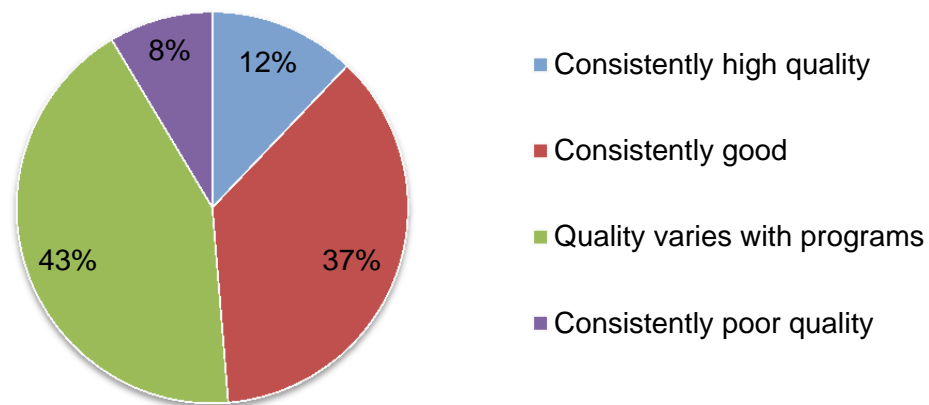


Under “other (please specify), we had 21 comments with most restating the need for a pool but several also mentioned the need for basketball courts. Additional ideas included a game room, equipment rental program and a challenge course.

## Overall Performance

Respondents were asked to give Crossville Parks and Recreation Department a grade as to the overall quality of the parks and recreation programs and activities. Of the 314 responses, 43% selected “quality varies with programs.” We found 37% rated the programs and activities “consistently good” and 12% rated them “consistently high quality.” In comparison to surveys conducted in other communities, this rating is low. With 8% selecting “consistently poor quality” even though the community has built new facilities in recent years, these results indicate a larger dissatisfaction than our researchers have seen compared to other communities.

**Figure 2.15: How would you rate the Crossville Parks and Recreation programs and activities?**



In order to get a better understanding of the facility priorities, we asked respondents to “please indicate if you agree, disagree or do not know about the following statements” (see Figure 2.16). The top five choices for “Agree” and “Disagree” are below.

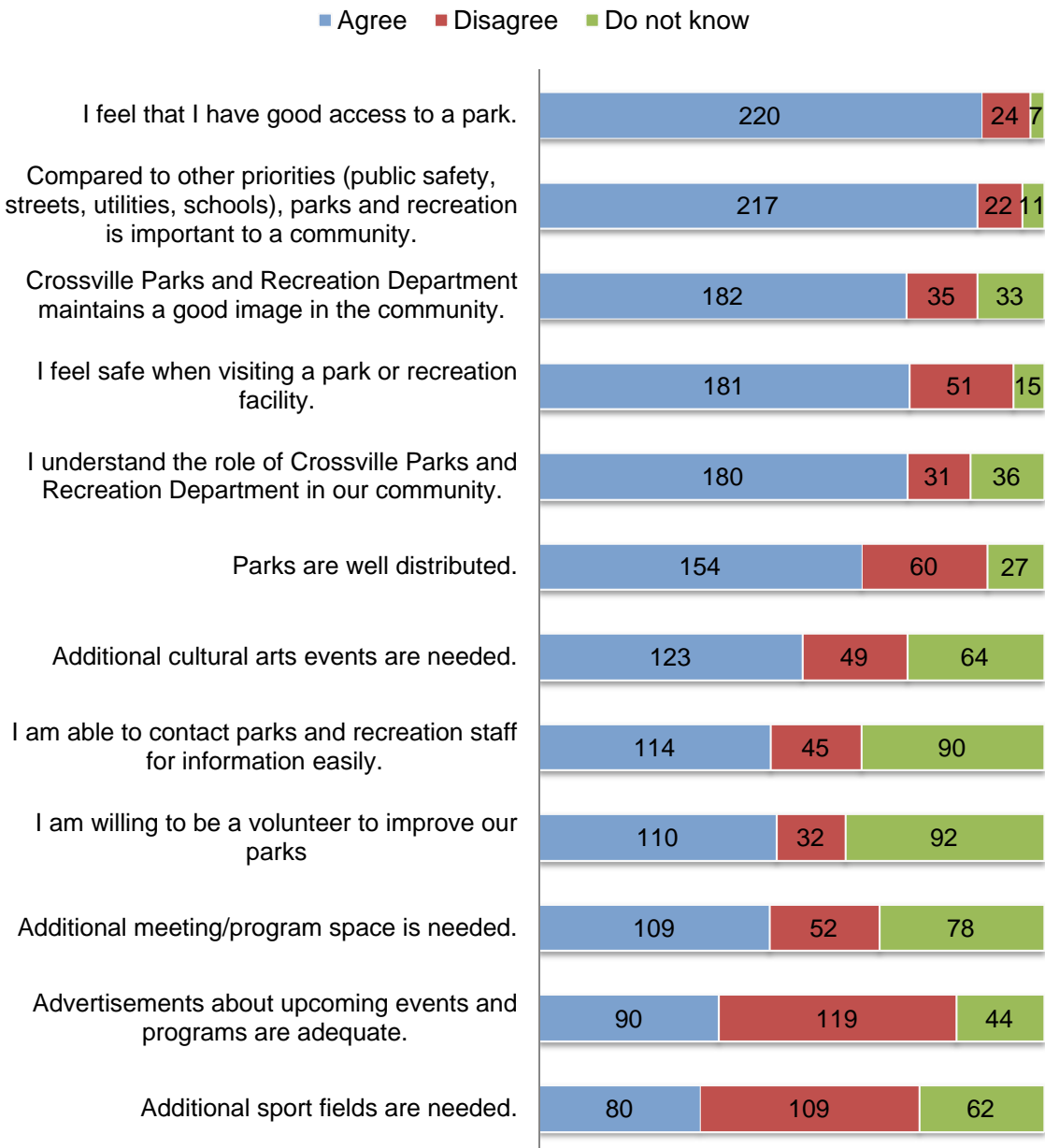
### The top five “Agree” choices were:

- I feel that I have good access to a park.
- Compared to other priorities (public safety, streets, utilities, schools), parks and recreation is important to a community.
- Crossville Parks and Recreation Department maintains a good image in the community.
- I feel safe when visiting a park or recreation facility.
- I understand the role of Crossville Parks and Recreation Department for our community.

### The top five “Disagree” choices were:

- Advertisements about upcoming events and programs are adequate.
- Additional sport fields are needed.
- Parks are well distributed.
- Additional meeting/program space is needed.
- I feel safe when visiting a park or recreation facility.

**Figure 2.16: Please indicate if you agree, disagree or do not know about the following statements.**



Notably, 84% of the 257 respondents to this question feel that a good parks and recreation system is just as important as schools, fire and police protection. As shown in Figure 2.16, this statement had the second highest selection for “agree.” Although the majority of respondents selected that they agree with “I feel that I have good access to a park,” we also find that 60 respondents feel that the parks are not well distributed.

**84%** feel a good parks and recreation system is just as important as schools, fire and police protection

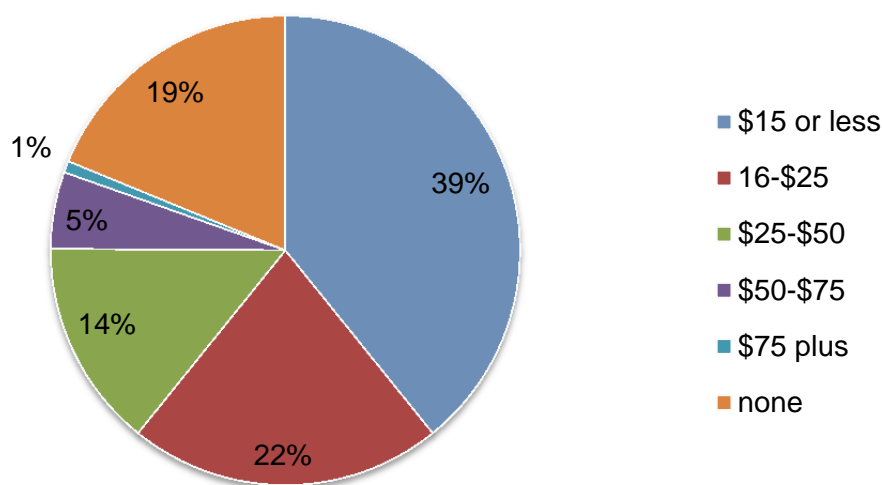
## Funding

Many parks and recreation departments are seeing more of their budgets cut and tax payers resisting any increase to fees despite greater demands on the system. In our next set of questions, we asked respondents of Crossville about their willingness to contribute.

81% willing to provide some type of financial support

We asked, “How much would you be willing to spend per month per household to support improved park maintenance and recreation services?” We found that overall, 81% would be willing to provide some type of financial support for improved park maintenance and recreation services with only 19% unwilling to provide any support. See figure 2.17 for a breakdown of the categories.

**Figure 2.17: Willingness to Spend Per Month Per Household**

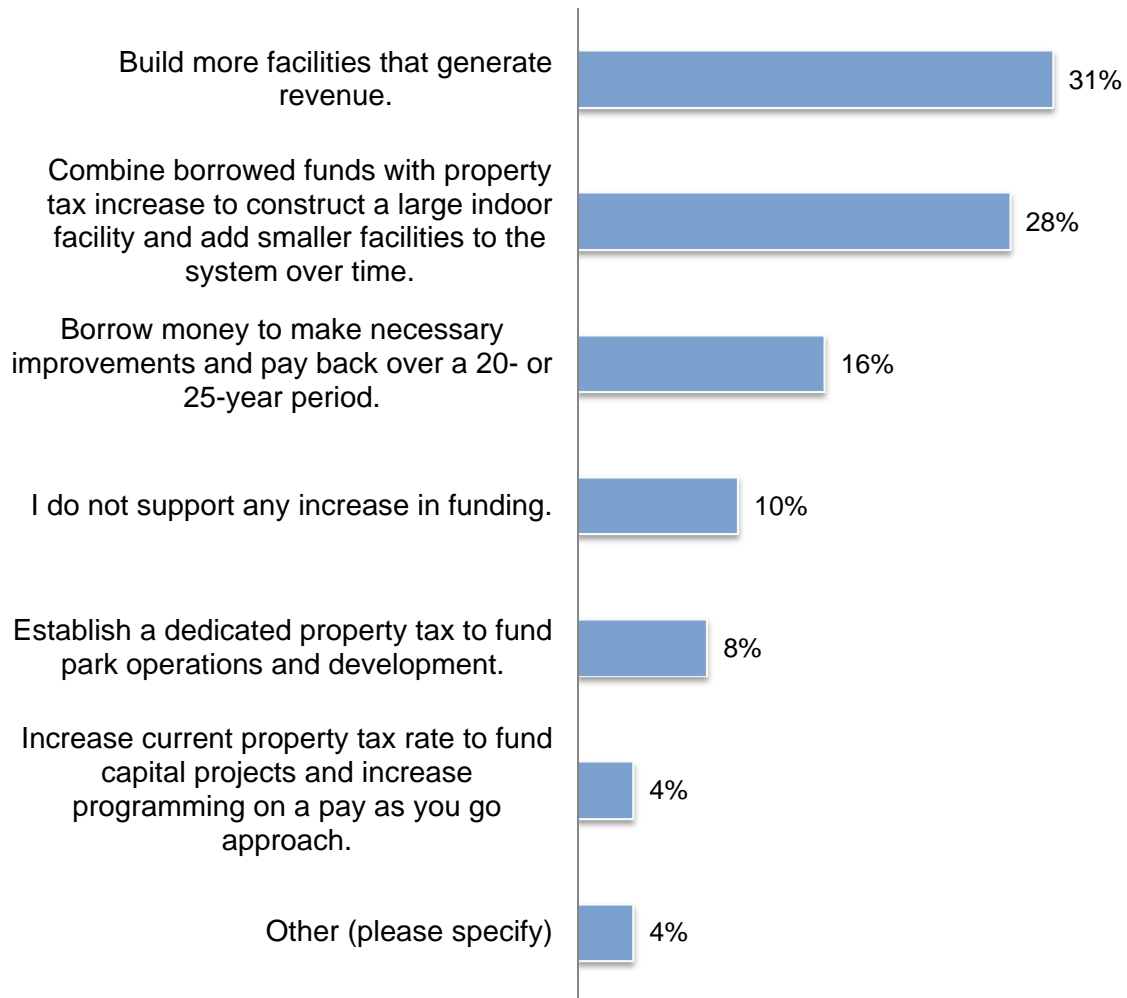


The following question asked respondents what methods of funding they prefer for parkland acquisition, greenway and park facility renovation and development. Respondents were asked to indicate all funding options that they would support. The strongest support is for “Building more facilities that generate revenue” (31%) with “Combine borrowed funds with property tax increase to construct a large indoor facility and add smaller facilities to the system over time” (28%). Researchers were surprised to see respondents support a property increase given a general resistances to tax increases across the state. The results suggest that the demand for an indoor facility is significant.

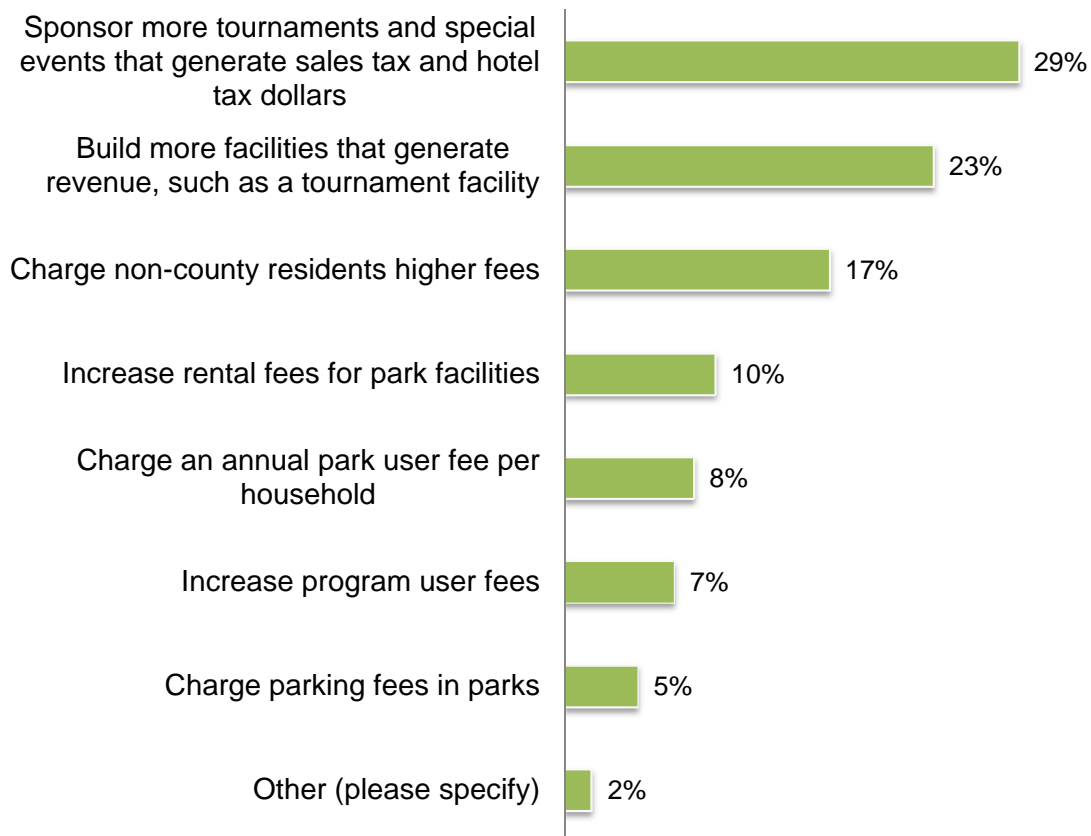
In order to generate revenue to improve park maintenance and recreation programs offered in Crossville, we asked respondents to indicate all options that you would support for

increasing funding for parks. The most popular answer was, “Sponsor more tournaments and special events that generate sales tax and hotel tax dollars” and “Build more facilities that generate revenue, such as a tournament facility.” The least favorite options were “Charge parking fees in parks.”

**Figure 2.18: Which method of funding for parkland acquisition, greenway and park facility renovation and development would you prefer?**



**Figure 2.19: In order to generate needed revenue to improve park facilities and recreation programs offered, please indicate all options that you would support for increasing funding for parks.**



When asked what other ideas that respondents had for generating revenue, they stated that funding levels were fine and the city needs to spend wisely. Below are some additional comments from respondents (note: some answers were combined and/or paraphrased).

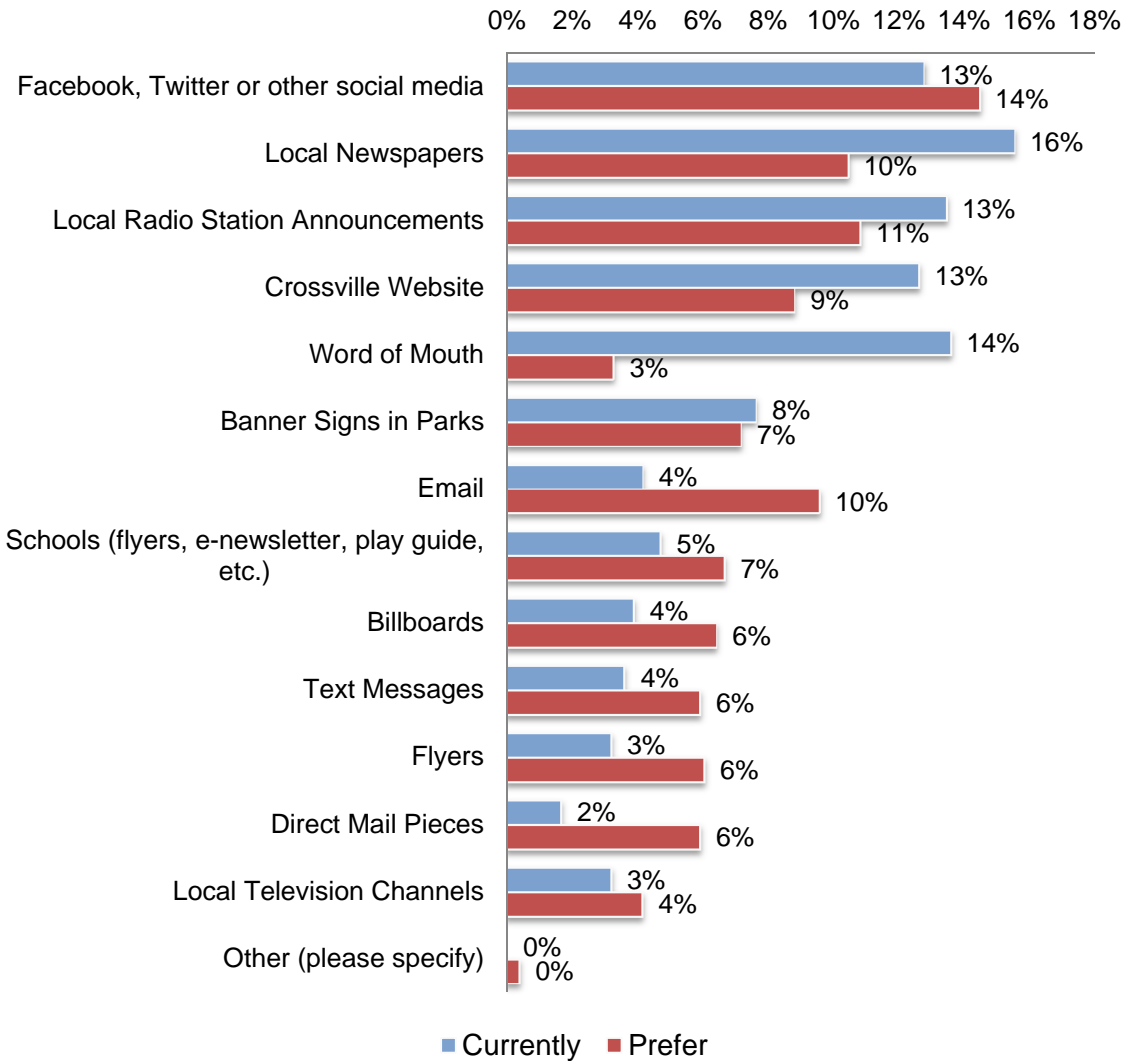
- *Balance the city's budget.*
- *Take donations! The folk that want it should held support it!*
- *Adding an indoor pool facility would bring in income*
- *Increase fees if baseball season is extended. Need to have more local tournaments to get the residents of the county involved.*
- *Charge per day per family*
- *Charge non CITY residents a higher fee*
- *Many parks in other parts of the country charge an entry fee (i.e.-\$1 day pass car window sticker or an annual pass car window sticker.*
- *Make them self sufficient*
- *Establish perks for people who donate so much.*



## Marketing

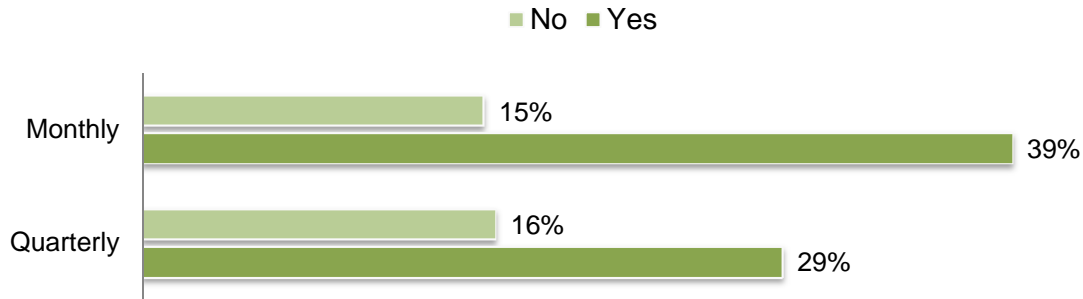
To determine how individuals find out about upcoming activities, the survey asked respondents to indicate the most common method for obtaining information about Crossville’s recreation events and programs. The most common information dissemination methods are through the local newspapers (16%). The most common “preferred” method is using social media (14%). See Figure 2.20.

**Figure 2.20: Please indicate which of the following ways you currently and prefer to get information about events and programs?**



While direct email did not score as high, Crossville should consider sending direct emails and using newsletter services such as [Emma](#) or [MailChimp](#) for marketing through email. Sign-up links should be marketed through the Crossville website and through other social media outlets. We asked how often newsletters should be sent, and recommend the following: We believe that Crossville should provide a monthly newsletter to keep users more informed by having a sign-up on the Crossville website and an unsubscribe option on the newsletter itself. The newsletters are cost-effective and recipients can easily share information with friends, family, co-workers, etc.

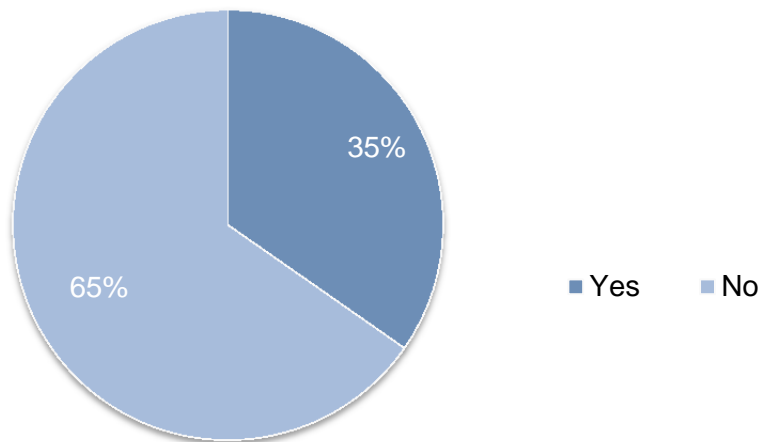
**Figure 2.21: Do you prefer a monthly or quarterly newsletter?**



We find that when asked if current marketing efforts by Crossville keeps you and your family informed on the recreation program opportunities that most individuals feel that they are not informed.

**65%** feel the current marketing efforts are not keeping them informed

**Figure 2.22: Do you feel current marketing efforts by Crossville Parks and Recreation Department keeps you and your family informed about recreation program opportunities?**

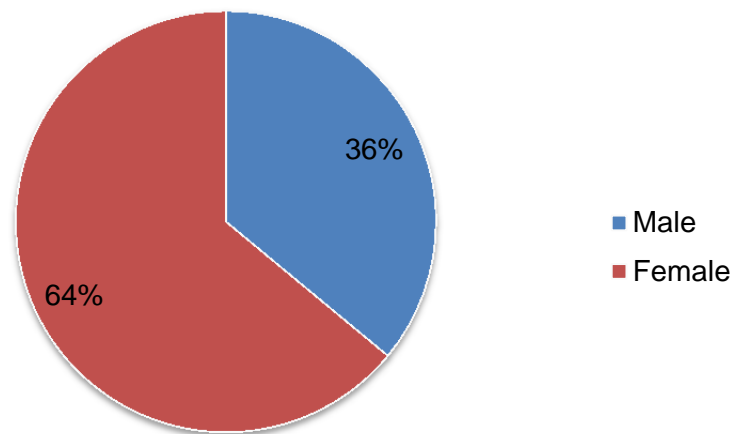


The team researchers found the website to be up to date and easy to use. We found the calendar of events listed on the website helpful and, again, we suggest using an emailed monthly newsletter. The newsletter can help publicize upcoming events community-wide and provide updates on park projects and volunteer opportunities.

## Respondents' Demographics

The last section of the survey requested information about the respondents. While many of the questions are basic, the results provide insight on whether the survey reached a representative group of citizens when compared to census data. Overall, we find a similar demographic. However, we had a slightly higher number of females respond to the survey (see Figure 2.23). We find that females represented the majority of respondents in the surveys (64%). In comparison, the U.S. Census Bureau estimates approximately 52.8% of the population in Crossville is female.

**Figure 2.23: Please indicate your gender.**



Researchers found the majority of the respondents were in the 35-44 age groups (32%), which is similar to U.S. Census Bureau data, which notes the median age is 39 years old.

**Figure 2.24: Please indicate your age.**

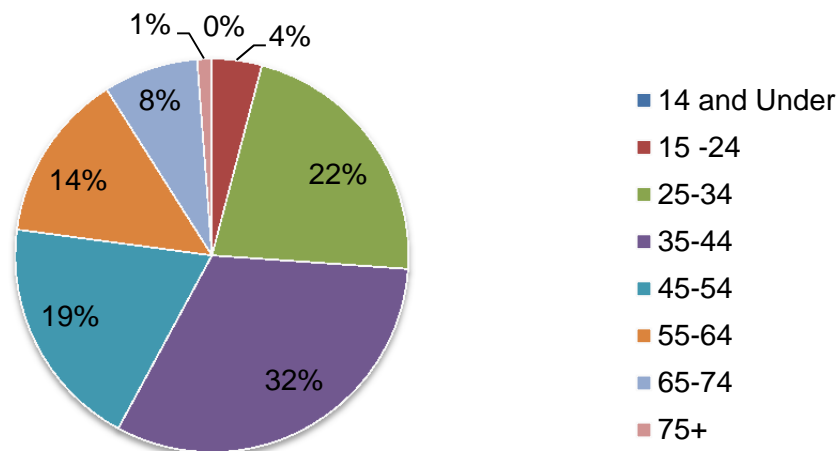


Figure 2.25 is a chart of the respondents' household types. The majority of respondents were couples with children (58%). Of those respondents that had children in their homes, most had children ages 5 to 11 (92 votes). The next most common household for the respondents was couples with children but children no longer at home (15%).

**Figure 2.25: Which of the following best describes your household?**

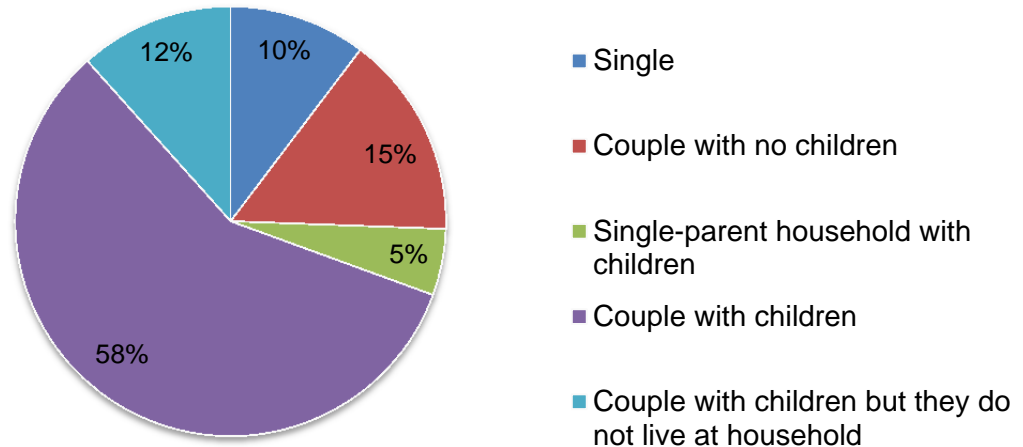
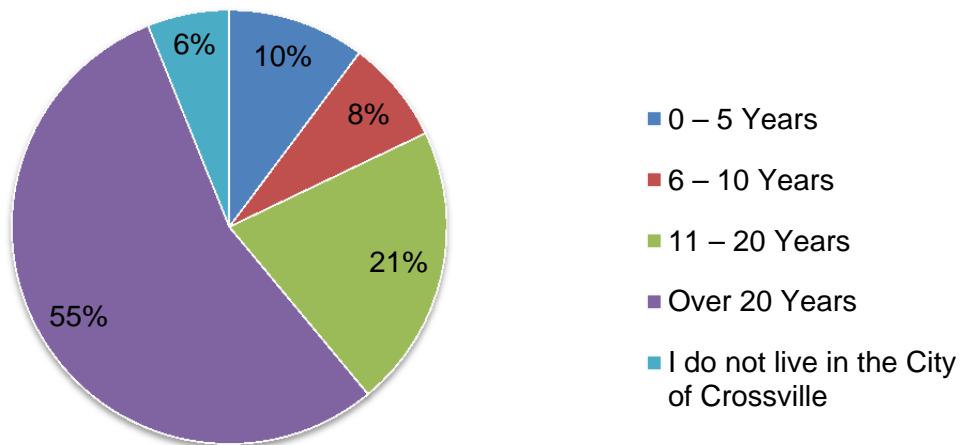


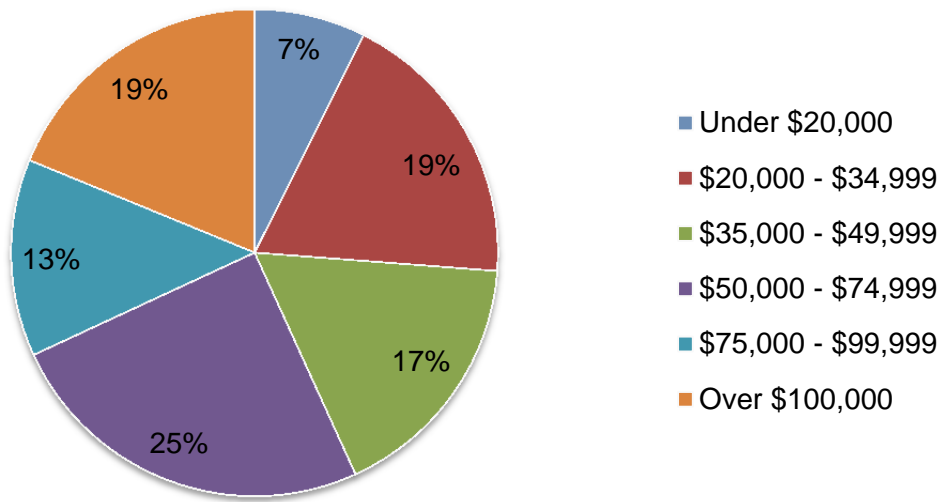
Figure 2.26 is a chart indicating how long respondents have lived in Crossville. The majority have lived in Crossville over 20 years (55%)

**Figure 2.26: How long have you lived in Crossville?**



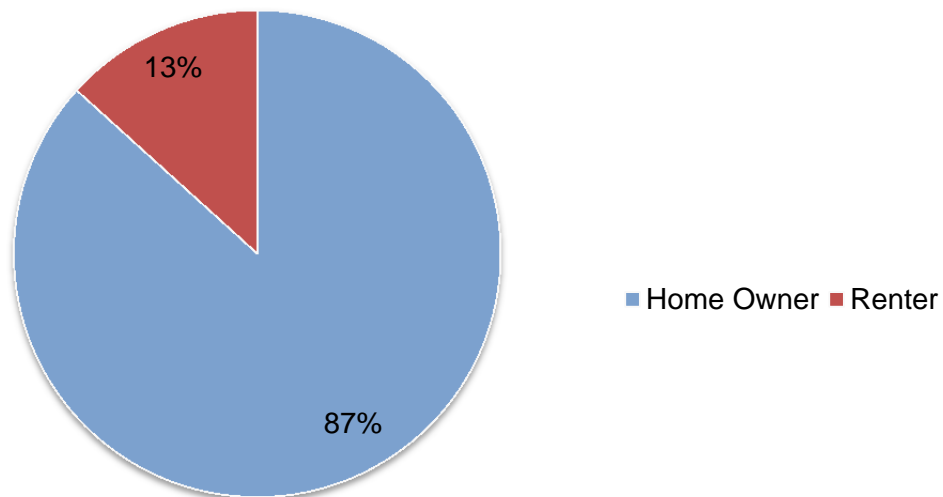
The next charts illustrate the respondent's income and housing status. According the U.S. Census Bureau, the median income in Crossville from 2008-2011 is \$29,230. The respondents to this survey indicate a rate higher than the median with over 74% making \$35,000 or more; however, approximately 40% of respondents skipped this questions.

**Figure 2.28: What is your total annual household income?**



Next, we asked about housing status. We found a higher home ownership rate among our survey respondents than in the community at large. The US Census Bureau reports that Homeownership rate, 2008-2012 was 46% in the city limits and almost 80% in Cumberland County.

**Figure 2.29: Please check your housing status.**



The last question in the survey asked, "Do you have any additional comments?" We had almost 78 responses (listed below).

## Do you have any additional comments?

### Open-Ended Response

The comments below are some of the 78 comments. The comments below are grouped into similar topics.

#### Indoor facility related comments

- Please add more swimming areas in Crossville and an indoor pool facility that residence can pay for is greatly needed. A YMCA or similar organization would be beneficial to our youth.
- Have life lease home. Crossville ready for YMCA with indoor pool, meeting rooms, etc. If we build it, YMCA will operate it---Tansi would support pool. My belief.
- We need an indoor facility like a YMCA badly.
- Would LOVE to see a fitness facility with competition pool and gym. We would also frequent a splash pad if available.
- I think an indoor facility could benefit every citizen in Crossville and Cumberland County. I have been to the facility in Manchester and I thought it was wonderful.
- I think the Recreation Department does a good job working with what they have, but could be so much more useful to the community with an indoor multipurpose facility.
- Crossville needs to stop talking about an indoor rec facility and build it in a accessible location. Downtown would be wonderful!
- We need an indoor facility. This area has 5-6-months per year that outdoor activities can be very unpredictable due to inclement weather...
- Pool facilities are needed, both indoor and outdoor.
- We need a ymca bad
- I am glad to see that there is thought being given to a facility. I would love to see a YMCA in Crossville, but the city would have to extend an olive branch and be willing to work with them like they do other businesses that come into Crossville. The Y offers a sliding scale for those who are financially challenged, if a Y doesn't come here, but the City instead builds such a facility, I would love to see the same sliding scale approach to making it affordable for all.
- NEED PUBLIC INDOOR POOL & RACQUETBALL COURTS.
- Here is a site to an example of what is needed in Crossville <http://www.williamsoncounty-tn.gov/index.aspx?nid=192>
- I believe we are in desperate need of indoor facilities. From Oct. til May there is nothing to do for the kids due to the weather. I know several people who feel the same. I'd love to see this get done.
- Need more swimming pools and water activity
- I think the greatest asset Crossville could add would be a recreation center. It needs to have an indoor and outdoor pool, basketball/volleyball courts, racquetball courts, workout facilities, and meeting rooms. This would be a great asset to the community. It could charge a usage fee, and it would provide a place for people to play year round. It would also be a great draw to people and businesses thinking about moving to Cumberland County. Look at the city of Murfreesboro and Oak Ridge for some examples.

*Would LOVE to see us have an indoor/outdoor family center!*

*Thank you for asking!*

- Indoor facility!!
- If anything else, a swimming pool is needed in the city limits due to crowding and closing 1-2 days a week for dive classes at the State Park.
- We definitely need a public indoor swimming pool
- It would be great to have a facility similar to Fairfield glade with an indoor pool, gym etc. I personally travel to mountain bike. It would be great to develop a trail system as part of the new trail system at Meadow Park Lake. There are many individuals that travel to mt bike. Which includes dining out on trips and spending money in other towns rather than our own!! This would be another great addition to our community. There is a sizable population in Cumberland county that would volunteer to help develop such trails.
- I think a splash pad or fountain like the ones at Dogwood Park in Cookeville, or Worlds fair Park in Knoxville would be a great addition to Crossville. These provide a wonderful space for families to enjoy during the summer months without the expense of a pool.

#### Trails related comments

- I would like to see in Crossville bike paths and sidewalks
- Would really love more places to run/walk and love the idea of a fitness facility.
- Bike/ walking/ running trails that cover the county. Offer stores that sell items along the way. That revenue can help pay.
- Recently started riding a bicycle for my health. I would love to see paved or hard packed (no sand or gravel) trails of varying distances. If trails connected, the rider/user would have a choice as to distance ridden at any time.
- I would REALLY like to see distance markings on walking trails

*I would LOVE to be able to get swimming lessons for my girls and not have to travel all the way to Cookeville. I know you can't get everything you wish for but I would LOVE to have more paved walking/running trails that are not wooded.*

#### Safety related comments

- There needs to be better safety people at rec. park. There are times I feel unsafe at rec park during the day and evening. Better lights on walking trail are needed.
- Policeman need to patrol City Park.
- More visibility of park staff during nontraditional work hours throughout park to monitor activities and show a authoritative figure without placing burden solely on police dept.
- We need more places for the youth to hang out instead of getting into drugs
- I do not feel safe letting my wife and children visit the rec park alone. Also, Crossville is known as the golf capital of Tennessee, but youth golf is not supported.
- Please fix the lights on the volleyball and basketball courts. Make signs to keep kids from throwing rocks in the sand at the volleyball courts. And from hanging on the volleyball nets. I think it could be helpful to have a park official that patrols during peak times to ensure rules are followed and to discourage illegal activities( drugs, speeding in parking lots exc.)

#### Sports related comments

- We've lived places that had batting cages and pitching areas next to each field. This would help our own youth/adult teams, but I also think would be a big selling point to



- all the travel tournaments that are hosted here. With locating one on each side of each field this would give the teams opportunities to warm up before taking the field.
- Enjoy Centennial Park...Actually forget about Meadow Park, but have camped with Scouts there & is a beautiful park. Since Youth Center has gone down so bad, the kids would benefit from a City Basketball Program (Like the Baseball) ...
  - The baseball facilities are too nice not to use more. Season needs to be extended. Need an indoor facility to have the baseball talent in this county somewhere to practice all year. Need some tournaments for the local kids to be involved. Worry about getting the community involved prior to the non-residents being able to use the facilities. There is too much talent not playing baseball locally due to the limited play through the City Park. Twelve games is not enough.
  - Crossville Parks are wonderful for county residents. We greatly need football fields for our youth!!!!
  - I would like to have youth football fields and programs
  - Would love, love, love to see a splash pad/ sprinkle park for the kids. Would be super interested in more adult sports leagues.
  - We travel to surrounding counties for basketball tournaments with grandchildren and ALWAYS pay an admittance fee for these events. I think Crossville should charge for admittance to all of the softball, horseshoe and soccer tournaments that are held here.

#### Miscellaneous

- All venues should be non-smoking.
- I think the city should buy Deer Creek or River Run and have a municipal golf course.
- I think adding more things to do would be a wonderful idea! We have actually been considering relocating because there is just not enough available to do here as a family like other areas. People in this town need more positive choices to keep them busy and involved in things. Not to mention it could bring money in. I support it all the way!
- Buy a golf course!
- I think our department does an amazing job working with the current staff limitations and limited facilities available.
- Hiring a director in charge of all athletics, that communicates with the schools, organizes leagues, etc. The volunteers do a good job, but it is a badly needed full time position.
- I would prefer to see dedicated tax funds for supporting our parks. I do not wish people to be precluded from participating due to financial circumstances. Parks should be for everyone. An indoor facility would need a membership fee, but a model like the YMCA offering a sliding scale should be considered. Parks and recreation lead to better health and less crime. Those who are engaged in their community are less likely to get into trouble.
- More community events, such as festivals and concerts. Charge, and help to fund new growth and maintain the current facilities
- Need something for children that have asthma or other health issues everything is about sports it isn't fair to these children even in schools all you hear is sports, sports, sports come up with something for them...maybe a combination skate rink/ bowling alley for children only to participate but parents have to stay with them even if they are 16 ....

*Our young people  
need more to  
keep them  
entertained.*

- You are doing a good job. Would love to have events sent to my email every month. thank you.

## Summary of Public Input

The public input process helped us gather information from staff, stakeholders and residents. The survey respondents' demographics were similar to the community demographics as a whole and included both users and non-park users, which is why it is such an important component of the overall response. When comparing staff comments to citizen workshop comments and the survey results, we find, while some had stronger desires for specific facilities over others, the overall direction for future improvements was relatively parallel among the groups. The priorities were also consistent with the deficiencies noted during the planning team's analysis of the current parks and recreation system.

In conclusion, the public input process brought forward consistent themes. Below highlights some of the insight gained during the process and opinions expressed by a majority of respondents:

- Strong support for an indoor facility
- Willingness to fund an indoor facility and, while it should generate revenue, a majority of survey respondents are willing to accept higher property taxes in order to have it built
- Provide more paved trails for running, walking and biking
- A willingness to walk and bike to parks if safe routes are provided
- More marketing is needed to promote events. Consider using direct email newsletter to promote facilities and programs.
- Desire for unique facilities such as archery, disc golf and pickleball courts
- Strong support for more programming such as running/walking/track/cycling classes and programs

In summary, we find that Crossville does a great job of providing a high level of quality for their youth sports and activities. Based on the comments, many residents moved to Crossville for these amenities. With their kids growing-up we find that residents desire more cultural arts, adult programs and activities. The results of the public input will help the Parks and Recreation Department prioritize improvements that will benefit the entire community.

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# 03

## Staffing, Operations and Budget



# 03

## Staffing, Operations and Budget

The City of Crossville has operated a Parks and Recreation Department with full time staff for over 25 years. The department tasks include developing and maintaining parks and greenway facilities throughout the city. The department works with numerous athletic groups, clubs and/or civic groups to offer a variety of programs in the parks. In addition, the city helps fund some youth intervention programs by providing facilities to house the programs.



This section of the master plan assesses the Parks and Recreation Department’s staffing, operations and budget, and provides recommendations with an implementation plan. In its assessments and recommendations, the planning team drew on best practices in the field of parks and recreation, input received from elected officials, staff, public workshops and the community survey, as well as the knowledge and experience of the planning team members. Other primary resources included the Tennessee Statewide Comprehensive Outdoor Recreation Plan (SCORP) and the National Parks and Recreation Association (NRPA) Commission for Accreditation of Parks and Recreation Agencies (CAPRA), which provides national up-to-date best practice standards for operating and managing Parks and Recreation agencies.

Benchmarking parks and recreation services is complex due to the variety and diversity of parks and recreation facilities and services provided by different public agencies across the country. Every community is unique and there are multiple approaches, or models, to the provision of parks and recreation programs and services. This is in contrast to benchmarking municipal services, such as police, where the programs and services across jurisdictions are more standardized.

Recognizing an absence of a national database for parks and recreation, the National Parks and Recreation Association (NRPA) initiated PRORAGIS five years ago. PRORAGIS is a national benchmarking database for both operating data and GIS mapping for Parks and Recreation. The *2014 Parks and Recreation National Database Report* by PRORAGIS profiles and analyzes 500 agencies. As more agencies input data, the database will increase in value as a benchmarking tool. PRORAGIS benchmarking data is included, where applicable for this study.

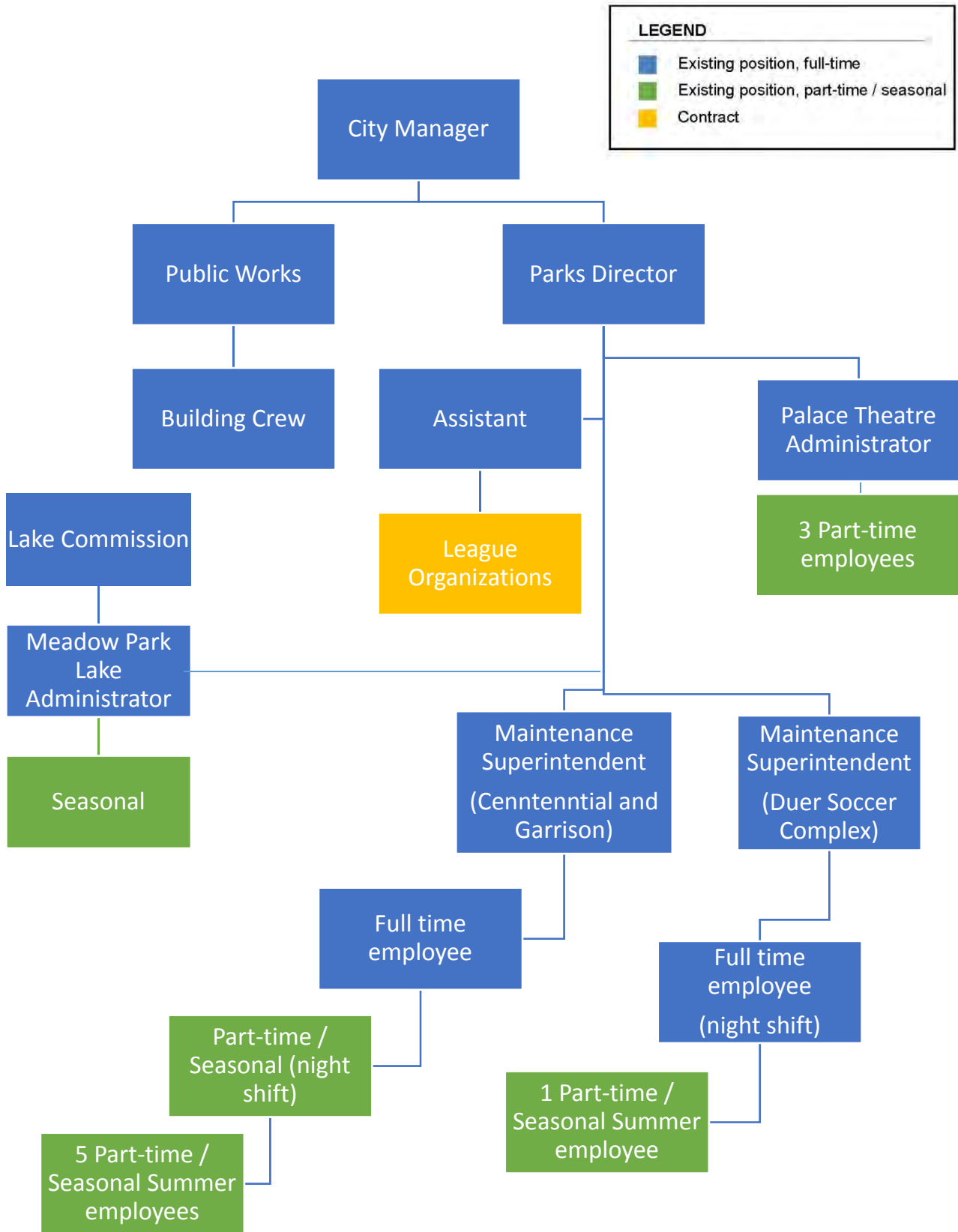
The selection of specific cities as comparisons for benchmarking is a standard practice in parks and recreation planning. For the study, the selected benchmark cities include Athens, Manchester and Cookeville, Tennessee.

## Staffing Assessment

The staff at the Crossville Parks and Recreation Department is currently a combination of full time and part time staff. In addition, the department has a concessions management agreement with an outside vendor. The full time positions are the Parks Director, Assistant, the Meadow Park Lake Administrator, two Maintenance Superintendents and several maintenance workers. While the Meadow Park Lake Administrator position appears to be largely guided by the Lake Commission, the position is shown.

In addition to the park staff that is full time, the Crossville Public Works Department contributes staff to parks building and facility maintenance outside of field maintenance and mowing duties. Seasonal staff is used to assist with operations at Meadow Park Lake. On the following page is a chart of the current organization structure.

Figure 3.1: Current Organization Structure





In analyzing the staffing, we find a rather unusual organizational structure. The first item that is unusual is the staff that are responsible for trash collection and bathroom clean up on a daily basis are housed in a different department, the city's Public Works department. While it is not unusual in smaller departments to see building maintenance repairs provided by another city department, day-to-day activities such as trash pickup, changing light bulbs and cleaning restrooms would normally be the responsibility of the site based park maintenance crews. The other thing that is unusual about the current arrangement is that the Administrative Assistant is the person preparing work orders for maintenance of the parks rather than a dedicated member of the maintenance staff. Another unusual aspect of the current organization is that Meadow Park Lake has a separate authority that oversees most of the park activities and has little or no interaction with the Parks Director. The same can be said for the relationship of the Meadow Park Lake Administrator and the Parks Director. Because of this unusual situation, the Park Director is not involved in providing direct oversight of the Meadow Park Lake Administrator or Meadow Park Lake budget activities. The last item that is unusual is the number of job duties that fall to the Administrative Assistant. Currently, the Administrative Assistant does all the clerical work and administrative functions, as well as oversees all rentals, coordinates activities with sports leagues, such as registration for programs, and generates maintenance work orders. This organization structure and the limited number of staff size are limiting the effectiveness of the department when it comes to expanding recreation opportunities and revenue generation for the department. The department is in need of a staffing plan that will immediately maximize effectiveness and efficiencies while providing a structure that will sustain future growth.

If the city moves forward with new facility recommendations from this master plan and begins to expand recreation programs, the structure and duties of all staff will need to change in order to effectively operate and maintain the facilities and programs. The planning team recommends the new organization structure as shown in figure 3.2. The responsibilities of each position are described below.

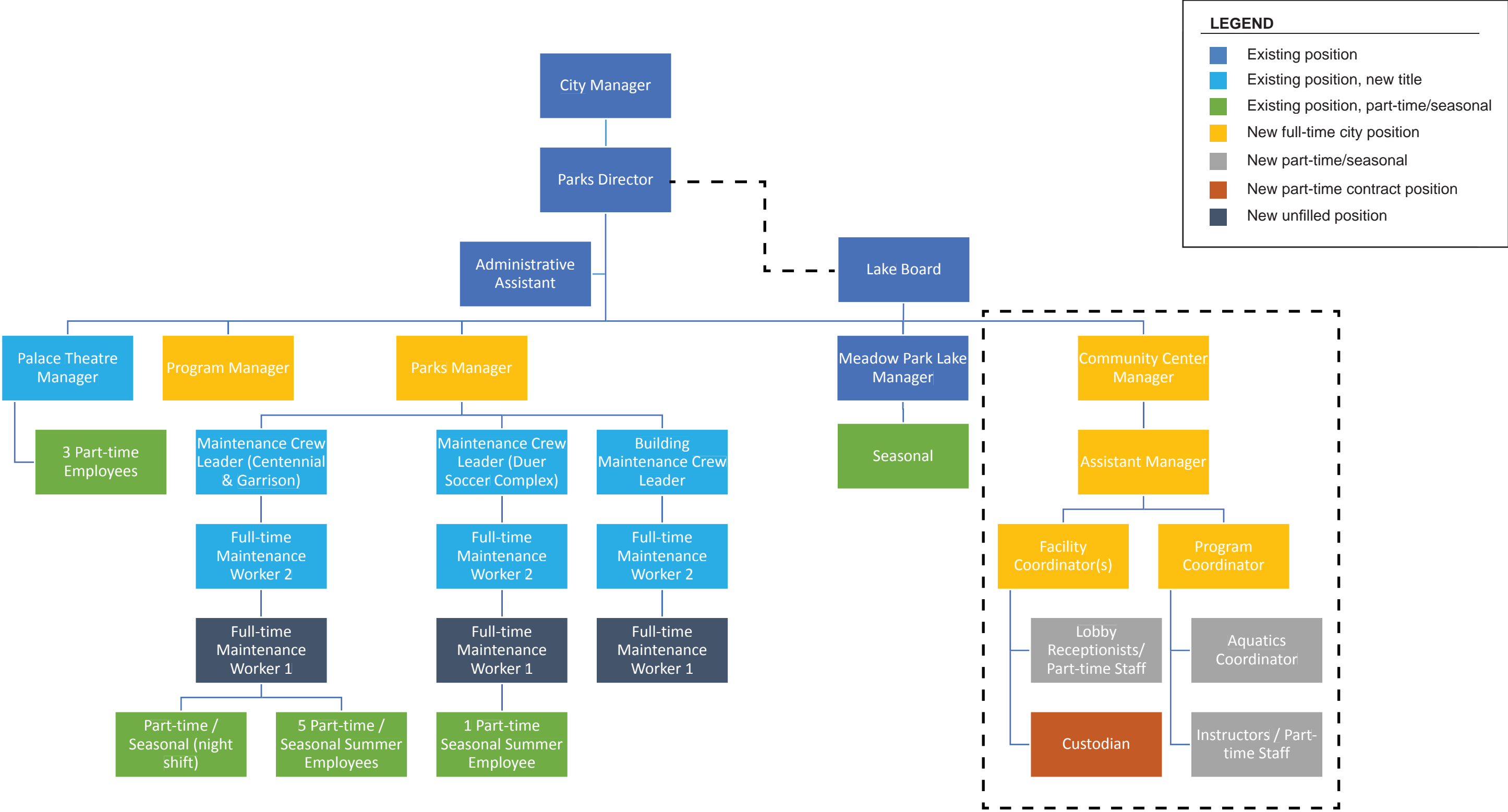
#### **Parks and Recreation Director**

The Director should continue to report to the City Manager. The Director should be responsible for developing the annual budget for the department, oversee all finances and implementation of the approved budget, oversee facility development, conduct annual staff evaluations and be the spokesperson for the department. The Director shall develop all park policies for approval by the City Council and oversee the implementation of adopted policy. The director should create a vision for the department based on the citizens' desire for recreation programming. The director should also take an active role in programming Meadow Park Lake, including attending all authority meetings.

#### **Administrative Assistant**

The Administrative Assistant job description includes direct support for customer service, facility rentals, records management, bookkeeping, schedules, meeting agendas/minutes, as well as the development of marketing materials. These are priority operations and this

Figure 3.2: Proposed Organization Structure



position is critical to the department. The Administrative Assistant should not be the main contact for coordination with athletic associations or maintenance activities.

#### **Program Manager (New Position)**

The department has an immediate need for a Program Manager to implement city recreation programs and manage the existing athletic associations and other clubs and civic organizations that operate in the parks. These activities include baseball, softball soccer and any other team sport activities. The Program Manger should work with the Horseshoe Club and coordinate all tournament activities in the parks. The Program Manager should focus on developing and implementing a program plan to address the community needs with a mix of service delivery options including contracted staff, private provider agreements, community partners and volunteers. The Program Manager should oversee the development of new programs as additional facilities are developed over time. The Program Manager will work with the director to develop a fees and charges policy, establish revenue goals and prepare the budget for program activities.

#### **Parks Manager (New Position)**

A Parks Manager is recommended to oversee a complete maintenance program for the park system. This person will work with the Director to develop a parks maintenance and capital projects budget each year. The Parks Manager will manage outside maintenance contracts, oversee the work order program, and direct maintenance staff throughout the park system. This person will conduct regular safety checks in the park system and should have a Certified Playground Safety Inspector (CPSI) Certification. The Parks Manager shall develop equipment and facility maintenance plans and checklists and see that they are followed.

#### **Maintenance Crew Leaders (New Title)**

The department currently operates with site-based crews at two parks. Each site based maintenance crew should have a crew leader who is a direct report to the Parks Manager. The crew leader will be responsible for overseeing the maintenance crew members assigned to them. They will be responsible for implementing the day-to-day maintenance of their park(s) and special maintenance as the need arises. This position may be transferred from Public Works, if appropriate.

#### **Maintenance Worker 2 (New Title)**

A Maintenance Worker 2, is a mid-level maintenance staff member who has more years of experience and training in park maintenance. The Maintenance Worker 2 should be able to do regular maintenance activities without full time direct supervision. This position is a direct report to the crew leader. Staff in this position should understand park and sports field maintenance, irrigation systems and proper equipment maintenance.

#### **Maintenance Worker 1 (New Title)**

The Maintenance Worker 1 is an entry level park maintenance worker position. The staff in this position would be part of a maintenance crew and require more supervision of their work

initially. This position will most likely have to be trained in the special tasks of maintaining sports fields, adjusting irrigation systems and proper equipment maintenance.

### **Palace Theatre Manager (New Title)**

Currently, the city has an administrator who oversees the Palace Theatre. The new title more accurately describes this role. Going forward, the new Palace Theatre Manager should report directly to the Parks Director and meet on a regular basis. In addition, the Palace Theatre Manager should work with the Parks Manager on facility maintenance and coordinate with the Program Manager regarding programming.

### **Community Center Staff**

The community input received as part of this master planning process and previous community studies has identified a clear desire among citizens for the city to build a community center (also referred to as an indoor facility in this master plan). Should the city move forward with the development of a community center it will have major staffing implications. Community centers normally have long operating hours and are open seven days a week. In addition, if the community center has an indoor pool, staff who understand pool operations are needed along with a large number of lifeguards to staff the pools. To minimize the number of full time staff required to operate the center, full time staff who have training in more than one area should be sought. For example, if the Center Manager also has aquatics management experience they can train other staff to operate the pools and the city would not have to hire a dedicated aquatics manager. With time, staff can be trained and become certified in pool management so there is always a certified pool manager on site.

Below is a staffing outline that would normally be found at a large community center with wellness and aquatic facilities.

#### **Center Manager**

The Center Manager, who will report to the Parks Directors, is the senior most staff member at the community center and is responsible for the overall operations of the center. The Center Manager would develop the budget each year with the Parks Director and then implement the budget. The Center Manager would do all the scheduling for full and part time staff and approve contract staff, who are used to lead programs. The Center Manager would also work with other department staff to develop the overall programming goals for the center.

#### **Assistant Center Manager**

The Assistant Center Manager would be a direct report to the Center Manager and would work some of the hours outside the normal 8:00AM to 5:00PM work day. The job duties for the position would primarily be supervising the staff in the center when the Center Manager is not on-site. The Assistant Center Manager would also be responsible for making daily financial summaries at the end of each business day they work.

**Facility Coordinator(s)**

Facility Coordinators are staff that oversee the center operations. The duties of the position include opening and closing the center, collecting registrations and payments and monitoring the operations of center to ensure that the center is in proper condition for proposed activities. Facility Coordinators cover operations before and after the Center Manager and Assistant Center Manager have completed their workday. They also cover the weekend hours when the center is open. They also direct lobby/reception staff, who work at the center.

**Lobby/Reception Staff**

All community centers need a control station at the entry to welcome customers and serve as passive security. With long hours of operations, this position can be filled with part time employees. These staff members provide clerical assistance, answer phones, provide information on the center programs and assist with registration.

**Custodian**

A large community center needs a custodian on staff during all open hours to assist with room setups, to keep restrooms and locker rooms clean, trash emptied and to clean up when accidents occur. The custodian will be responsible for changing out air filters and light bulbs and similar routine maintenance activities. Like the receptionist, this can be a part time position. (Hours will be off-peak due to cleaning responsibilities.)

**Program Coordinator**

The Program Coordinator position is responsible for managing all the programs that are operated at the center. They work with the Center Manager to implement programs for all types of activities, coordinate the hiring of contract instructors who lead programs, and monitor program participants to insure that the instructors are meeting the expectation of participants.

**Aquatics Coordinator**

Like the Program Coordinator the Aquatics Coordinator is responsible for managing all aspects of the aquatics program. This includes setting up program schedules, securing instructors and lifeguards to oversee the programs and pool operations. Other duties include overseeing the pool operation and monitoring water quality to see that all pools maintain required water quality standards. If there is a concessions operations associated with the pools they will also oversee the staff who operate concessions.

**Instructors/Part Time Staff**

To begin to offer more programs and activities at the community center, the department should use contract instructors and part time staff. If the center has a wellness center there will need to be attendants to sign in customers and monitor

training activities. The center may wish to offer personal training services and the personal trainers can be part time staff. Instructors will be needed for fitness classes such as aerobics, spin, yoga and other classes. For other programs such as arts and crafts, healthy lifestyle classes, senior programs, summer camps and specialty camps throughout the year contract instructors will be needed.

Staffing costs, whether direct hires or contracted, represent a high percentage of a department's operating budget. Table 3.1 includes estimated staffing and staffing costs as a percentage of the total city's operating budget for the benchmark cities.

**Table 3.1: Benchmarking: Staffing**

	2014 Budget Staffing	Staffing as a % of 2014 Operating Budget
CROSSVILLE	8 FT*	59%
Athens	8FT	11.5%
Manchester	10 FTEs	55.8%
Cookeville	106 FTE	55.8%
Dickson	17 FT	62.1%

\*Does not include Public Works Staff

Source: Base data obtained from on-line 2014 budget documents

As the table indicates, Crossville's 2014 approved budget for staff funding, including both direct hires (1) and professional services contracted employees (5), represents 59% of the operating budget. At 59%, the funding for staffing is consistent with other agencies in the area that are operating a traditional recreation department. It is important to note that Crossville provides parks maintenance and capital development, but does not operate facilities or offer programs like the majority of the benchmark agencies. Rather, the city facilitates recreation services provided by community partners. At the current funding level, Crossville should quickly begin to expand park programming as new staff positions are filled.

## Key Observations and Summary Recommendations

The current staffing plan does not provide the level of staffing needed to offer a wide variety of recreation programs that are common in other departments around the state and across the country. The current staffing structure is also outside the norm when it comes to park maintenance and does not address supervisory responsibilities with an effective chain of command. The planning team recommends that an alternate staffing plan include two Manager level positions - Parks Manager and Programs Manager- as direct reports to the Parks Director to begin the process of expanding programming and creating an effective maintenance delivery system.

- The near term staffing plan should focus resources on high priority areas that will have the most significant and immediate impact for delivering services to the residents of Crossville. The recommended highest priority positions, in order of hiring, include:
  - Programs Manager
  - Parks Manager
- Crossville has a strong tradition of volunteerism with organize groups. The facilitation of these partnerships should be a primary job function for all staff throughout the organization. The Park Director and Program Manager should continue to build on these partnerships and develop new ones to advance park programming beyond team sports.
- Staffing plans for new facilities and program areas should be developed as needs are identified and services expand.
- The relationship between the Board of Lake Commissioners and the Parks and Recreation Department needs to be redeveloped. The delivery of recreation programs centered around nature and outdoor programming is non-existent even with a tremendous resource in the park. The Parks Director should take an active role in working with the Board to expand programming at the park, developing new revenue producing facilities and attracting more users to the park.
- Maintenance staffing needs a clear hierarchy in staff titles and roles. It is recommended that staffing titles be developed based on job assignment.
- All maintenance staff, other than staff for major building and mechanical systems, should be housed in the parks and recreation department and supervised by the Parks Manager.

## Operations Assessment

The current operations strategy of the department is to serve as a facilitator to volunteer groups and private parties who lease the park in order to operate programs or hold sports tournaments. The primary activities in the parks for groups are sports related programs. While it is not unusual to have sports programs run by volunteer groups, it is unusual that none of these groups have formal facility use agreements with the city. It is also unusual to have such a large number of private outside individuals using the park facilities for sports tournaments without formal agreements that provide a better accounting of attendance and payments to the city. Formal agreements for use of public park facilities has been a standard practice for parks agency for many years to protect both program participants and the parks agency.



Because the current operations strategy is to facilitate activities in the parks, the primary function of the department is to serve as a maintenance crew. This is true for the parks with sports fields and at Meadow Park Lake, where staff operates a small lake store and manage the marina. While there is some programming done at the Palace Theater, the city is primarily serving as the buildings caretaker and does not take full advantage of programming opportunities at the theater.

Because the primary role of the department has been maintenance, there have been no real attempts at partnering with other community agencies or with the county to increase recreation opportunities in the city. The county currently owns indoor programming space with a gymnasium that is underutilized. Local youth basketball programs have not functioned well due to the lack of a strong volunteer organization. Opportunities exist within the department to move beyond the role of being a maintenance provider but this will require a shift in how the department is staffed and operated.

## Maintenance

The overall level of maintenance in the parks is good. The highest level of maintenance is found at the sports complexes. General park maintenance is good, but there are facilities within the department that are in need of repair and replacement. Most notably the stadium at Garrison Park and the marina store at Meadow Park Lake should be replaced. There are other repair and improvements needed to meet basic safety and maintenance standards and these are discussed in more detail in the park assessment section of this report.

The International City/County Managers Association (ICMA) data indicates a ratio of 1 FTE per 18-20 acres of maintained parkland as a general standard for parks maintenance with the best practice as a 12 to 1 ratio. PRORAGIS data reveals a wide range of park acres maintained per FTE with an overall median ratio of 9 to 1. Applying an 18-acre per FTE standard for Crossville's 83 acres of developed park land indicates a need for 5 parks maintenance workers. If the best practices ratio of 12 acres per FTE is applied the department would need 7 full time parks maintenance workers. Currently, Crossville has 4 full time parks maintenance workers with some seasonal staff. This number does not include the Public Works Department.

Improving the safety, access, and aesthetics of the parks system should be the priority for any parks and recreation department. The planning team recommends that the city develop parks maintenance standards to serve as the basis for budgeting annual park maintenance cost. At least one maintenance employee should hold a Certified Playground Safety Inspector (CPSI) Certification. A digital inspections and work order system would assist in scheduling work, tracking costs and prioritizing the repair of unsafe conditions. Performance measures should be developed to track workload indicators and performance. To begin to implement these standard maintenance activities and functions, a Parks Manager position has been recommended.



## Facility Use Agreements

Facility use agreements are needed with all program providers who use city park facilities. These agreements should be signed on an annual basis and outline requirements for the user groups to meet in order to use the facilities. Some of the basic tenants of a facility use agreement are listed below:

- Defining the parties of the agreement
- Insurance requirements
- Background checks for all coaches and officials
- Indemnity for the city
- Termination of agreement procedures
- Audit requirements
- Obligations of the city
- Obligations of the user group

A sample of a facility use agreement has been provided in the Appendix.

## Facility Lease Agreement

Like the facility use agreement, a facility lease agreement should be in place for renting ball fields or other large park facilities. The facility lease agreement should define the responsibilities of the city and the lessee. Some of the key tenants of a facility lease agreement are:

- Defining the parties of the agreement
- Insurance requirements
- Indemnity for the city
- Obligations of the city
- Obligations of the user group
- Requirements related to fees and deposits

The current field use agreement payment is tied to the number of spectators that attend the event. This is not the most common approach for field use agreements and depends on the tournament director to define how many people attended. There is a minimum fee of \$300.00 and a deposit of \$50.00. There are many different ways to construct a lease agreement and some do include a portion of the gate receipts; however, most have a per field cost and additional charges for using the lights. At Centennial Park, there are 8 fields that can be set up at 200' for youth baseball or softball. If the cost of using the facility was \$150.00 per field, this would generate a base rental of \$1200.00 per day.

## Community Partnerships

City officials have expressed an interest in developing community partnerships as a strategy to improve services while containing city costs. Crossville enjoys a tradition of strong non-profit participation in parks and recreation including the sports associations and others clubs.

The city's nonprofit partnership goals can best be advanced by creating a framework and process that facilitates non-profit volunteerism and cost sharing for park improvements. A policy needs to be developed that establishes the rules, conditions and priorities for matching contributions for park improvements.

## Other Potential Partnerships

### Public-Public Partnerships

Partnerships with other public agencies provide additional opportunities for Crossville to efficiently provide expanded parks and recreation services for its residents. Citizens generally view cooperative public-public partnerships as a wise use of tax dollars.

Cumberland County seems to be the most logical partner for the city for the development of large recreation facilities that serve county residents as well as city residents. There are many good examples of joint facility development when there are shared benefits for the partners. A good example of shared benefits that could occur in Crossville is the development of a large community center with indoor pools. The school system is operated by the county and currently does not have an indoor pool. The development of indoor pool would allow the high schools to start swimming teams. It would also allow the elementary schools to add learn-to-swim and water safety programs to their curriculum. The county also operates programs for senior citizens. An indoor pool would allow the addition of water based exercise and therapeutic programs for seniors.

In addition to water-based programs, a new community center would expand all types of programs for county residents as well as city residents. If jointly developed and operated by the city, county residents would pay the same rate to use the facility as city residents. Discussions should be initiated with the county to see what type of funding partnership would work for all parties.

### Health Care Provider Partnerships

Many public park and recreation providers partner with local health care providers to develop and operate wellness centers in park facilities. It is very common to have a health care provider operate wellness centers in parks and recreation community centers. The health care provider has the expertise to manage the wellness center and it also provides a facility for their patients to do physical therapy as part of an outpatient program. Should the city move forward with the development of a community center a partnership should be explored with local health care providers.

## Policies, Procedures, Standards, and Plans

The Commission for Accreditation for Parks and Recreation Agencies (CAPRA) has established standards for the management of parks and recreation. Currently Crossville does not have standards, policies and procedures in place for operating the department. CAPRA provides the most comprehensive guide for standards, plans, policies and procedures needed for properly functioning departments.

While Crossville is several years away from positioning itself for accreditation consideration, and may not even choose to seek accreditation, it is recommended that the city use the standards as a framework for developing policies, procedures, standards and plans. CAPRA specifically identifies standards that should be fundamental to parks and recreation agencies, along with other desired best practices. The planning team recommends that the staff prioritize policies, procedures, standards and plans based on CAPRA fundamental standards specific to parks and recreation and other immediate policy needs specific to Crossville, based on the study findings.

The critical list includes:

- Strategic Plan with Mission, Vision, and Goals
- Administrative Policies And Procedures
- Maintenance and Operations Management and Standards
- Background Investigations
- Comprehensive Revenue Policy
- Recreation Programming Plan
- Public Information Policy and Procedure
- General Security Plan
- Risk Management Plan and Procedures
- Systematic Evaluation Processes
- Policy for Partner Cost Sharing for Investment in Parks
- Sponsorship Policy

See sample document in Appendix.

The recreation programs plan and systematic evaluation processes will be discussed in more detail in Section 4: Programming. Examples of a fees and charges policy and sponsorship policy are found in the Appendix. The development of these documents will take time to draft, debate and gain approval. It will be incumbent upon the Parks and Recreation Director to work with the City Manager to prioritize and develop realistic target dates in order to establish this work over the next 24 months.

## Marketing and Customer Service

Marketing and customer service are basic functions of parks and recreation departments. The Administrative Assistant's position is responsible for marketing and customer service in addition to the other administrative responsibilities.

The public input findings revealed that additional marketing is needed to inform the citizens of programs and parks. Social media has moved into the mainstream as a way for parks and recreation departments to connect with citizens. The demographic profile for Crossville suggests that social media, including Facebook and Twitter, would be and is a successful tool for improving communications and promoting the parks and recreation programs.

Web links to local volunteer groups that operate in the parks are also important to marketing recreation opportunities throughout the city. Since they do much of the programming for youth sports, linking to their web sites will make it easier for new residents to find out who to contact for various sports and registration periods. All contract vendors who operate in the parks should also have web links posted.

On-line program registration provides easy access for citizens to sign-up for programs. The ease of registration drives program participation and revenue. Registration software interfaces with financial systems for improved fiscal control. Valuable data for tracking and reporting program participation and facility use is easily accessed for goal setting and performance measurement. Since the city is already helping with registration for sports programs, the implementation of an online registration program would benefit the community.

## Citizen Advisory Board

The function of a Citizen Advisory Board is considered a parks and recreation best practice. While Board structure, responsibilities and activities vary from community to community, they play important roles by enhancing public involvement, providing input and guidance to staff and elected officials on important decisions, engaging the public, and advocating for parks and recreation. Citizen Advisory Board membership should represent broad interests in parks facilities and recreation programs and opportunities.

Boards are established by the elected officials in the code of ordinances stipulating the purpose, membership qualifications and numbers, appointment procedures, length of appointment and method for removal or replacement. By-laws and meeting schedules are often set by policy for ease in making future modifications. The elected body appoints members and the Parks and Recreation Director provides staff support for Board meetings and activities.

While a Steering Committee for the Master Plan process was established, the city has not established a Citizen Advisory Board for Parks and Recreation. It is clear from the level of participation in the public input process that many citizens would be interested in serving on

a Parks and Recreation Citizen Advisory Board. A Board would provide valuable input and public engagement as the city moves forward with completing and implementing the Parks and Recreation Master Plan. For Reference, the following link provides information on park board appointments as well as information on policy fees.

[http://www.nashville.gov/Portals/0/SiteContent/Parks/docs/about/policies\\_fees\\_manual.pdf](http://www.nashville.gov/Portals/0/SiteContent/Parks/docs/about/policies_fees_manual.pdf)

## Key Observations and Summary Recommendations

- Improved standards and performance measures should be developed, implemented and tracked as a part of the parks maintenance operations.
- Facility use agreements and facility lease agreements need to be developed. There is an immediate need for key policies, procedures, standards and plans. A plan should be developed to complete a prioritized list of documents and obtain approvals with a 24 month schedule for completion.
- The citizens are very enthusiastic, engaged and interested in parks and recreation. Programs and processes should be established to encourage input, leverage volunteerism and funding, and foster advocacy for parks and recreation. A Citizens Advisory Board should be established.
- The city needs to develop plans and implement improvements in communication, marketing and customer service. An on-line registration system should be implemented within the next two years.
- The planning team has identified opportunities for partnerships with the county and local health care providers. A dialogue should be initiated and partnership opportunities explored.

## Budget Assessment

Crossville approved the city's budget for 2013 with a total operating budget of \$20,894,955 including \$1,055,100 for the Parks and Recreation Department, Meadow Park Lake and the Palace Theater. Table 3.2 breaks down the operating budget (continues on next page). Capital expenditures have been excluded as they vary greatly from year to year.

**Table 3.2: Crossville Parks and Recreation FY2013 Operating Budget**

Budget Item	FY13
Staffing*	8 FT
Personnel Services*	\$540,570
Utilities	\$226,980
Maintenance	\$123,800
Contract Services	\$25,700
Supplies	\$118,250

Budget Item	FY13
Fixed Charges	\$5,800
Grants, Contributions and Other	\$4,000
<b>Total</b>	<b>1,045,100</b>

*\*Does not include Public Works Staff*

*Source: Courtesy of the Crossville Finance Department*

The largest expense in most recreation agencies is salaries. Crossville's 2014 budget includes a total of \$540,570 in Personnel Services for staffing. This represents 51.7% of the total budget.

### Per Capita Expenditure

The per capita expense for parks and recreation is a standard benchmark statistic for comparing and analyzing the level of a community's investment in parks and recreation. In the Community Survey, 81% of the respondents indicated that they would be willing to provide some type of financial support for improved park maintenance and recreation services with only 19% unwilling to provide any support.

Table 3.3 compares Crossville's per capita spending for parks and recreation to the selected benchmark communities in Tennessee, as well as the median per capita expenditure as reported in PRORAGIS. The operating costs, rather than operating plus capital costs, are used as a comparison. Capital costs often vary widely from year to year based on the funding of construction and acquisition projects, whereas operations costs typically remain relatively constant from year to year.

**Table 3.3: Benchmark City Populations and Per Capita Operating Expenses for Parks and Recreation for 2014**

Location	Population	Parks and Recreation Per Capita Expenditures (2014 Operating)
CROSSVILLE	10,795	\$97.73
Athens	13,458	\$66.24
Cookeville	30,458	\$123.13
Dyersburg	17,145	\$98.16
Manchester	10,102	\$214.85

*Source: Base data from online Budget Documents*

In its most recent publication, PRORAGIS reported a median operation expense per capita of \$77 for the 500 agencies profiled. A 2006 study conducted by the International City/County Management Association (ICMA) of 125 cities indicated a per capita operations expense of \$45.96 for cities under 100,000 populations.

Crossville is funding recreation at a level above Athens and Cookeville and only slightly lower than Dyersburg. Only Manchester is funding recreation at a significantly higher rate, which may be due to the fact that they have a large community center with indoor aquatics. All the agencies are funding at a rate above the PRORAGIS rate of \$77 except Athens.

It is important to note that these benchmark agencies all offer a much wider variety of programs than are offered in Crossville. At the current funding levels, the department should provide more programming.

### Percentage of Total City Operating Costs

The percentage of the city's operating expenses allocated for Parks and Recreation also serves as a measure of commitment to Parks and Recreation. Budgets establish city priorities. In the public input survey, notably, 84% feel that a good parks and recreation system is just as important as schools, fire and police protection. Table 3.4 below, includes a comparison to the benchmark cities.

**Table 3.4: Percentage of City Operations Budgets for Parks and Recreation**

Location	Parks and Recreation Operating Budget as a % of Total Operating Budget
CROSSVILLE	3%
Athens	7%
Cookeville	4%
Dyersburg	2%
Manchester	7%

*Source: Base data online Budget Documents 2013*

Crossville lags behind some of the benchmark communities for the percentage of the city operating budgets for Parks and Recreation operations.

### Maintenance

As previously stated, some of Crossville's park facilities need significant repairs and improvements. The 2014 budget includes \$40,000 for capital projects. Based on the number of parks and facilities the city maintains this is not an adequate funding amount for

necessary preventative maintenance and repairs. Large items such as the Garrison Park grandstand need immediate attention, the sand at the volleyball court needs to be replaced, playground surfacing and other general repairs are needed throughout the parks. A camping area at Meadow Lake Park was closed because it needed repairs and the marina store needs to be replaced. Providing more capital funds on an annual basis should allow the department to begin to address these maintenance issues.

## Revenue Recovery Rate

Revenues generated for Parks and Recreation services are expressed as a percentage of the operating costs and reported as the Revenue Recovery Rate. The implementation of financial sustainability practices, in the form of revenue and pricing policies, has risen in importance with parks and recreation agencies across the country. Best practice agencies establish a philosophical basis for revenue recovery rates that vary by program type, service level tier and population served with fees based on the cost of service.

While revenues collected by cities for parks and recreation services are not typically applied directly to the parks and recreation budget, they are viewed as an offset to the cost of operating the parks and recreation department. Table 3.5 shows the sources and percentages of direct revenue generated as profiled and compiled in PRORAGIS.

**Table 3.5 Parks and Recreation Direct Sources of Revenue**

Sources of Direct Revenue	% of Total
Programs and class fees and charges	44.49%
Facility entry fees/memberships	22.59%
Facility rentals	16.15%
Other	9.9%
Concessions, resale items	4.83%
Facility or property leases	1.97%
Sale of real property	0.06%

*Source: NRPA PRORAGIS 2014 National Database Report, Page 9*

Although not included in the PRORAGIS database, sponsorships for teams, programs and facilities (naming rights) and grants are also important revenue sources that should not be excluded in the Revenue Recovery Rate calculation.



The 2014 PRORAGIS report indicates a median revenue recovery rate of 26.9%. Dr. John Crompton, a noted Texas A&M professor in the study of benefits and impacts of Leisure Studies, has estimated the national average revenue recovery rate at 34%.

Programs drive revenue in parks and recreation. The more programs you offer, the more revenue that will be generated. The current revenue being generated in Crossville is well under the national averages. Not all parks agencies make revenue generation a high priority but that is changing. Many agencies today are becoming more self-reliant and generate a large portion of their budget through fees. The city should reevaluate the goals for revenue generation with the department as a whole and then set a course of action to meet the goals.

One step in the path for higher revenue generation is to develop a revenue policy. A revenue policy would enable Crossville to structure a sustainable system that is supported by both taxes and user fees. Crossville has not developed a revenue or fees and charges policy. The 2013 budgeted revenues from park fees, Meadow Park Lake and the Palace Theater totaled \$93,500.00. This results in a revenue recovery rate of 9%.

Income levels are an indicator of the ability to pay. The average household income levels as documented in the study's Community Profile and included in Table 3.6.

**Table 3.6: Median Household Income**

Location	Median Household Income
Crossville	\$29,230
Athens	\$32,392
Cookeville	\$28,423
Dyersburg	\$32,336
Manchester	\$33,719
Cumberland County	\$37,963
Tennessee	\$44,140
United States	\$53,046

Source: U.S. Census Bureau

Revenue policies define tiered service levels such as basic services, supplemental services, and special facilities with fees set to recover a specified percentage of the cost to deliver the service. Tiered service levels address both populations served and the level of exclusivity of the use. For example, the cost recovery rate for an exercise class as a part of a senior program may be less than the cost recovery rate for an adult program exercise class. As another example, a pavilion rental by a private company would be considered an exclusive

use and would be expected to cover costs, at a minimum. Crossville should compare policies of the benchmarking communities and adjust levels in relationship to median household income. Consider reviewing Cookeville's policies, given that Crossville has a similar income rate. The city should design new facilities with a strategic focus on revenue generation. For example, incorporate food and beverage and retail sales at special events.

The implementation of revenue policies requires staff training to understand the cost of service in order to calculate fees. Scholarship opportunities should be made available as a component of the policy. An example policy is included in the Appendix.

## Key Observations and Summary Recommendations

- Develop a Revenue Policy based on the cost of service with a three tiered service level system and a phased approach to move toward a more self-sustaining system.
- Track revenues as a percentage of department operating costs.
- Initiate and expand operations of the Parks and Recreation Department beyond just providing maintenance.
- Develop/adopt a ten-year capital improvement plan to fund the parks and recreation projects.

### Staffing

- Hire a Parks Manager
- Hire a Programs Manager
- Continue hiring new staff as facilities are developed

### Operations

- Implement Administrative Policies and Procedures to manage existing facilities
- Create a Strategic Plan
- Establish a Parks and Recreation Advisory Board
- Develop Parks Maintenance standards
- Develop a Risk Management Plan
- Develop a Public Information Policy
- Develop a General Security Plan
- Begin offering more than sports programs
- Implement on-line registration program

### Budget

- Develop a Comprehensive Revenue Policy
- Fund parks maintenance at a higher level
- Create a 10-year Parks and Recreation Capital Improvement Plan
- Implement the Capital Improvement Budget
- Update the Capital Improvement Budget each year maintaining a five year projection
- Continue to hire staff as facilities are developed

# 04 Programming



# 04 Programming

Recreation programming activates parks and facilities with laughter, learning, competition, creativity and fun. Successful parks and recreation departments deliver diverse and innovative programs across the demographic spectrum and geographic reaches of their communities.



The *NRPA Synopsis of 2010 Research: The Key to Benefits* identified physical health, mental

health, social functioning, youth development, environment and economic impact as benefits of parks and recreation programming. Programs bring people together and build community, impacting the community's quality of life. The National Parks and Recreation Association (NRPA) created Three Pillars that define the critical role of parks and recreation in our communities. The Three Pillars are:

- **Conservation**
  - Protecting open space, connecting children to nature, and engaging communities in conservation practices
- **Health and Wellness**
  - Leading the nation to improved health and wellness through parks and recreation
- **Social Equity**
  - Ensuring all people have access to the benefits of local parks and recreation

The Three Pillars are supported by a body of research that confirms the importance of parks and recreation in addressing societal issues, improving the wellbeing of individuals, and creating positive economic impacts for communities.

This section of the study documents and assesses existing recreation programming in the community, provides trend data and information, and makes recommendations for parks and recreation programming.

# Program Inventory and Assessment

Crossville Parks and Recreation Department provides facilities but does not provide programming. Other groups and organizations coordinate sports leagues as listed below.

**Table 4.1 Crossville Parks and Recreation Department Programs**

Program	Program Participates	Facility
Crossville Youth Baseball & Softball	433	Centennial Park
Crossville Youth Spring Soccer	255	Duer Soccer Complex
Crossville Youth Fall Soccer	350-400	Duer Soccer Complex
Men's Spring Softball	5 to 16 teams	Centennial Park
Church League Softball	12 to 14 teams	Centennial Park
Women's Softball	9 teams	Centennial Park
Senior Men's Softball	90 plus (changes)	Centennial Park
Adult Flag Football	8 men teams 7 woman teams	Duer Soccer Complex
Mountaineer Football	180 total	(not on city fields)
Horseshoe Pitchers	25 -30 per tournament once a month; practice is 2 days a week throughout the year	Centennial Park
Men's Fall Softball	12 to 14 teams	Centennial Park
Cricket	40-50 play once a week at night	Centennial Park

Meadow Lake Park provides a guide boat tour seasonally and hosts a few annual events including the Water Fest with 300-400 attendees, the Kid's Fishing Derby and an annual bass tournament. Recently, a Friends of Crossville Trails group began working on a 1.7 mile nature loop trail at the park.

Lastly, the City of Crossville provides some funding for the softball, baseball, Teens Against Drugs(TAD) Activity Center and the Fair Park Senior Center but, again, the Parks and Recreation Department does not provide programming. A summary of these programs are listed on the following pages

## Providers of Programs

### Fair Park Senior Citizens

Fair Park Senior Center is a 501(c) nonprofit located at 1433 Livingston Road across from the Community Complex, Fair Grounds. The center provides “educational, exercise, social programs and games for seniors 60+ to enjoy”. Open 8-4 Monday - Friday.

#### Classes:

- Arthritis Tai Chi
- Line Dancing
- Music Classes
- Self Defense Class
- Crochet Classes
- Class for Individuals with Parkinson’s Disease
- Dog Obedience Classes
- Stamp Club
- Computer Class

#### Games/Leagues

- Annual Eight Ball Pool League
- Table Tennis
- Bingo
- Open Party Bridge Games
- Senior Open Chess Tournament
- Wii Games (Bowling, Tennis, Wakeboarding, Power Cruising, Archery, Swordplay)

The Fair Park Senior Center also hosts an annual Senior Olympics, organizes van trips and provides special events.

### Teens Against Drugs (TAD) Activity Center

The TAD Center is managed by the Cumberland County Drug Alliance, which was formed in 1987. The Alliance purchased and remodeled the Boys Club building which includes a gymnasium. The TAD Center is located at Garrison Park. The facility has a game room, gymnasium, weight room and climbing wall.

The mission of the TAD Center is "To educate children, teenagers, and the community on drug awareness and the prevention of drug abuse." Funding for the facility and programs is from various agencies and organizations including the state of Tennessee, Cumberland County, City of Crossville, Cumberland County School System, United Fund, as well as businesses, churches, and individuals in the community.

The staff includes a Chemical Awareness Coordinator and Director who work in the elementary schools teaching drug education. They also provide after-school and weekend activities. The TAD Center also utilizes student volunteers who work with younger children in the center's activities. Activities at the TAD Center include basketball, volleyball, fitness equipment and a game room with a pool table, foosball and ping-pong table. They also host youth basketball tournaments, cornhole tournaments, an annual fundraising fashion show, youth talent show at the Palace Theatre, baseball events at Garrison Park and organize the Reindeer Run 5K event.

Source: <http://tadcenter.com/abouttad.htm> and <https://www.facebook.com/pages/TAD-Center/173119472705247>

## Youth Sports

Crossville has several groups that organize various youth sports activities. For example, youth soccer is coordinated by the Crossville Recreational Youth Soccer Association (CRYSA). According to their website, CRYSA began in 1998 and they offer a soccer program to boys and girls beginning at age four. Registration is now available online at <http://tn-crysa.affinitysoccer.com>

*Cost is \$50 during the one month registration period. There is a late registration following the regular registration, where the cost goes up to \$60 per player. The family cap is \$150. Financial Aid is available on an as need basis for early inquiries. CRYSA provides each registered player with shorts, jersey, and socks. Items not included by CRYSA are shin guards and soccer ball. Each player will need shin guards and a ball. 4 and 5 year olds use a size #3 ball. 6-9 year olds use a size #4 ball. 10 and up use a size #5 ball.*

## Adult Sports

Plateau Flag Football League is a men and women's league organized for the Upper Cumberland area. Their mission statement found on their Facebook page states, "We are striving to give Crossville a fun, competitive, and family friendly flag football league. We hope to expand to all age groups in the future as we grow. We hope that everyone enjoys this league and keeps coming back and spreading the word to friends and family to make it bigger. Our goal is to make this a permanent league, as well as an asset to the community."



## Alternate Community Recreation Providers

### Cumberland Medical Center Wellness Complex

Cumberland Medical Center has two Wellness Complexes. One in Fairfield Glade, which is a 25,000 square foot facility that has a fitness area, pool and physical therapy services including aquatic therapy. A second wellness complex, located in Crossville in the Woodmere Mall, offers a diabetes self-management program and nutritional counseling. Membership for the facility in Crossville is open and rates are roughly \$42 a month for an individual with a \$40 enrollment fee and a 6 or 12-month contract.



Available classes include cardio workouts, zumba, yoga, Tai-Chi, Pilates, line dancing and other fitness classes. Source: <http://www.cmchealthcare.org>

### Faith-based Recreation Providers

Several churches including the Crossville First United Methodist Church provide a gymnasium and offer various activities.

## Outreach Programming for the Underserved

The NRPA Commission for the Accreditation of Parks and Recreation Agencies (CAPRA) defines parks and recreation department's responsibility to the underserved as follows:

*"To encourage participation in parks and recreation programs, agencies shall identify and address barriers that may limit access including physical, social, and mental abilities and financial geographic and cultural barriers."*

The 2008 Women's Sports Foundation study found that "about 9 out of every 100 U.S. families have a child who has a disability that can interfere with sports and exercise." The study further shows that kids with disabilities are interested in sports and exercise. Not only should these groups be addressed, low-income families should be engaged. During the community profile research, we found the percentage of persons below the poverty in Crossville is much higher than Cumberland County and the state of Tennessee. The Department will need to consider these low-income families as programming fees are considered.

Currently, Crossville has a non-profit called Structured Athletics for Challenged Children (SACC) of Cumberland County. The non-profit provides athletic programs such as baseball, kickball and soccer for children with physical and/or mental disabilities. Source: [www.structuredathletics.org/sports.htm](http://www.structuredathletics.org/sports.htm)



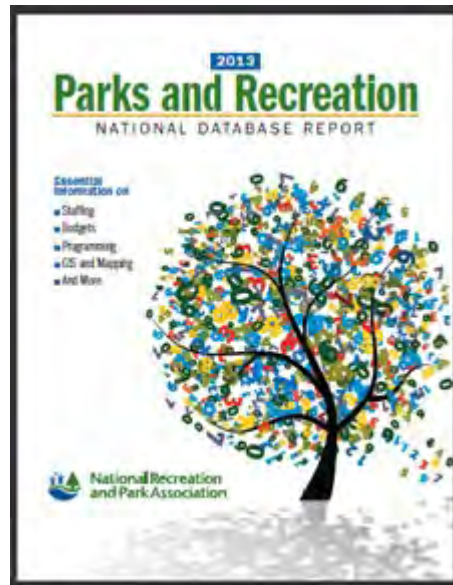
# TRENDS

## Emphasis on Health and Wellness

The Center for Disease Control and Prevention (CDC) reports that in 2012, one out of three children is either overweight or obese. Childhood obesity has doubled in children and quadrupled in adolescents in the last 30 years. Children that are obese are more likely to be obese as adults. According to the CDC's 2012 data, 67.2% of adults in Tennessee were overweight, with a Body Mass Index of 25 or greater. In addition, the County Health Rankings and Roadmaps 2014 report estimates that 32% of Tennessee adults were obese, with a Body Mass Index of 30 or greater.

Parks and recreation is in the forefront of the battle against the national epidemic of obesity. The CDC Childhood Obesity Demonstration project identified “efforts in local park and recreation centers to increase children’s active participation in parks programs” as an important intervention strategy. NRPA has partnered with the National Wildlife Federation’s 10 Million Kids Outdoor Campaign and First Lady Michelle Obama’s Let’s Move! Initiative. The 10 Million Kids Outdoor Campaign cites that, while a generation ago, 75% of kids played outside, that percentage has dropped to 25% for this generation of kids. The Let’s Move! Initiative’s goal is to reverse the unhealthy trends for the next generation by increasing physical activity and healthy food choices for children.

Across the country, cities have adopted community health and wellness goals with policies that emphasize interconnected bicycle and pedestrian plans to get people out of their cars, parks located close to where people live, and access to parks and recreation programs that connect kids to nature and get people active. Parks and recreation departments have responded by increasing fitness programming options. PRORAGIS, NRPA’s benchmarking database, reports that during 2013 “the number of agencies offering organized team sports, fitness, health and wellness, and environmental programs remains strong, indicating the importance of these values to communities and their park and recreation departments for keeping area residents healthy and teaching about local environmental health.” More parks and recreations agencies are creating community gardens and offering farmers markets and creating innovative programs to teach kids about healthy eating and nutrition.



## An Aging Population

The Department of Health and Human Services Administration on Aging (AoA) predicts that by 2030 the senior population, defined as 65 years or older, will be doubled from that of 2000. In 2009, seniors represented one out of every eight Americans, or approximately 12% of the population, and that number is expected to rise to 19% of the population in 2030. US Census Bureau data shows that Tennessee's senior population, at 13.4%, tracks closely to that of the national statistic. Crossville's Community Profile, as presented in Section 1 of this report, indicates that the 55 years and older age group comprised 20.0% of the 2013 estimated population with a forecast for steady growth in the percentage of older adults.

Baby Boomers, as defined by the US Census Bureau, were born between 1946 and 1964. The oldest Boomers are approaching 70 years of age and the youngest Boomers are turning 50. This generation has changed the profile of the traditional senior citizen recreation program. The Boomers do not view themselves as senior citizens and are not likely to participate in a program located at a "senior" center or a program for "golden agers." They are active and intend to remain active, especially running/jogging, walking and hiking. They swim for fitness. This generation is knowledgeable about fitness and is interested in educational classes and social activities.

Parks and recreation departments' traditional approach to senior programming will be extended to meet the more active needs of the new generation of Baby Boomer seniors. At the same time, the role of social responsibility, in terms of improving the lives of the elderly, will remain an important emphasis for parks and recreation, especially as the population continues to age. In the December 2013 issue of *Parks & Recreation Magazine*, Dr. John Crompton, noted Texas A&M professor in Leisure Studies research, concluded that "focusing on this senior demographic will impact the viability of park and recreation agencies in the near future, and forward-thinking agencies are already adjusting operations to better serve seniors."

## Participation in Sports, Physical Activities and Recreation Programs

Research consistently shows that walking is the most popular sports activity in America. Swimming, running/jogging, biking, and exercising with equipment are the next most popular activities, and vary in place order from study to study. The Bureau of Outdoor Recreation reported that 50% of people participated in outdoor recreation in 2012. A Sports and Fitness Industry study asked non-participants what activity they would like or "aspire" to participate in and the top choice among all age groups was swimming.

National Sporting Goods Association (NSGA) provides data annually related to the participation in activities and sports. Over the past 10 years, the trend for organized sports has declined. The 2013 data revealed that participation in sports and physical activities was up over the past year and that increased participation by females drove the increased levels

of participation. Participation in basketball, baseball, ice hockey and soccer was down compared to the previous year with football seeing the largest drop in participation. Increases in participation were reported for softball, volleyball and lacrosse.

A 2008 nationwide Women’s Foundation study of boys and girls in 3rd - 12th grade identified the most frequent sports and activities that kids participated in by gender.

**Table 4.2: Most Frequent Sports and Activities for Kids by Gender**

Girls	Boys
Dancing	Basketball
Swimming/diving	Football
Basketball	Soccer
Jogging/running	Jogging/running
Volleyball	Swimming/diving
Bowling	Baseball/softball
Soccer	Bowling
Baseball/softball	Weight training
In-line skating	Cycling/mountain biking
Camping/hiking	Skateboarding

*Source: 2008 Women’s Sports Foundation Study*

Below are the top ten programs offered by parks and recreation as provided in the National League of Cities 2010 Report.

**Table 4.3: Top Ten Parks and Recreation Programs**

Recreation Programs	Percentage
Holidays and special events	75.1%
Youth sports teams	66.9%
Day camps and summer camps	65.6%
Adult sports teams	62%
Arts & crafts	62%

Recreation Programs	Percentage
Education	60%
Sport-specific training	55%
Swimming	54.3%
Active older adults	54.3%
Sports Tournaments or races	54.2%

*Source: National League of Cities 2010 Report*

Below are the top 10 programs that parks and recreation programs were planning to add, as reported in the National League of Cities 2010 Report.

**Table 4.5: Top Ten Programs Parks and Recreation Plan to Add**

Recreation Programs
Environmental education
Day camps and summer camps
Education
Holidays and special events
Teen programs
Mind-body balance
Fitness
Adult sports teams
Arts & crafts
Active older adults

*Source: National League of Cities 2010 Report*

New trends in facility development affect recreation programming. It is estimated that 25% of parks and recreation departments have dog parks. Skate parks are a relatively new facility that is now in the mainstream for the public sector. The smaller multi-purpose neighborhood community centers are being replaced by larger multi-generational centers with fitness and aquatics. Community gardens and farmers markets have become popular as more people are interested in healthier lifestyles.

The tourism industry has recognized parks and recreation as an important partner. Parks and recreation departments serve as hosts to large special events and sports tournaments that attract visitation and bring dollars to the local economy. Communities bid competitively for events and design facilities that not only meet community needs, but also have added features for attracting events. The economic impact of these events boosts support for parks and recreation departments.

Participation and program trends assist parks and recreation departments in program planning to meet changing community interests and efficiently allocate resources. It is important that regular needs assessments be conducted by communities to determine the specific interests and needs of their citizens.

## Program Implementation

NRPA CAPRA standards provide the best resource for identifying standards and best practices for recreation programming. A Recreation Programming Plan is a fundamental standard for parks and recreation departments. This section provides key administrative and organizational best practices for developing and implementing successful parks and recreation programs.

### Community Assessment

Programs should be based on the assessed needs of the community. The Public Input section of this study provides the beginning point for assessing the recreation programming needs for Crossville. The study team recommends that Crossville conduct a program needs assessment in two years and on a five-year interval moving forward.

### Partnerships

The increased importance of partnerships is a growing trend in Parks and Recreation. The recession's impact on local government budgets required creative solutions for continuing recreation programming. Partnerships extend the reach of parks and recreation, providing alternative programs and program delivery models, but they also build advocacy for parks and recreation. The National League of Cities 2010 report illustrated the importance of partnering.

**Table 4.6: Parks and Recreation Partnerships**

Partner Organization	Percentage of Departments
Schools	75%
Other Local Governments	69%
Nonprofits	60%
State Government	43%
Businesses	38.5%

*Source: National League of Cities 2010 Report*

As previously discussed in this study, partnerships are important to Crossville. Assuming that Crossville implements the study recommendations, Crossville's Parks and Recreation partnership profile should be in line with the study results shown in Table 4.6. During the next two years, Parks and Recreation should develop written agreements for moving forward with partner organizations and explore opportunities for new partnerships. Joint use school agreements should be developed to expand alternative programming space for parks and recreation. Joint agreements should be developed with the county to assure access and provide more recreation opportunities for residents. These measures are also an efficient use of tax dollars, as sponsorship policy is needed to facilitate private sector investment in programs and facilities.

### Systematic Evaluation Process

A systematic approach to recreation program evaluation is a CAPRA fundamental standard for parks and recreation. Goals and standards should be established for all programs and the programs should be measured against the goals and standards. The evaluation results are used to determine if programs should be continued, eliminated or modified. At a minimum, the Parks and Recreation Department should develop a user survey to receive feedback from participants in the current programs offered by the department. Going forward, the Program Manager should develop and implement a systematic evaluation process.

# Recommendations

## Tier One Priorities: 0-24 months

Tier One Priorities are the actions that should be taken and the park projects that should be funded in the next 24 months.

- Develop a Systematic Evaluation Process for evaluating programs. Establish goals and standards as new programs are developed
- Develop facility use policies and procedures to approve, regulate and facilitate the use of parks facilities by park user groups. The policy should provide equitable access and protect the parks from over use
- Continue to partner with the various sports associations as the provider of baseball, softball, football, and soccer:
  - Establish agreement
  - Require associations to conduct user evaluations
  - Require participation reports
  - Monitor to assure accessibility for all youth
- Develop/obtain approval of a background check policy
- Initiate more special events programming
- Develop a partnership with Cumberland County and the schools to develop and implement a plan to provide outreach programming
- Meadow Lake Park to continue working with Friends of Crossville Trails group on expanding nature trails and activities at the park
- Study the potential for expanding the TAD Center programming
- Start youth and adult basketball league

## Tier Two Priorities: 25 - 60 months

Tier Two Priorities are projects to be completed in months 25-60 following adoption of this master plan.

- Implement partnership agreements
- Conduct a Community Programming Needs Assessment
- Expand the TAD Center programming
- Expand nature programs at Meadow Lake Park

# 05

## Facility Assessments and Recommendations





# 05 Facility Assessments and Recommendations

## NRPA Guidelines

In 1995, the National Recreation and Parks Association (NRPA) published *Park, Open Space, and Greenway Guidelines* by James D. Mertes, Ph.D., CLP, and James R. Hall, CLP. The book outlined a template for typical park classifications, numbers of acres a system should have and recommended service levels based on population. Strictly intended as a guideline, the book does not take into account the



unique character of a community. Local trends and popularity of some activities often dictate a greater need for particular facilities. The guidelines outlined in *Park, Open Space, and Greenway Guidelines* serve as a good baseline for determining a minimum standard. These guidelines, along with input received from the community, analysis of participation numbers for various activities and comparisons to similar communities were used to develop service standards for Crossville. For public park providers, the guidelines suggest, “A park system, at a minimum, should be composed of a ‘core’ system of park lands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population” (Mertes, 1995). Critical to the service delivery system of any department is the provision of the four basic park categories: mini, neighborhood, community and regional. Beyond these four basic park types are special-use parks, natural areas/preserves, greenways, school parks and private parks/recreation facilities. Each is classified differently based upon the types of amenities, size, service area and how access is gained to the facility.

### Mini Park

The smallest type of park, a mini park, is typically a site less than five acres. Another term, “pocket park”, has been used in some instances to identify a mini park. It is designed primarily to attract residents who live within a quarter mile of the park. Generally, a walk-to type park, mini parks will not have parking facilities available for vehicles. Mini parks’ service levels are .25 to .5 acres per thousand residents and a service area of ¼ mile. Size normally prescribes these parks to be passive, limited-activity park facilities. Common elements include benches, playgrounds and tables in an attractively landscaped setting. The parks are sometimes themed to blend in with the surrounding neighborhood. Designs

sometimes match the existing homes, fencing, sidewalk pavers, etc. A park of this size is not developed with sports fields for league play or community-wide events.

### Neighborhood Park

Neighborhood parks are found in most city and county systems. These parks typically have 5 to 20 acres and serve a population living within a half mile of the park. Conceptually, neighborhood parks concentrate intense recreation activities and facilities into a limited amount of space. Facilities typical to this park include:

- Playing Fields
- Playgrounds
- Shelters
- Walking Paths
- Swimming Pools
- Parking Facilities
- Restrooms/Concessions

Parking is necessary for this type of facility due to its scope of activities and size. The standard for parking is a minimum of seven spaces for the first ten acres and one additional space for each additional acre. This may vary based upon the activities and appeal of the programs. If team sports facilities or special features such as swimming pools are included, parking spaces in the range of 40 per field, or greater, will be needed. Although the park is classified as a neighborhood park, the scope of people served can vary based upon densities and the number of other parks available. Typically, one neighborhood park should serve between 10,000 to 20,000 residents, or one to two acres per 1,000 people. The service area of a neighborhood park is  $\frac{1}{4}$  to  $\frac{1}{2}$  mile.

### Community Park

Community parks are needed within a system to ensure that all users' recreational needs and interests are addressed and included. This type of park expands beyond a local neighborhood and may sometimes include several neighborhoods. The concept behind community parks is to include an all-inclusive facility for recreation users. It should include a mix of active and passive activities and attract users of all ages. From sports fields to a community center, the park should provide as many recreation and support services as possible. A park of this size and scope commonly consists of 20 to 75 acres; 60 acres is considered a good size for such expansive activities.

Community parks have both day and night activities. Large facilities, such as a large indoor fitness/recreation center or a multi-field sports complex, can be placed in such a park because of the amount of space available and the ability to buffer from the surrounding community. The service area for a community park can vary based upon the size and scope of activities offered; however, a facility of this type may serve anywhere from 50,000 to 80,000 people, or 5 to 8 acres per 1,000 people. User analyses are often based upon a service radius, while others in more urban areas may be based upon drive times. The

service area can range from 1/2 to 3 miles. For the purpose of this master plan we are using a service area of 2 miles.

## Regional Park

The largest park typically found within a system is a regional park. These parks are normally found in large park systems. The size of a regional park varies from 50 to 250 acres depending on the type of activities and the amount of use. The service radius for this type of facility is based upon drive time and is typically within an hour's drive for most residents. Conceptually, the regional park seeks to provide large natural areas that can be accessed through a variety of means, from roadways to hiking and biking. Based upon the locale, it can have unique recreation areas, such as a water park or an equestrian facility coupled with natural areas.

Note: Regional parks are unique to the general area. Prototypical or preferred amenities vary.

## Special-Use Park

Special-use parks are designed to meet the needs of a specific user group. An example of a special-use park would be an aquatic center, golf course, zoo or a museum. A typical feature of these parks is their ability to be good revenue generators. If maintained and properly staffed, they can provide a substantial cash flow.

These facilities can vary in size according to user demand. For example, a regulation size (par 72) golf course would need at least 140 acres, while an executive style (par 60) layout may only require 100 to 120 acres, based upon amenities such as driving range and practice facilities.

## Sports Park

Sports parks are parks that are dominated by athletic facilities. Most sports parks will have a small amount of support facilities, such as a walking track, playground and picnic facilities; however, the primary function of the park is to facilitate sports activities.

## Natural Resource Area/Preserve

According to the NRPA, natural resource areas are defined as “lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering.”

These lands consist of:

- Individual sites exhibiting natural resources
- Lands that are unsuitable for development but offer natural resource potential (e.g.: parcels with steep slopes and natural vegetation, drainage ways and ravines, surface water management areas and utility easements)
- Protected land, such as wetlands, lowlands and shorelines along waterways, lakes and ponds

Acquisition of natural resource areas and preserves serves to enhance the quality of the community by maintaining a portion of its natural amenities.

## Greenways

Greenways have become one of the most popular family recreation activities across the country. The value of greenways in terms of recreation, education and resource protection is priceless. Greenways serve as linkages between cities, parks, schools, commercial areas and neighborhoods. They provide a safe mode of transportation that preserves the environment.

Typically, greenway trails can vary in width but should be at least 11 feet based on *Public Rights-of-Way Accessibility Guidelines (PROWAG)* and can be paved or maintain a natural surface. When developing a greenway system, corridors should be identified where pedestrians will access the area easily, elements within the community are connected and all the characteristics of the natural resource areas are incorporated. Greenway corridors should be no less than 50 feet in width, except in neighborhoods, where 25 feet may be acceptable. In this article *Greenways: The Beginning of an International Movement* published in 1995, Julius Fabos and Jack Ahern divides greenways into three categories: ecological, recreational and cultural.

Greenways can be located in a variety of settings and can be utilized for active and passive recreation activities. They are typically located along natural environments such as rivers, ridgelines and coastal areas. These trails provide connections to nature, protect and maintain biodiversity, minimize development, and provide for wildlife migration across natural and manmade boundaries.

Recreational greenways commonly link elements that have diverse and significant landscapes. Many link rural areas to more urban locales and range from local trails to larger systems. Most are paved trails that accommodate pedestrians, skaters and bicyclists. Another type of greenway is the cultural trail, which connects areas of significant historic value and culture. Economic benefits from these types of trails may be significant if linkages can be directed toward areas of commerce to provide an infrastructure for commuting.

## School Park

School park sites are an excellent way to combine resources and provide accessible recreation amenities to the community. Depending on the school type (i.e. elementary, middle or high school) the size of the park will be dictated by the available land adjacent to the school. Typically, middle and high schools are constructed with youth athletic fields to support team sports. These facilities provide the basis for developing a community park or, at a minimum, youth athletic fields for recreation programs. The selection of school sites is determined by the school district and the countywide or citywide distribution of students. The school site selection criteria may or may not meet the needs for parkland distribution. When development of school parks is possible, guidelines for neighborhood/community parks should be followed to meet the needs of residents. When joint developments occur,

features common to other parks in the city (e.g., signs, site furnishings, etc.) should be used to identify the property as a public facility.

### Private Park/Recreation Facility






The private park and recreation facility, as described by the NRPA, meets one of the two following characteristics:

- Facilities within a residential area - such as swimming pools, golf courses, tennis courts and party houses, developed for the exclusive use of residents and maintained through a neighborhood association
- For-profit enterprises - such as health and fitness clubs, golf courses, water parks, amusement parks and sports facilities

These facility types can be entirely private or, in many cases, be a joint venture between a public entity and a private organization. Partnerships of this kind allow for the provision of facilities and programs at a reduced cost to the public sector. Private parks and recreation facilities are not a substitute for public recreation space.

On the following page is a summary of the park and recreation facilities, as described by the NRPA.

**Table 5.1: Park Typology Summary with Service Criteria**

Classification	Description	Desirable Size	Location Criteria
<b>Mini-Park</b>	Small parks with limited activity that should provide seating, landscape and possibly a playground, community garden or other passive recreation activities	5 acres or less 	¼ mile radius
<b>Neighborhood Park</b>	Area for more intense recreational activities, such as playing field, larger playgrounds, shelters, trails, swimming pools, restrooms, etc.	5-20 acres 	½ mile radius
<b>Community Park</b>	All-inclusive facility for recreation users that provides a mix of active and passive activities and attract users of all ages, from sports fields to a community center	20-75 acres 	1-3 mile radius
<b>Regional Park</b>	Unique outdoor recreation area with various amenities, which may include boating, fishing, swimming, camping, but may also be a water park, etc.	50-250 acres 	Varies
<b>Special-Use Park</b>	Special-use parks are designed to meet the needs of a specific user group, such as an aquatic center, golf course, zoo or a museum.	Varies	Varies
<b>Sports Park</b>	Sports parks are parks that are dominated by athletic facilities.	Varies	Varies
<b>Natural Resource Area/Preserve</b>	Land with natural resources, historic landscapes, visual beauty, bio-diversity, etc.	Varies	Varies
<b>Greenways</b>	Linear corridors that loop and/or link to other amenities	 50 ft wide	½ mile radius along path
<b>School Park</b>	Typically, found at middle and high schools with youth athletic fields that support team sports	Varies	Varies

*Table adapted from Mertes, J.D. and J.R. Hall. Park, Open Space, and Greenway Guidelines. Alexandria, VA: National Recreation and Park Associations, 1995.*

## Community Standards Analysis

The *Community Standards Analysis* is a method of evaluating whether or not a recreation delivery system is meeting the needs of the population it serves. The analysis begins with a review of the existing facilities and level of service offered by a community. Table 5.2: Facility Matrix summarizes the inventory of critical facilities operated by the Crossville Parks and Recreation Department. The facilities inventory reveals that the department owns 8 properties with a total acreage of 2529 acres; however, approximately 2,200 acres are located at the largely undeveloped Meadow Park Lake.

Next, the planning team conducts a review of the community input gathered in order to gain an understanding of perceived needs for facilities and programs. Comprehensive public feedback was acquired through the *Public Input* process and outreach described in Section 02 of this report. This data was supplemented by site evaluations of all current facilities and the development of a gap analysis to look at the geographic distribution of facilities and the level of service provided.

An analysis of all data (existing facilities and programs, their condition, location, gaps, public opinion and activity levels) helped to create a *Community-based Desired Level of Service* (CDLoS) that is specific to the City of Crossville. A comparison of this CDLoS to a national *Recommended Level of Service* (RLoS) standard provided by NRPA, enables the planning team to detect where Crossville has a surplus or deficit of a particular type of facility or service. NRPA standards are taken from the 1995 publication, *Park, Open Space, and Greenway Guidelines*. The results of these comparisons are detailed in table 5.3, Community Standards Analysis for Park Facilities. A comparison of the community-based standards to the national standards yields the following results:

Crossville's CDLoS is lower than the NRPA RLoS for these facilities:

*Basketball, tennis, volleyball, picnic pavilions*

Crossville's CDLoS is higher than the NRPA RLoS for these facilities:

*Football/multi-use, soccer/multi-use, and community center*

Crossville's CDLoS is equal to the NRPA RLoS for these facilities:

*Baseball, swimming pool/aquatics, running track, trail system, parkland acreage*

*Dog park, skate park (newly established standards)*

Next, the CDLoS is used in conjunction with the inventory of existing facilities and services, to reveal a surplus or deficit. Using the Community-based Level of Service standard rather than the NRPA standard (RLoS) provides results specific to the City of Crossville. The planning team performed this analysis for both years in which population data is available, 2010 and (estimated) 2018. The following summarizes the results of these comparisons:



2010: Crossville has a deficit in several types of facilities:

*Tennis, football/multi-use, swimming pool/aquatics, running track, trail system, community center, picnic pavilion*

2010: Crossville has a surplus in a few types of facilities:

*Basketball, volleyball, baseball/softball, soccer/multi-use*

Because of the relatively small population, an increase of (3.65%) is estimated for the year 2018, the deficit/surplus results are the same as for the year 2010:

2018: Crossville will have a deficit in several types of facilities:

*Tennis, football/multi-use, swimming pool/aquatics, running track, trail system, community center, picnic pavilion*

2018: Crossville will have a surplus in a few types of facilities:

*Basketball, volleyball, baseball/softball, soccer/multi-use*

While standards are good for planning, in order to determine demand, actual scheduling of facilities should be used as well. For example, if current sports fields are programmed at full capacity and there is a deficiency based on the desired level of service, that is a good indicator that additional sports fields are needed. One should also use the community needs assessment and public input to determine what facilities should be included in a long-range capital plan along with facility maintenance requirements.



**Table 5.2: Facility Matrix**

	Classification	Maintained Acreage	Total Acreage	Activity/Meeting Room	Administrative Offices	Amphitheater	Art Room(s)	Baseball/Softball Field(s)	Basketball Court (outdoor)	Batting Cage	Boat Ramp	Bocce Ball Court	Community Center(s)	Concession/Kitchen	Dance Room(s)	Disc Golf	Dog Park	Fishing Pier/Dock	Football Field(s)	Game Room	Gymnasium	Lacrosse Field(s)	Senior center	Multi-purpose Field(s)	Pavilion/Shelter(s)	Picnic Table(s)	Picnic Grill(s)	Playground(s)	Plaza(s)	Racquetball	Restroom Facility	Skate Park(s)	Soccer Field (Outdoor)	Spin Room(s)	Splash Pad(s) or wading pool	Stage/Theater(s)	Swimming Pool (Indoor)	Swimming Pool (Outdoor)	Trails (paved)	Tennis Court(s)	Volleyball (Sand)	Wellness/Fitness Center		
<b>CROSSVILLE PARKS AND FACILITIES</b>																																												
Centennial Park	C	83	83		1			10	2					3			1								2	1	2	2			4	1							1.25	2	4			
Duer Soccer Complex	SP	14	46		1									1											2	1				1		6							0.33					
Garrison Park	N	7.5	7.5					2	1					1																1														
Downtown Amphitheater	SU	0.3	0.3			1																																						
Palace Theater	SU	0.25	0.25											1																														
Meadow Park Lake	R	575.9	2200							1			1				1							1	5	1	1			1														
Undeveloped Property North of Centennial	U	90.5	90.5																																									
	<b>TOTAL</b>	<b>771</b>	<b>2428</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>12</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>7</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>7</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>7</b>	<b>1</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1.3</b>	<b>2</b>	<b>4</b>	<b>0</b>			
<b>OTHER PARKS AND FACILITIES</b>																																												
Obed River Park (County)	R	91.4	91.4	1																				2	x	x															1.3			
Cumberland Mountain State Park	R		1,720	3		1		1			1						1							4	x	x				2							1	14.8	3					
	<b>TOTAL</b>	<b>91.4</b>	<b>1811.4</b>	<b>4</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>16</b>	<b>3</b>	<b>0</b>	<b>0</b>	

M - Mini Park  
N - Neighborhood Park

C - Community Park  
CC - Community Center

SP - Sports Park  
R - Regional Park

U - Undeveloped Park  
SU - Special Use

G - Greenway  
P - Passive (Natural Resource Area)

x - Numerous

**Table 5.3: NRPA and Developed Standards for Park Facilities**

NRPA and Developed Standards for Park Facilities	NRPA Recommended Level of Service	Community-based Desired Level of Service	Existing Number of Crossville Park Facilities	NRPA Facility Recommendation Based on Crossville, TN Estimated 2010 Population 10,795	Future Facility Deficit/ Surplus (using NRPA Recommended Level of Service)	Community-based Desired Level of Service Crossville, TN Estimated 2010 Population 10,795	Current Facility Deficit/ Surplus (using Desired Level of Service)	NRPA Facility Recommendation Based on Crossville, TN Estimated 2018 Population 11,189	Future Facility Deficit/ Surplus (using NRPA Recommended Level of Service)	Community-based Desired Level of Service Based on Crossville, TN Estimated 2018 Population 11,189	2018 Facility Deficit/ Surplus (using Desired Level of Service)
Parkland Acreage	10.5/1,000	10.5/1,000	2518	113	2405	113	2405	117	2401	117	2401
Outdoor Basketball	1/5,000	1/7,500	3	2	1	1	2	2	1	1	2
Tennis (outdoor)	1/2,000	1/3,000	2	5	-3	4	-2	6	-4	4	-2
Volleyball (outdoor)	1/5,000	1/10,000	4	2	2	1	3	2	2	1	3
Baseball/ Softball	1/2,500	1/2,500	12	4	8	4	8	4	8	4	8
Football/ Multi-use	1/20,000	1/4,500	0	1	-1	2	-2	1	-1	2	-2
Soccer/ Multi-Use	1/10,000	1/4,500	6	1	5	2	4	1	5	2	4
Swimming Pool/ Aquatics (including splash pads)	1/20,000	1/20,000	0	1	-1	1	-1	1	-1	1	-1
Running Track	1/20,000	1/20,000	0	1	-1	1	-1	1	-1	1	-1
Trail System	1mile/3,000	1/3,000	1.3	4	-2	4	-2	4	-2	4	-2
Playground	1/1,000	1/5,000	2	11	-9	2	0	11	-9	2	0
Community Center	1/50,000	1/20,000	0	0	0	1	-1	0	0	1	-1
Picnic Pavilion	1/2,000	1/4,000	1	5	-4	3	-2	6	-5	3	-2
Dog Park	n/a	1/20,000	1	0	0	1	0	0	0	1	0
Skate park	n/a	1/20,000	1	0	0	1	0	0	0	1	0

## Park Locations and Gap Analysis

### Existing Park Locations

Development patterns in Crossville reflect a historic core with new commercial development around the interstate and major corridors. The majority of new residential has occurred around developed lake areas. Figure 5.1 shows the existing park locations within Crossville.

#### Figure 5.1: Existing Parks

### Gap Analysis

A gap analysis is an assessment of the service areas of facilities to determine if there are areas of a community that are being underserved. It identifies gaps in the overall service standard for each park category. The service area analysis begins by classifying existing parks using the NRPA park categories. All existing parks were classified based on use patterns as well as size and NRPA standards. Service areas for each category were also provided. To see if park development patterns are adequately meeting the need of the community, a gap analysis has been prepared based on NRPA service criteria.

#### Figure 5.2: Gap Analysis

Crossville is fortunate enough to have large park areas and, when we include Cumberland State Park to the southeast and the Catoosa Wildlife Management Area to the north, we find few gaps within the majority of the population; however, Crossville lacks small pocket parks and neighborhood parks. The Department should look for opportunities to provide mini parks spaces and work with city zoning staff to adopt policies for new development that would provide mini parks where appropriate as well as provide pedestrian and bicycle connections to the parks.

## Community Open Space Provisions

Other factors that can impact the delivery of parks and recreation services and the provision for greenways and open space in the community are the requirements associated with land development within a community. Across the country, we find a broad range of community zoning and open space standards. Some communities have strict requirements for funding park development, which range from setting aside land for public parks to paying fees that help construct parks. Several rapidly growing communities have charged park impact fees in an effort to keep pace with the growth, while others have used a less clear-cut approach and have negotiated with landholders and developers to acquire parkland.

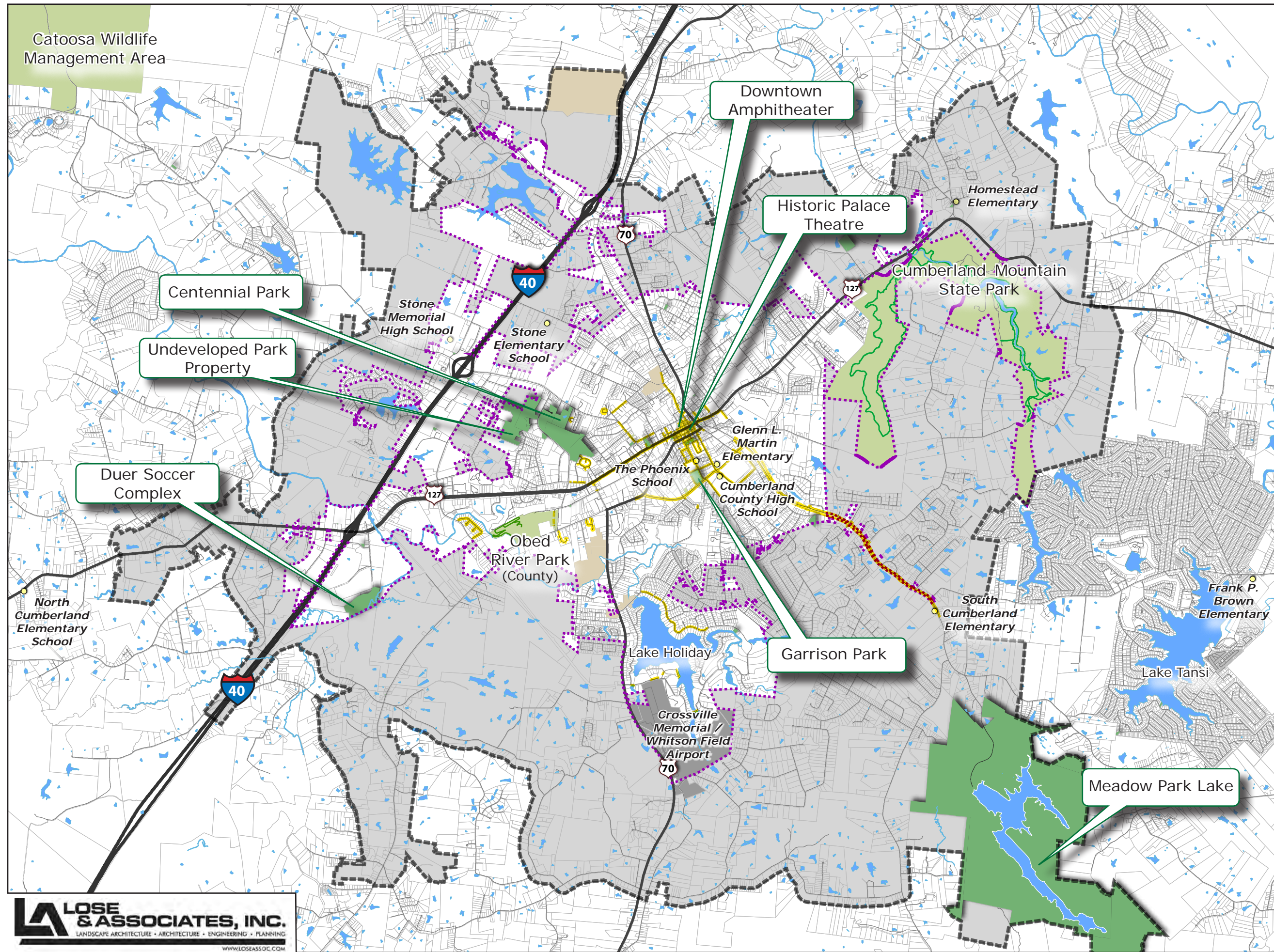
Crossville has an engineering and planning department that regulates subdividing of parcels and site plan review. They also oversee the Stormwater Ordinance. Within the existing regulations, there are no mandatory open space requirements or regulatory fees to

promote the development of new parks. Open space requirements are beneficial in offsetting the impact of new development on the park system. Many communities have established detailed requirements that look at the total recreation needs of a community other than those that can be met on site by each individual development.

The City of Crossville should look at adopting open space provisions that apply to new development similar to its peer cities. Through this regulatory document, the city could require a park dedication with an option to pay a fee in lieu of dedicating the land. The open space dedication takes into account the facilities that would normally be found in both neighborhood and community parks. This dedication is conducted by keeping an inventory of current facilities on an annual basis and developing level of service ration on a per capita basis. The better ordinances seek to balance the dedication of land that is provided in the community where the development is occurring, or at the nearest community park that will actually serve the development. In a city like Crossville, a fee in lieu of arrangement would be a good alternative to address the impact of new development. The money collected could then be used to upgrade or add facilities at one of the existing community parks to meet sport field needs and programming space. The Town of Collierville, Tennessee, has an effective ordinance for both parkland and greenways tied to new development that would be a good example to review if the city decides to pursue parkland dedication requirements.



**Figure 5.1:  
Existing Parks**



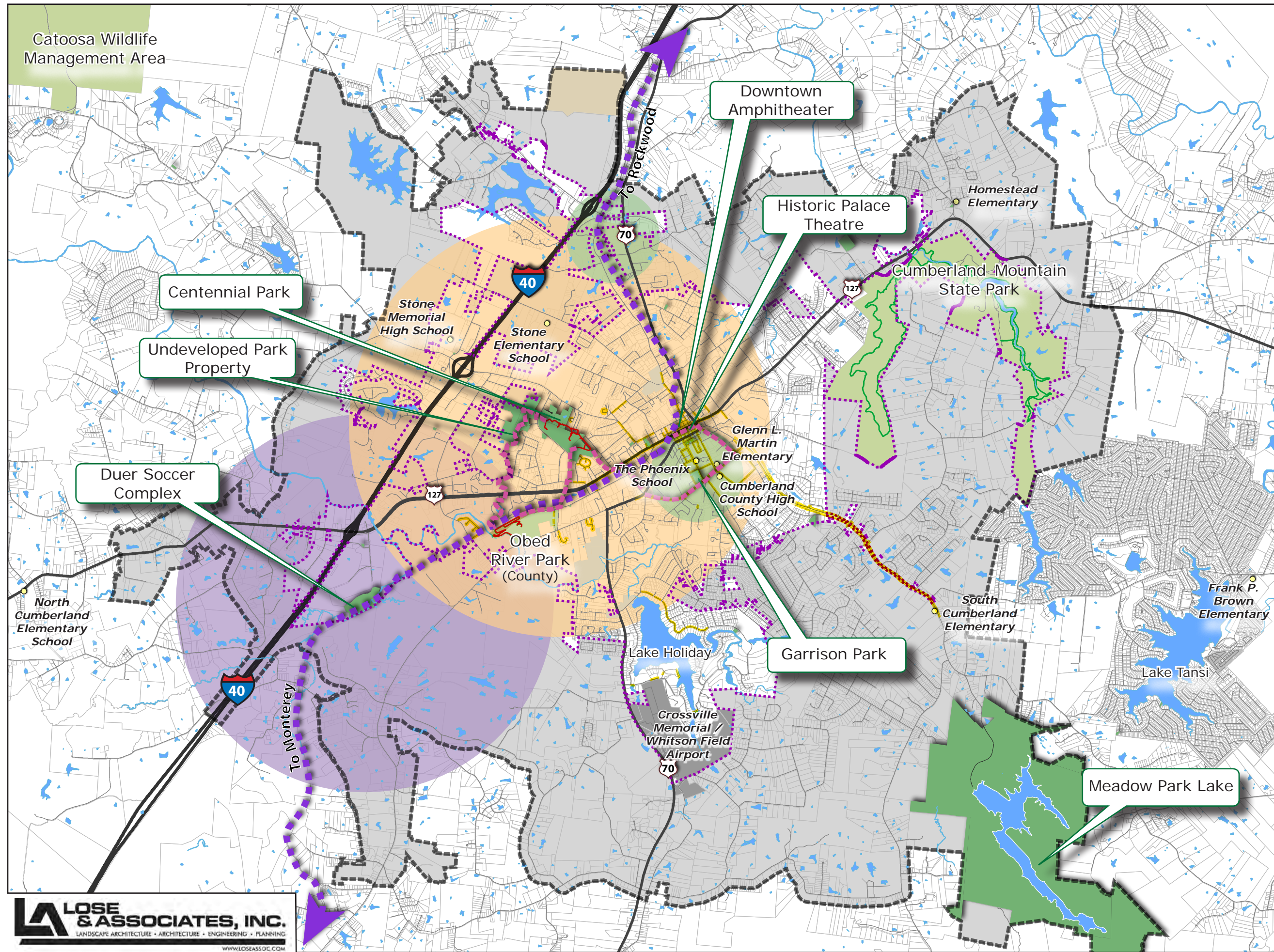
**LEGEND:**

- City Boundary
- Urban Growth Boundary
- Existing Park Property
- State and County Park Property
- City owned Property
- Lake, Pond, River, or Stream
- State Park Trails
- Existing Sidewalks
- Schools

0 .5 1 2  
SCALE: 1" = 1 Mile



**Figure 5.2:  
Gap Analysis**



**LEGEND:**

<b>MINI PARK</b>		1/4 Mile Service Area
<b>NEIGHBORHOOD PARK</b>		1/2 Mile Service Area
<b>COMMUNITY PARK</b>		2 Mile Service Area
<b>SPORT PARK</b>		2 Mile Service Area
<b>Regional Park</b>		Varies

	City Boundary
	Urban Growth Boundary
	Existing Park Property
	State and County Park Property
	City owned Property
	Lake, Pond, River, or Stream
	State Park Trails
	Existing Sidewalks
	Schools

0 .5 1 2  
SCALE: 1" = 1 Mile



# General Park Condition, Assessments and Recommendations

Although specific needs vary between parks, issues found to be consistent throughout Crossville's system were revealed following the completion of evaluations on each of the city's park sites. The parks in the system require various levels of maintenance and upgrades. Items noted in good shape or recently renovated, upgraded, etc., may only require minor ongoing maintenance. Items noted in fair shape are generally older but are still serviceable and usually have a few more maintenance issues requiring attention such as replacement of parts, repainting, etc. Items noted in poor shape are unsafe and/or rapidly deteriorating and require significant replacement of major components, not just maintenance of a few items. Keep in mind that many of the issues below are commonly found in most parks around the country.

Some issues common to all parks include:

- Facility Design Standards
- Signage and Promotional Materials Standards
- Americans with Disabilities Act (ADA)
- Playground Safety Standards

## Facility Design Standards

When designing improvements and developing future parks, Crossville parks would benefit from an overall unified look that can be achieved through the use of standard signage, site furnishings, and architecture materials. A standard signage and site furnishings palette would create a consistent look and ease maintenance coordination. A unified site furnishings package, including commercial-grade trash receptacles, tables and benches, standardized fencing materials, water fountains, street and security light fixtures, internal park signage and other common site equipment, should be established. The basis for creating a strong park facility image is the utilization of design guidelines and standards that allow a visitor to identify a park immediately by the elements that are present there. Development of a set of facility design standards is highly recommended.

## Signage and Promotional Materials Standards

A signage program is needed throughout the park system to identify different facilities within the parks, direct users within larger parks and provide other valuable information in a consistent style. Regulatory signs, rules signs, etc. have been placed over many years as the parks have developed. A signage program should evaluate the existing signs and address content, placement as well as resolve any potentially conflicting information.

Directional signage, entry/identification signage and signs within parks are critical elements. Directional signs locating parks should be placed along major thoroughfares to alert potential users to the presence of a park in the vicinity. Park sign programs can be implemented into an existing community-wide wayfinding program or as an independent program.

Park entry/identification signs are not always easy to find and in some cases are located at park interiors, rather than along roads, where they are more useful. The major deficiency in signage exists within the parks. The larger parks should have wayfinding maps and directional signs near parking areas to guide users to individual park facilities. Consistency in signage styles and materials should also be applied to the parks' internal signage. This helps reinforce a park's identity as a Crossville facility and reduces maintenance costs by standardizing the equipment and materials used to install and maintain the signs.

We recommend developing standard signage types for park entry/identification signs (large and small), directional and informational signs, and interpretive and regulatory signs. Providing a standard style of signage for every type of sign in the park will help strengthen the identity of the Department's park system.

### Americans with Disabilities Act (ADA)

During the park assessment, observers noticed handicap accessibility items and issues not consistent with the Americans with Disabilities Act (ADA) at almost every park within the Crossville Parks and Recreation system. The ADA is a civil rights law that prohibits discrimination on the basis of disability. On September 15, 2010, the ADA Guidelines revisions to the July 23, 2004 (ADAAG 2004) were signed into law and now require compliance by all Title II (Public Entities) and Title III (Public Accommodations and Commercial Entities). This includes all recreation facilities and their amenities including bathrooms, picnic tables, bleachers, dugouts, and swimming pools. The ADA regulations were updated in July of 2010, when President Obama signed the legislation that governs the design standards. The new standards offer more governance and specifics than the previous standards, but still leave some room for interpretation for some park facilities; however, they are very specific in their requirements for all playgrounds, hard courts, pathways, spectator areas, fishing piers, water play features, restrooms and programming spaces to be accessible. The guidelines provide specifics on maximum vertical and horizontal slopes that can be used along access routes if they are to be compliant.

In the assessment of each park in this chapter, many of the non-compliance issues are identified; however not all items are listed. It is important that a more detailed analysis be conducted of each park and immediate measures be taken to bring the parks into compliance. We recommend ADA training for management employees to help them better understand the federal requirements. Additionally, we recommend having an ADA event coordinator on staff, who can provide information about accommodation, participation, advanced ticketing and seating for parks and for city-sponsored events.

### Playground Safety Standards

Another prominent issue within some park systems is the non-compliance of playground equipment with safety standards by organizations such as the American Society for Testing and Materials (ASTM), the U.S. Consumer Product Safety Commission (CPSC) and the International Play Equipment Manufacturers' Association (IPEMA). The standards proposed by these organizations are meant to serve as a guideline to help create atmospheres that are safe and pose a minimal threat of injury. Studies show that the majority of injuries sustained on public playgrounds are to the head—a result of falls from the play structure to the ground. For this reason, consideration has been given as to what the critical fall height



would be in which a fatal head injury might occur. Furthermore, one member of the staff should be required to maintain a Certified Playground Safety Inspector (CPSI) certification and make weekly inspections of play equipment to limit the City's liability by ensuring playgrounds are kept in compliance.

At least one member of the park staff should maintain a playground safety certification (Certified Playground Safety Inspector, CPSI) to monitor playground conditions.

As playgrounds are added to the system and older equipment is updated, we recommend using poured-in-place rubber surfacing. While it has a high initial cost, it has a lower maintenance cost and eliminates the need for annual material costs required with a wood chip surface.

## Individual Park and Facility Assessments and Recommendations

The following are individual park assessments and recommendations. Information regarding the size, location and amenities within each park and facility is listed. Planning team members analyzed facilities for their age, functionality and conditions, and provided the following recommendations accordingly.

### Centennial Park

**Location:** 837 Industrial Blvd

**Size:** 83 acres

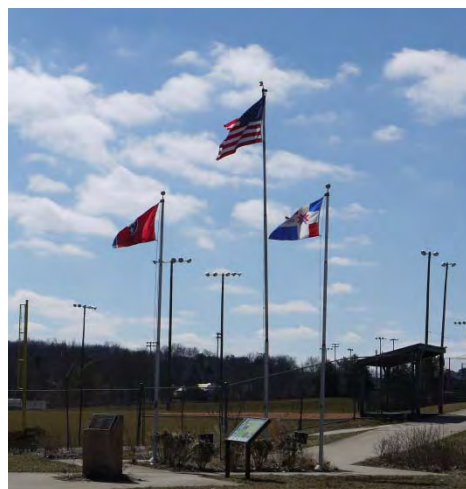
**Classification:** Community Park

#### Overview:

Centennial Park is a large community park that opened in 1992 and has expanded over the years with the most recent improvement occurring in 2013 with the addition of a new dog park.

Facilities found at Centennial Park include:

- 4 lighted softball/baseball fields
- 1 lighted regulation baseball field
- 1 lighted tee ball/coach pitch fields
- Concessions/restroom facilities
- 4 lighted sand volleyball courts
- 4 lighted basketball ½ courts
- 2 lighted tennis courts



- 24 concrete and clay horseshoe pits (12 under shelter)
- 2 lighted picnic shelters
- Dog park for both large and small dogs
- Paved and lighted walking trail, approx. 1 .25 miles
- Childs play area with sand boxes
- Fully accessible playground
- Parking

**Review:**

Centennial Park has two large parking areas. At the entry from the south lot, a rain garden area has been installed. According to the US Fish and Wildlife Service, this rain garden was part of a stormwater management project to address water quality of a drainage channel and tributary discharging into Little Obed River. The Obed River in Crossville is a federally designated critical habitat for the threatened spotfin chub. The rain garden project was the result of a Damage Assessment and Restoration Plan (DARP) and an Environmental Assessment that documented natural resource injuries associated with an oil spill in 2002. More information about the project can be found here: [www.fws.gov/cookeville/pdfs/DARP.Obed.1.31.08.final.pdf](http://www.fws.gov/cookeville/pdfs/DARP.Obed.1.31.08.final.pdf)



Signage about the stormwater improvement can be found at the rain gardens.

Overall, the park is well maintained. The park could benefit from landscaping in the parking lots and providing better pedestrian access from nearby neighborhoods to the park. In addition, bike racks are needed at the park.

**Recommendations:**

The recommendations for the park have been divided into the following subsections.

- Adams Playground Area
- Horseshoe Area
- Turner Complex
- Warner Complex
- Centennial Park - Dog Park
- Centennial Park - Trails
- Playground, Volleyball and Tennis Courts
- Centennial Park - Skatepark

- Centennial Park – Parking Lots
- Maintenance Area

**Adams Playground**

- Playground equipment appears new. Fall zones were not verified but safety surface looks appropriate; however some patching of the surface is needed.



**Horseshoe Area**

- Indoor horseshoes needs handicap marking
- Gravel parking area needs to be removed



**Turner Complex**

- The north side of field 5 has poor drainage. Additional grading and landscaping is needed and possible expansion of the rain garden in this area.
- Fields 5 and 6 lack ADA access path to bleachers and do not provide companion seating
- Field 2 dugout is ADA accessible but the gate opens the wrong way (flip hinges)
- Sidewalk – clear drainage and re-caulk joints
- ADA companion seating could be provided at the top area of the Turner Complex – provide markings
- Field 2 has handicap access only on one side
- Center concession building has wood columns that need repair – consider replacing these wood columns.
- Several locations in the brick seatwall need be to repaired appropriately – see photo
- Many signs are found around the complex such as “no pets” and “please place trash in available containers” as well as an overall park rules sign. The signs present visual clutter and suggest the park may have an issue with enforcement. Consider reducing the number of signs and working with law enforcement for compliant issues.
- Field 3 dugout has a non ADA roof and has water damage/rot. Need to replace lower fence that is damaged

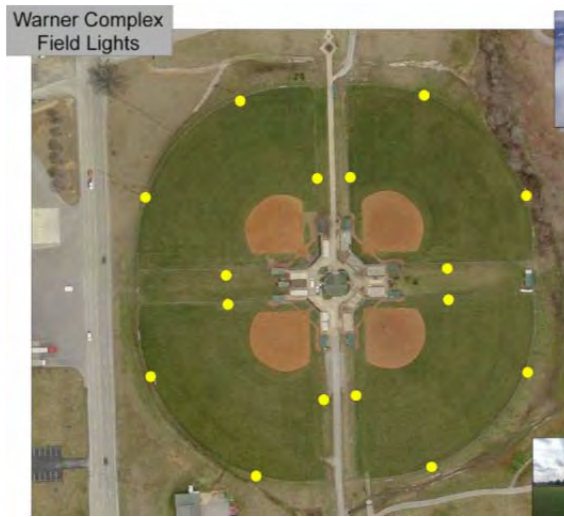




- Field 4 need to repair damaged fence (fixed at the top) and mark HC seating

**Warner Complex**

- Field Lights: replacement and upgrade of 16 field lights and poles that have been in place since 1992. The current wooden poles have deteriorated due to weather and woodpeckers . The city applied for a grant in 2010. Total estimated cost of the upgrade: \$440,000. The locations of light poles are shown in the provided image.
- Provide mulch in tree planters for aesthetics and to retain moisture in the critical root zone of the tree
- Exposed outlets present a safety issue and should be covered
- Field 2 mid rail needs repair on the lower fence area
- Add low/high drinking fountain
- The building needs a new roof and may need new gutters too
- Repair damaged concrete around metal railing. Some repairs have been made hastily with caulk
- Add section of 8' fence at north entry



**Dog Park**

The Dog Park facility was built in 2013 and is in good condition. The park also provides a bag dispenser for dog waste along the walking trail. Recommendations include the following:

- Provide a bench inside the fenced area with an ADA accessible concrete pad
- Replace the rubber trash receptacle with the recommended standard receptacle as noted in the general recommendations

**Trails**

Currently, Centennial Park has roughly one and a quarter miles of paved trail in the park. Below are some general recommendations.

- Lighting along trails show signs of vandalism. Light bulbs have been replaced but researchers noticed one broken lens
- Some sections of the trail edge, which show signs of erosion, need rebuilding
- Add mile markers along trail



### *Playground, Volleyball, Tennis/Basketball Courts and Restroom Building*

- Re-surface the tennis/basketball courts
- Repair volleyball courts; add new sand (fabric exposed, etc.)
- Remove sand from walkways
- Playground is not ADA accessible. Provide appropriate equipment, provide ADA access and appropriate safety surface
- Move picnic table away from fall zones of play equipment; repair table and secure so it cannot be relocated
- Provide shade with shade structures and/or trees
- Restrooms are not ADA compliant from the parking lot.



Inside, the paper towel dispenser, grab bars and other items are not ADA accessible. Thermostat in the restrooms should be locked/ not accessible. Other repairs needed to the restrooms include possible roof work, repainting inside and better screening of the utilities

### *Skatepark*

- Park staff should maintain a regularly scheduled inspection of the equipment. Check and repair loose and exposed bolts, etc. Address sharp corners on some of the equipment, which may pose safety issues
- Provide site furnishings, including shaded beaches and trash receptacles
- Install a storm culvert in front of skate park to address erosion issue

### *Parking Lots*

- Stripe and sign the handicap spaces
- Seal cracks in parking lot
- Provide trees in the empty tree islands and around the parking for shade

### *Maintenance Area*

Dumpster location is highly visible to visitors. Consider screening with fencing or relocating to a less visible location.

## Duer Soccer Complex

**Location:** 558 Crossroads Drive

**Size:** 14 Acres developed, 46 total Acres total

**Classification:** Sports Complex

### Overview:

Duer Soccer Complex is located north of Downtown Crossville near Interstate 40 off Hwy 127. The complex was built in 2008 and opened in 2009. Of the roughly 46 acres, the complex utilizes approximately 14 acres. The complex has six full-size regulation soccer fields, which are currently subdivided into seven playing fields.



### Summary of features:

- 7 playing fields - lighted
- Field house with concessions and restrooms
- 2 small covered shelters
- Large parking area with bioswales

### Review:

Since this park was built in 2008-9, the planning team discovered few issues; however, the park lacks support facilities such as a playground for younger children and more activities for parents. The park does have a paved trail with three laps equaling one mile.

The only access is by automobile.

Both the signage on Hwy 127 and the monument signage on Crossroads Drive are difficult to read.

### Recommendations:

Given the size of the property, a long-range plan is needed.

- Replace entry signage at Hwy 127 and Crossroads Drive with large signage
- Continue general maintenance. Need action items list such as the defibrillator machine needs battery replacement. Employee noted issue but problem has not been addressed.
- Companion seating for bleachers is needed
- AC unit added on the west side of the building needs to be weather sealed.

- Maintenance vehicles appear to be driving on grass in locations at path intersections. Installing large boulders, which could also be used as seating, could help reduce the problem
- Provide loop walking trail with trail markers to indicate distance
- Provide playground area and picnic area with shelter for families

## Garrison Park

**Location:** Forth Street and Yvonne Avenue

**Size:** 7.8 Acres

**Classification:** Neighborhood Park



### Overview:

Garrison Park was built around the 1920's and was once host to a minor league baseball team (Crossville Blues 1930's to the 1950's) It is located on the west side of downtown next to the Phoenix School. This park has a stone entry, one lighted softball field, one lighted regulation baseball field, parking and the grandstands that were built in 1947, which include a concession/field area with restrooms and locker rooms.

The park area also has a basketball court and a Teens Against Drugs (TAD) Center. The building is owned by the city and leased to the TAD Center.

### Review:

This park is along Miller Avenue, which is a five-lane road with sidewalks. To the east of the park is the Phoenix School. Structures on the site include the antiquated grandstands that have been repaired over the years but still have significant issues. They would need to be renovated inside and out to address safety concerns and ADA issues.

New ball field fencing has recently been installed. The baseball fields appeared well maintained. The planning team also noticed new perimeter fencing around the park that is used to secure the park for tournaments; however, it could also unnecessarily restrict access to the park.

### Recommendations:

- Due to the number of baseball fields in Crossville and the need to remove the antiquated grand stands structure, which poses a safety concern, the planning team recommends a complete repurposing of this park to provide greater use. Improvements should include a perimeter walking trail, playground, outdoor aquatics and a multi-purpose field that could be used for football, soccer, ultimate frisbee and other purposes.



- Remove perimeter fencing to improve access to the park
- Address ADA compliance issues including - provide handicap parking striping and signage; provide ADA access to dug out
- Provide safety railing along the top of the retaining wall near vehicular entry on the south side
- Basketball courts – provide new nets, resurface court
- Provide street trees around the perimeter of the park and for shade on the south side of the TAD Center

## Meadow Park Lake

**Location:** 1437 City Lake Road

**Size:** ±2000 Acres

**Classification:** Passive Park



### Overview:

Meadow Park Lake is located southeast of Crossville off Lantana Road/Hwy 101. The park is outside of the Crossville City limits but is staffed by city employees. The lake was built to provide municipal water to residents and has a water filtration plan on site. The Crossville Charter establishes a Board of Lake Commissioners to supervise Meadow Park Lake use and activities.

Features of the park include:

- Small campground with two RV sites and a few tent camping sites
- Two small, one-room cabins
- Covered floating dock and boat slips, built in 1998
- An office, license, camp and bait store, built in the 1940's
- Canoe/kayak rental

Recently, new nature trails are being constructed at the park. Special annual events include Water Fest and a Bass Tournament. The lake is stocked with fish. At one time, the park had a large playground, campground, and hosted water skiing competitions. Currently, the Lake Commission does not allow swimming; however, it does allow gas motors.

### Review:

The entry road is lined with a meadow under restoration, which will provide habitat as well as a suitable feature for the park, given the name. Once arriving at the main parking area, there is a beautiful view of the lake but, unfortunately, gunshots from the police firing range can be heard. The firing range is located in the park and it is approximately 1,400 feet away from the main visitors' area. The road to access the firing range needs improvement and the old structures along the roadway, which are fenced, are unsightly. East of the firing range is a scenic nature trail that features three waterfalls. At one point in the trail, all three falls can be seen at one time; however, the firing range is extremely close to this trail.



On the Meadow Park Lake website, we found a wish list of items, which includes a telescope. This wish list is a great idea and it could be marketed more through social media outlets.

From conversations with city staff, we understand the lake levels will need to rise to address future potable water needs of the community, which will affect the existing structures and the overall plan of the park.

### **Recommendation:**

This large park provides abundant passive park opportunities although few investments have been made in recent years. Modest but important improvements are indicated on the master plan and listed below.

- Given the new lake levels and age of the existing building, the office and camp store should be re-built on higher ground and the docks will need to be relocated
- The canoe/kayak racks should be re-built to withstand long-term use and address functionality
- Typical weekend use causes parking issues. Additional parking areas are needed and should be connected by pedestrian pathways
- A handicap accessible pier is provided but lacks designated HC parking and access.
- The restroom building was constructed in 1997-98 and appears to be HC accessible, however the plumbing pipes under the sinks need to be wrapped/protected for wheel chair use
- The firing range is inconsistent with passive park activities and should be closed. Although the existing earth berms with lead bullets are located downstream of the main water supply, the city should remediate the lead-contaminated soil
- Additional nature trails should be added
- Gate and lock vehicle access to remote areas of the park
- Continue building more trails at the park
- Consider building off-road bicycle trails at the park
- Add a climbing course
- Add group cabins at the old campground area
- Keep existing fishing cabins

## Historic Palace Theatre

**Location:** 72 S Main St, Crossville, TN 38555

**Size:** ±.25 Acres

**Classification:** Special use

### Overview:

The Palace Theatre was built in 1938 and was restored in recent years. It has an auditorium and a visitors' center. Events at the theatre include music concerts, fashion shows, award ceremonies, movies and classes. Features of the building include a professional sound system and lighting, full kitchen, café, and wireless internet. *Source:* [www.palacetheatre-crossville.com/](http://www.palacetheatre-crossville.com/)



### Review/Recommendations:

The Palace Theatre has an administrator who oversees the programming and maintenance of the building. General recommendations are provided below.

- Continue to advertise and partner with other organizations
- Continue to repair and maintain the building
- Consider providing building tours for donations or nominal fee as part of the visitor center

## Downtown Amphitheater

**Location:** Corner of Division Dr. and East St. in front of the Art Circle Public Library

**Size:** ±.25 Acres

**Classification:** Special use

Built in 2011, this new amphitheater provides a much-needed public gathering space downtown.



**Review:** The outdoor amphitheater has space for approximately 1,500 to 2,000. The City of Crossville leases and manages the Spirit Broadband Amphitheater for a term of five years from the county at a rate of \$1 per year and will have the option to renew the agreement for five more years. The city will be responsible for any damages to the theater and will hold all liability to the extent of the Tennessee Governmental Tort Liability Act and other applicable laws apply. The city shall also maintain all insurances, provide landscaping work and maintenance. - Source: [www.crossville-chronicle.com/local/x603691478/City-to-manage-Spirit-Broadband-Amphitheater#sthash.ZCT4wcev.dpuf](http://www.crossville-chronicle.com/local/x603691478/City-to-manage-Spirit-Broadband-Amphitheater#sthash.ZCT4wcev.dpuf)

This facility is new and our visit revealed that it is in good condition. The venue provides a space for gathering in the downtown, which is a valuable asset to the community. During the assessment, the team found the space clean of trash and well maintained. Events such as free concerts and teen night are held at the amphitheater.

#### Recommendations:

- The city may need to establish a sponsorship naming agreement with the current and future sponsors
- A restroom building is needed at this facility
- Continue to market in the community and on social media outlets but also coordinate with visitor bureaus

Source:  
[www.downtowncrossvilleinc.net/Pages/default.aspx](http://www.downtowncrossvilleinc.net/Pages/default.aspx)



## Greenways Standards

The planning team recommends the development of greenway trails, sidewalk improvements and bicycle lanes as a priority item for Crossville. With the numerous parks and destinations throughout the community, the development of greenway trails, wide sidewalks and bicycle lanes will provide transportation and recreation options to citizens while making it safer for pedestrians and bicycle riders. It will also promote healthy lifestyle opportunities that currently do not exist.

Where adequate right of way is available, trails should be built as multi-use pathways. Where there is not adequate right of way for off road trails, sidewalks should be widened as much as possible and on road bicycle lanes should be provided to continue both pedestrian

and bicycle links. The development of these greenway trails should start with a well-defined set of greenway design standards.

As shown in figure 5.3: Proposed Greenway Map, the planning team recommends utilizing the abandon railroad line running through Crossville. The city should work with the county and neighboring communities to develop a regional trail, which could tie into the north-south Cumberland Trail. The total corridor length is over 15 miles within the city limits. It presents an opportunity for a regional destination for tourists as well as provides connections for residents to parks along the corridor. Figure 5.4 also illustrates opportunities for a greenway loop trails connecting Centennial Park to Obed River Park. This loop could be used for 5K events. In addition, another loop trail was identified in the downtown, which connects several downtown attractions and could also be used for bike/pedestrian tourism. Both loop trails will require a combination of paved multi-use paths and sidewalk/bike lanes to complete.

**See figure 5.3: Proposed Greenway Map**

**See figure 5.4: Greenway North Loop**

**See figure 5.5: Greenway Downtown Loop**

### Land Acquisition

When planning and locating greenways within an existing community, both connectivity of population centers and the natural features of the land must be considered. It is common for greenways to be built in the riparian zone of rivers, streams and associated water courses adjacent to wetlands and costal marshes and along wooded corridors, such as the greenway proposed along the Obed River. Waterways are natural routes through the landscape, and they are often unsuitable for development due to periodic and natural flooding. Protecting wide riparian zones also preserves water quality and wildlife habitat. Acquisition of floodplains, wetlands or marshes and riparian zones is recommended even if they are not used in the short-term for public access greenways. Once these areas are under city ownership, they can be retrofitted with trails in the future.

Another corridor that presents an opportunity for a greenway is along existing roadways where excess public right-of-way exists. Many times, greenway trails run parallel to roadway travel lanes and combine on-road bicycle lanes and wide sidewalks to provide both safe pedestrian and bicycle traffic. The preferred roadway based greenway trail design standard is to separate the trail and roadway with a landscaped buffer strip.

For Crossville, the abandoned railroad right-of-way presents an opportunity to add a significant regional destination for tourists. There are many avenues that can be pursued in the land acquisition process. Land acquisition can occur through purchase of land in fee simple, purchase of development rights, and acceptance of donations of land and development rights (i.e., conservation easements).

In the development of greenway trails, public access will be required. The process of mandating public access to private property is difficult, at best, and raises significant legal problems. In the future, the City of Crossville could require that properties developed along a planned greenway trail cooperate in its construction and provide public access. Some of the planning tools are in the list below:

- Acquire the greenway portion of the property in fee simple
- Acquire an easement for the greenway portion that stipulates public access as a condition
- Arrive at a mutual agreement between the developer and the city, in which creating the public access greenway could be a condition of subdividing
- Provide incentives for developers to include public access to greenways

## Trail Design

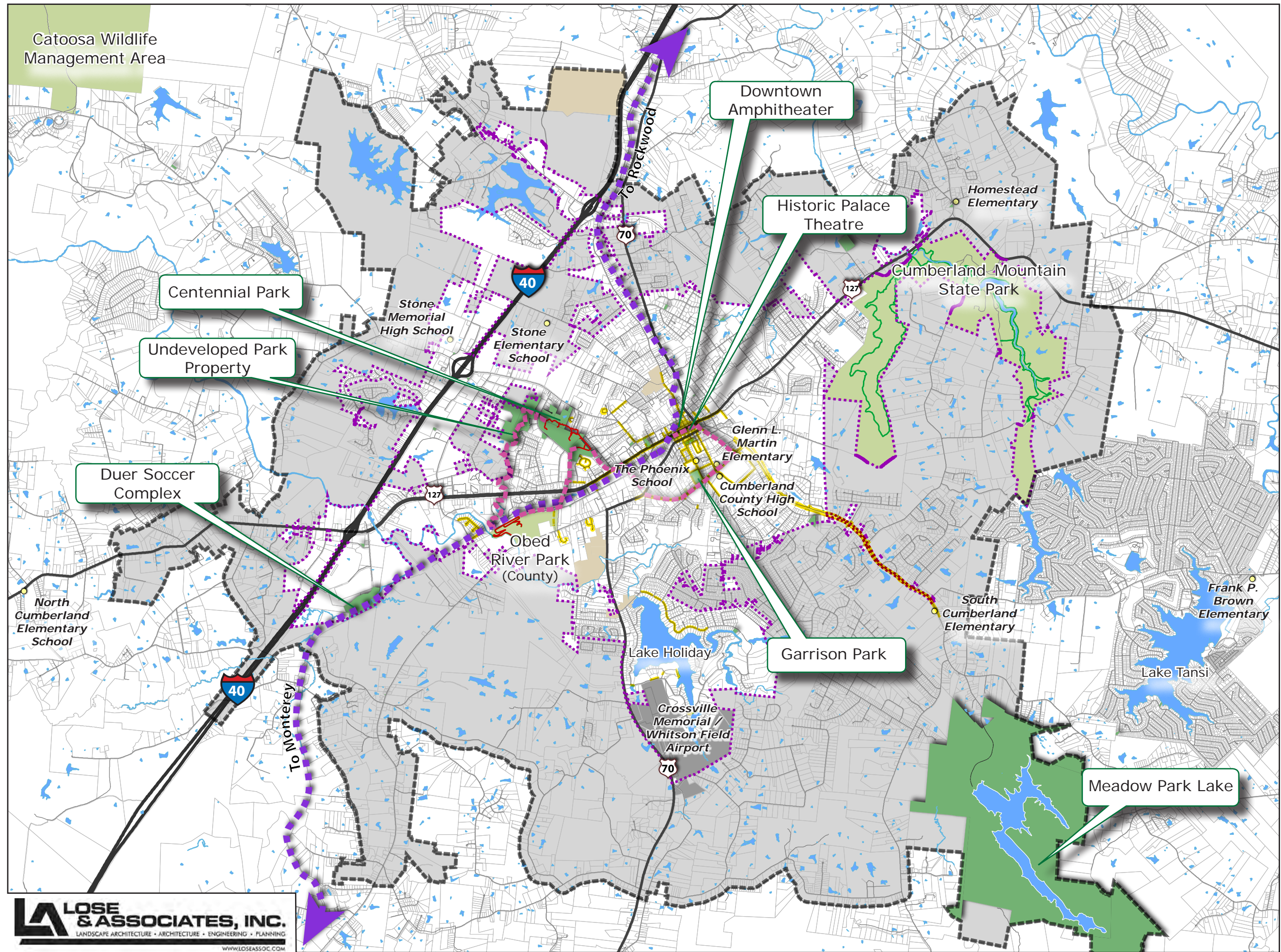
In developing the proposed routing plan for the greenway routes, the routes were divided into two major groups: “on-road systems” and “off-road systems.” The “on-road systems” contain sidewalks, bike routes, bike lanes and off-road paths that are constructed within the right-of-way of a road. The “off-road systems” are multi-use paths that are developed in rights-of-way that are shared with utilities or are acquired exclusively for the development of greenway trails. These “off-road systems” would fall within road rights-of-way only at points where they connect to road-based systems or cross a public street, or to complete a loop of the trail where off-road routes were not available. The following standards for the design of vehicular, bicycle and pedestrian circulation are adapted from a number of sources, including AASHTO, and various state highway departments’ planning and design guidelines.

**Pedestrian Walks and Trails** include both new sidewalks and existing sidewalks with needed repairs and improvements to provide safe connections and links between neighborhoods, schools, parks and other community activity centers. These routes should be developed to accommodate all pedestrians, including children, senior citizens and individuals with disabilities.

**Vehicular/Pedestrian/Bicycle Routes** include provisions for travel routes for pedestrians, pedestrian routes in combination with vehicular routes, and also bicycling routes in combination with vehicular routes. Designated bicycle routes identify a specific route that has been allocated for a bicyclist to get from a point of origin to a point of destination. Streets with standard 12-foot wide lanes do not necessarily have to be physically widened to become designated as a bike route if certain conditions are met. A designated and restricted segment of a shared street or roadway for use by cyclists can be indicated by the use of a colored stripe as separation between vehicles and bicycles. The stripe provides psychological rather than physical protection. However, where space is available, physical separation can be created through the use of plant materials, guardrails or low curbs. As an added reinforcement to the designated bicycle route, bicycle route signs should be posted at all areas where new traffic enters the roadway, denoting the multiple use of the shared street or roadway. The distance between signs should not be greater than two miles. In



**Figure 5.3:  
Proposed  
Greenway Map**



- LEGEND:**
- City Boundary
  - Urban Growth Boundary
  - State Park Trails
  - Existing Paved Trail
  - Existing Sidewalks
  - Proposed Trail Route
  - Proposed Railroad Trail
  - Existing Park Property
  - State and County Park Property
  - City owned Property
  - Lake, Pond, River, or Stream
  - Schools

0 .5 1 2  
SCALE: 1" = 1 Mile



Figure 5.4: Greenway North Loop

FACILITY ASSESSMENTS & RECOMMENDATIONS

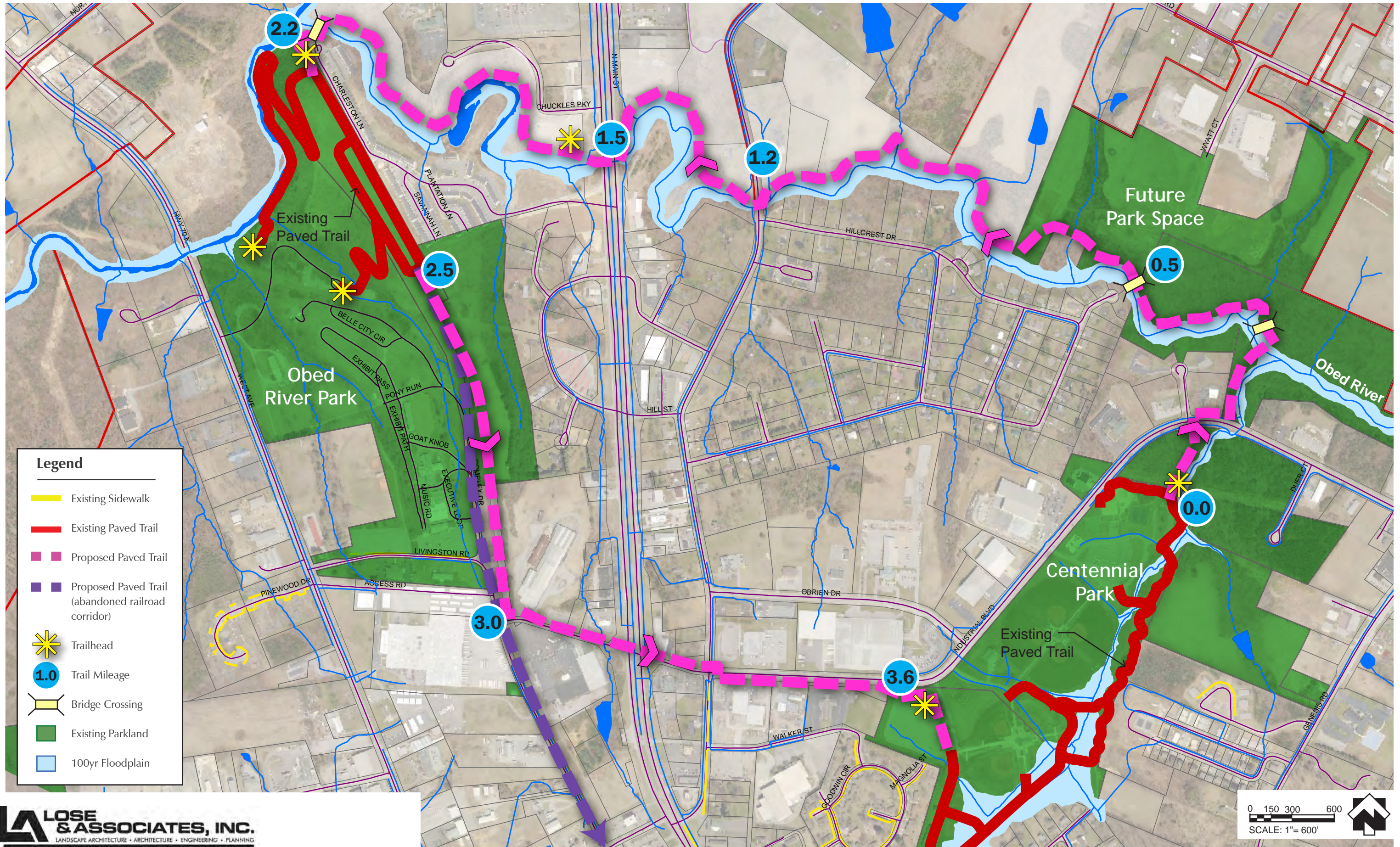
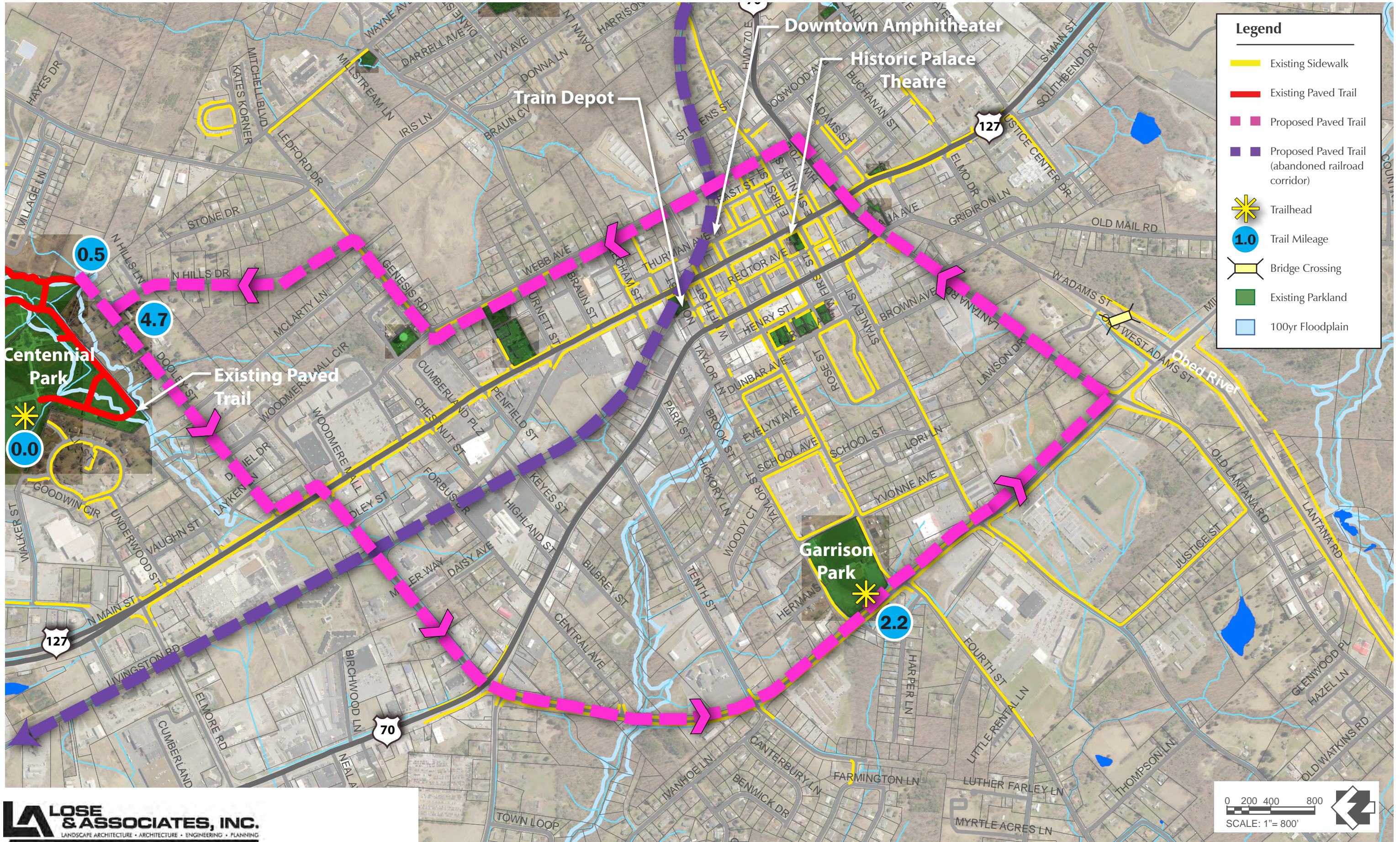




Figure 5.5: Greenway Downtown Loop





urban areas, directional arrows should be used at intersections to indicate whether the bicycle route continues through the intersection or turns right or left. Bicycle route signs help encourage use and warn motorists that bicyclists may be using the road. These signed routes are considered appropriate for basic and proficient bicyclists.

In a typical urban setting where bicycles share a single lane with vehicles, in conjunction with speed limits under 35 mph, and with traffic lanes between 11 and 12 feet, the bicycle lane is recommended to be a minimum of four feet wide from the back of the curb; however, a five-foot width is preferred. Where road rights-of-way are greater than the normal 40 to 50 feet or where land acquisition will be required for trail construction, bicycle lane widths should be expanded beyond minimum standards to increase safety. The actual bicycle lane width for specific locations should be determined after evaluating vehicular operating speeds, traffic volume and composition, on-street parking, number of turning movements, number of businesses and residences, and the degree of public awareness of the bicyclist presence. A protected bike lane with a painted buffer strip, curb or bollards also provides additional comfort and safety for the bicyclist.

An additional concern for safety within the bicycle lane is the potential problem caused by drainage grate inlets and utility covers. In new road construction, it is recommended that all inlets and covers should not be located within bicycle lanes; the use of curb inlets is suggested and would eliminate grate inlet safety issues. It is also recommended that grates and utility covers be installed flush with the road surface, whether in new road construction or resurfacing. Existing parallel bar drainage grate inlets located within bicycle lanes are potential traps for the front wheel of a bicycle, which can slip between the bars, causing serious damage to the bicycle and bodily injury to the cyclist. It is highly recommended that these grates be replaced with bicycle-safe and hydraulically efficient grates.

Vehicular/Pedestrian/Bicycle Routes should be designed to accommodate pedestrians, including children and senior citizens with varying degrees of physical and mental capabilities, and individuals with disabilities.

**Multi-use Off-road Trails** are typically 12 to 14 feet wide to accommodate two-way travel and serve a variety of users, including walkers, joggers, runners, bicyclists, skateboarders and skaters. These trails are also serviceable by emergency and maintenance vehicles. It is recommended that trail surfaces be paved in order to ensure safety and access for all users, depending upon site-specific limitations. Pervious paving materials that are ADA-compliant and accommodate wheeled equipment should be used where it is appropriate. We have used porous materials on past projects with good success to increase infiltration, reduce soil erosion and manage storm water effectively.

In areas where trails coexist with jurisdictional wetlands, the trail should transition to a boardwalk to minimize its impact on the wetland. Where visual separation is required, such as along boardwalks located within jurisdictional wetlands, a three-rail wood fence, as illustrated in **Figure 5.6: Prototypical Trail Sections**, provides an appropriate separation.

It is recommended that all on-grade trails provide a 2-foot cleared shoulder on both sides of the trail for maneuverability and safety. A painted centerline stripe to designate and separate travel direction should also be considered. Detailed design of the multi-use trails should follow AASHTO standards and criteria in order to accommodate bicycle, emergency and maintenance vehicular travel. Multi-use trails should be designed to serve all pedestrians as well as basic, novice and proficient cyclists.

Multi-use trails can be in the floodplain of rivers, streams and creeks. Such trails should avoid the state-required buffers and any wetlands. They provide access to and connections between historic and cultural sites, exceptional natural resources and other points of interest. Multi-use trails may follow roadways, but physical separation is established between motor vehicles and trail uses. Where physical and secure separation is required (i.e., multi-use trails along a highway right-of-way), the three-rail wood fence with wire mesh, as illustrated in the *Prototypical Trail Section Sketches*, will provide an aesthetically pleasing and acceptable barrier between the heavy vehicular traffic roadway and the adjacent pedestrian/bicycle multi-use trail. Along portions of the trail, changes in elevation are required to conform to existing topography, avoid significant natural features such as rock outcroppings, or compensate for fill materials in floodplains. In these transition areas, porous or standard concrete ramped trails with supporting gabion walls should be used. Trails should not exceed a five percent (5%) vertical slope in order to comply with ADA guidelines for accessibility and to maximize user comfort. Any trails that exceed five percent are considered ramps and must conform to specific ADA requirements relevant to handrails, length of run, landings and other issues. AASHTO allows for steeper grades on trails than ADA but we have found that grades over 5% are difficult on seniors both walking and bicycling and are the maximum grade that small children and many adults can comfortably ride a bicycle. Therefore, we try to keep trails under this gradient.

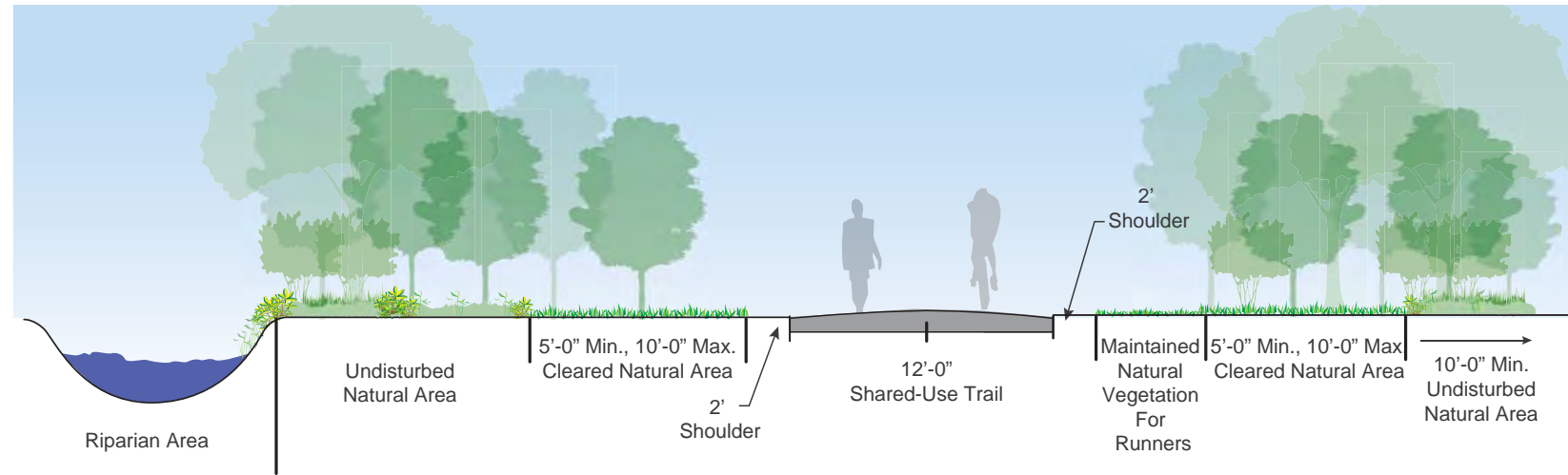
## Trailhead Design

Simply stated, trailheads are trail access points for the general public. However, in terms of available facilities and amenities, the various types of trailheads can be extremely diverse. Trailheads will establish the trail user's first impression of the greenway system; therefore, attention to details of design will be critical as construction documents are developed. Where possible, trailheads should be located in or adjacent to existing or planned parks so that public amenities such as restrooms, parking, picnic pavilions, playgrounds and general recreation facilities are already available. In addition, educational facilities should also be considered as a prime location for trailheads. Frugal use of economic resources is a strong component in determining location. However, economy of means is not the only factor in this reasoning. By combining recreational opportunities, the Crossville community will have a greater range of choices to improve its health, quality of life and leisure time.

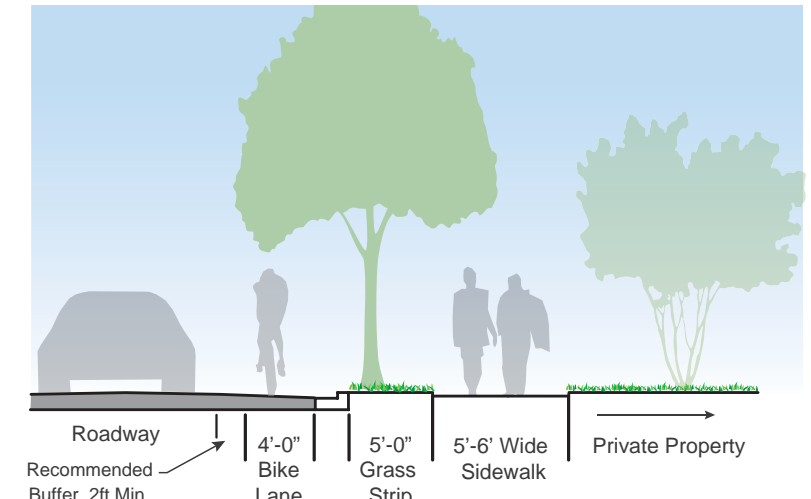
In general, trailhead design criteria should consist of the following components, regardless of the level of development:

- Circulation: Adequate, efficient and safe space allocations must be provided for vehicles, bicycles and pedestrians to maneuver

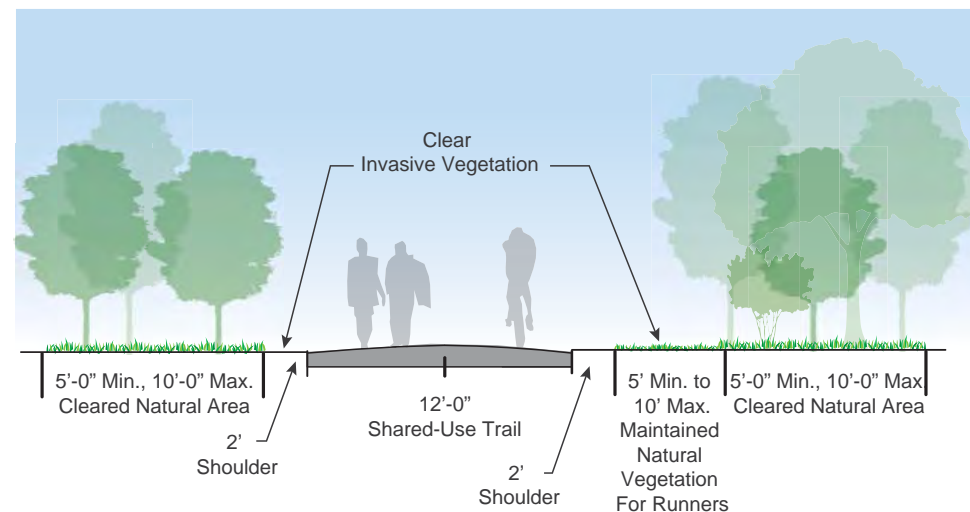
**Figure 5.6: Prototypical Trail Sections**



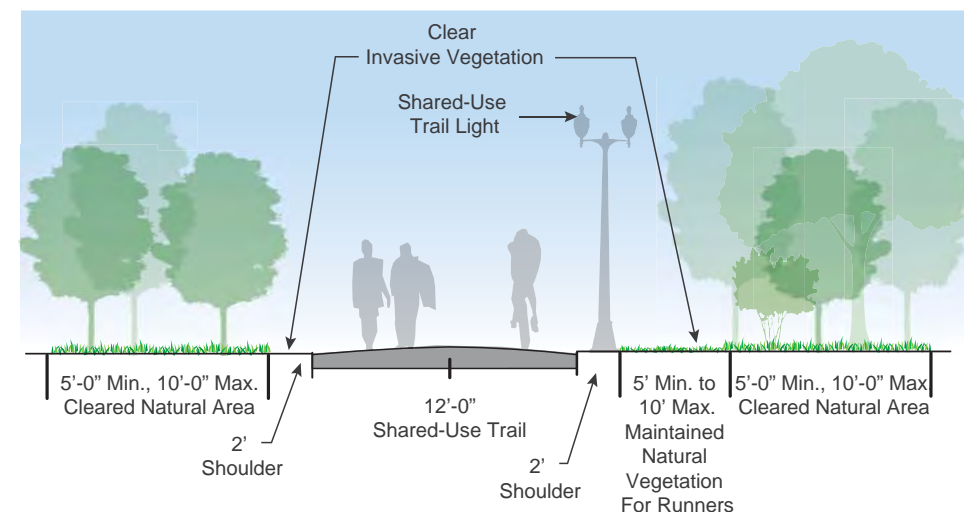
**Minimum 50' Trail R.O.W. Section**



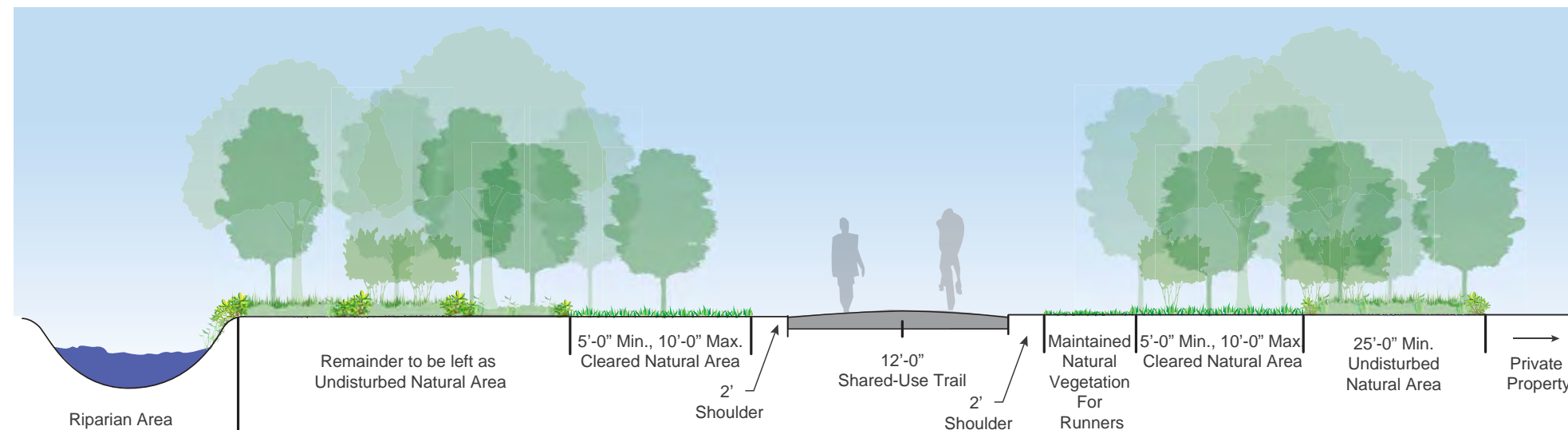
**Bike Lane and Sidewalk Section for Neighborhood Connector Trails**



**Shared-Use Trail Section**



**Lighted Shared-Use Trail Section**



**Preferred 100' Trail R.O.W. Section**

- **Parking:** There must be an adequate number of parking spaces for the anticipated level of use of the particular facility including, where appropriate, spaces for RVs, small trailers for boats and canoes, buses and bicycles
- **Structures:** Again, depending upon the anticipated level of use, buildings may be required. Structures may include gazebos, picnic shelters or pavilions, restrooms, maintenance and storage facilities, information booths and kiosks.
- **Site furnishings** including benches, picnic tables, trash receptacles, bike racks, bollards and playgrounds
- **Signs**
- **Fences and lockable security gates**
- **Emergency telephones**
- **Security lighting**
- **Landscaping**
- **Connector trails to the main trail**
- **River or waterway access where appropriate**

### Trail Rules and Regulations

Public safety is a key element for the success of a greenway system. It is important to establish and implement a standard set of trail rules and regulations to facilitate the safety of all trail users. The trail rules should identify both expected user conduct and actions that are in violation of trail policy. Public notification is key for trail user awareness of the trail rules and regulations, which should be posted at all major access points to the greenway and also be available in a handout form. The following is a suggested list of rules and regulations:

- **Crossville Greenway Hours:** Crossville Greenway is open to the public from dawn until dusk.
- **Be Courteous:** All greenway users, including walkers, joggers, skaters, skateboarders, wheelchairs and bicyclists, must be respectful of other users, including their mode of travel, speed and level of skill. Respect the privacy of adjacent property owners and the existing wildlife living in their natural habitat; remember, greenway users are sharing community space.
- **Use the Buddy System:** Always use the greenway system with a friend!
- **Do Not Use This Trail under the Influence of Alcohol or Drugs:** It is illegal to use this trail (public property) while under the influence of alcohol in excess of the State of Tennessee statutory limits or if you have consumed illegal drugs. Trail users that are on prescribed medications should consult their doctor or pharmacist to ensure that their medications will not impair their abilities for safe usage of the greenway system.
- **Clean Up Your Litter:** Please keep our greenways clean and neat for other trail users. Dispose of all debris appropriately or pack out what you bring in. Remember to recycle whenever possible. Please clean up after your pets. Violations will result in fines.

- **Keep Pets on Leashes:** All pets must be kept on a secure and tethered leash. Violations will result in fines.
- **Keep to the Right:** Always keep to the right when using the trail, or stay in the lane that has been designated for your user group. An exception to this rule is when it becomes necessary to pass another user.
- **Pass on the Left:** When it becomes necessary to pass another user traveling in your direction, pass the user on their left. Verify that trail user traffic is clear prior to passing; remember, always yield to both slower and oncoming traffic.
- **Give Audible Signal When Passing:** All users should give a clear warning signal prior to passing. Common voice signals are “Passing on your left!” or “Cyclist on your left!” Be courteous and respectful with audible signals; profanity is not acceptable.
- **Be Predictable:** Travel in a consistent and predictable manner. Always look for traffic clearance prior to changing trail position.
- **Be Alert:** Inattention can cause disasters. Always stay alert. Maintain control of your bicycle, skateboard and skating
- **Do Not Block the Trail:** When traveling in a group or with your pets, use no more than half of the trail. Do not block the flow of other trail users. If approached by trail users from both directions, oncoming and from behind, merge your group into a single line to the far right to allow the safe passage of others.
- **Yield When Entering or Crossing Trails:** When entering or crossing a trail at a non-controlled intersection, yield the right-of-way to traffic on the other trail.
- **Use of Lights:** When using a trail near dawn or dusk, or during inclement weather, be equipped with appropriate lights, and wear light or reflective clothing. Cyclists should be equipped with a white light in the front and a red or amber light in the rear of the bicycle, both visible from 500 feet in either direction. All other trail users should be equipped with a source of white lights capable of being seen from 250 feet to the front.
- **Trail Subject to Flash Flooding:** Sections of the Crossville Greenway are subject to flooding and the Greenway is officially closed during the times when trails are subjected to floodwater conditions. For your personal safety, please be prepared to leave the greenway immediately during periods of heavy rainfall.

The above rules and regulations represent an acknowledgement of basic concerns and are by no means final. They require review, modifications, additions per trail-unique conditions, and approval by the City of Crossville and Crossville Parks and Recreation Department in the interest of public health, safety and well-being.

## Safety and Security

Safety and security are fundamental for all public facilities, which include community greenways. Greenways should accommodate the public, with special emphasis given to pedestrians, including children and senior citizens with varying degrees of physical and mental capabilities, and individuals with disabilities. Trails should also accommodate two-



way travel, serving a variety of users, including walkers, joggers, runners, bicyclists, and skaters; it will also accommodate emergency and maintenance vehicles.

With the greenway being a public facility developed for the public, a basic level of safety must be maintained. This level of safety does not end in the design efforts of the greenway, but extends to the maintenance and security policies to be implemented by the city. These policies will require safety patrols, routine maintenance of the trails and be recognized as high priorities by the city. Signage, both temporary and permanent, must be immediately in place from the beginning of construction to its completion. The signage system must include regulatory, warning and guidance signage.

An emergency plan should be developed and put in place by the city. This plan can respond to emergency situations from the common to the most unlikely accidents. Public agencies that should be involved include, but are not limited to, Parks, Fire, Emergency Services and Police Departments, Utility and Public Works Department and any other group that is tasked with emergency planning for city facilities.

In addition to public agencies, support from private groups and/or adjacent property owners along the greenway could be formed and become a major resource in both policing and maintaining the greenway system. This resource will have a strong bond of public ownership and will make a special effort to see that the greenway, with its built facilities and natural resources, is protected and used as per city rules and regulations.

The following is a suggested list of additional components for the safety and security of the greenway:

- Installation of distance markers at .25 mile intervals to aid in identifying trail location in the event of an emergency
- Establishment of a safety committee or coordinator
- Preparation of a trail safety manual for employees and agencies
- Establishment of user rules and regulations
- Development of greenway and trails emergency procedures
- Preparation of a safety checklist
- Preparation of a trail user response form
- Development of a system for reporting accidents
- Development of a regular maintenance and inspection program
- Development of a site review program
- Development of a public information program
- Implementation of an employee training program for safety and emergency response
- Conducting ongoing research and evaluation of program objectives

As construction phases are completed and opened for use by the public, a new construction phase will begin. It is highly recommended that public use not be allowed until the current construction phase is completed and that any use will be considered a violation

of the posted rules and cited accordingly. This recommendation should minimize, if not avoid, unnecessary vandalism and damage to the greenway during construction. It will also reduce or prevent accidents during subsequent construction phases.

## General Recommendations

### Community Center Elements

In planning for a community center, the team has provided a typical layout of elements commonly found in a community center. The diagram also provides a suggested phasing plan for development in order to reduce initial costs.

**See figure 5.7: Community Center - Typical Elements**

### Create a Greenway Conservation Easement Document

The potential for development of greenways throughout the city creates the need for a greenway conservation easement document. This document is a tool to gain access for greenways across private property without having to purchase the property or acquire the land at a reduced rate. A sample agreement is provided in the appendix. Parks staff should work with the city's legal counsel to craft a similar document to be used for greenway corridor acquisitions. Another option for obtaining greenway easements is to work with a non-profit agency such as the Path Foundation. The Tennessee Parks and Greenway Foundation is an established greenway development non-profit that works with communities in the state to obtain greenway routes. They would be a good partner for the city to work with as the city initiates its own greenway development program.

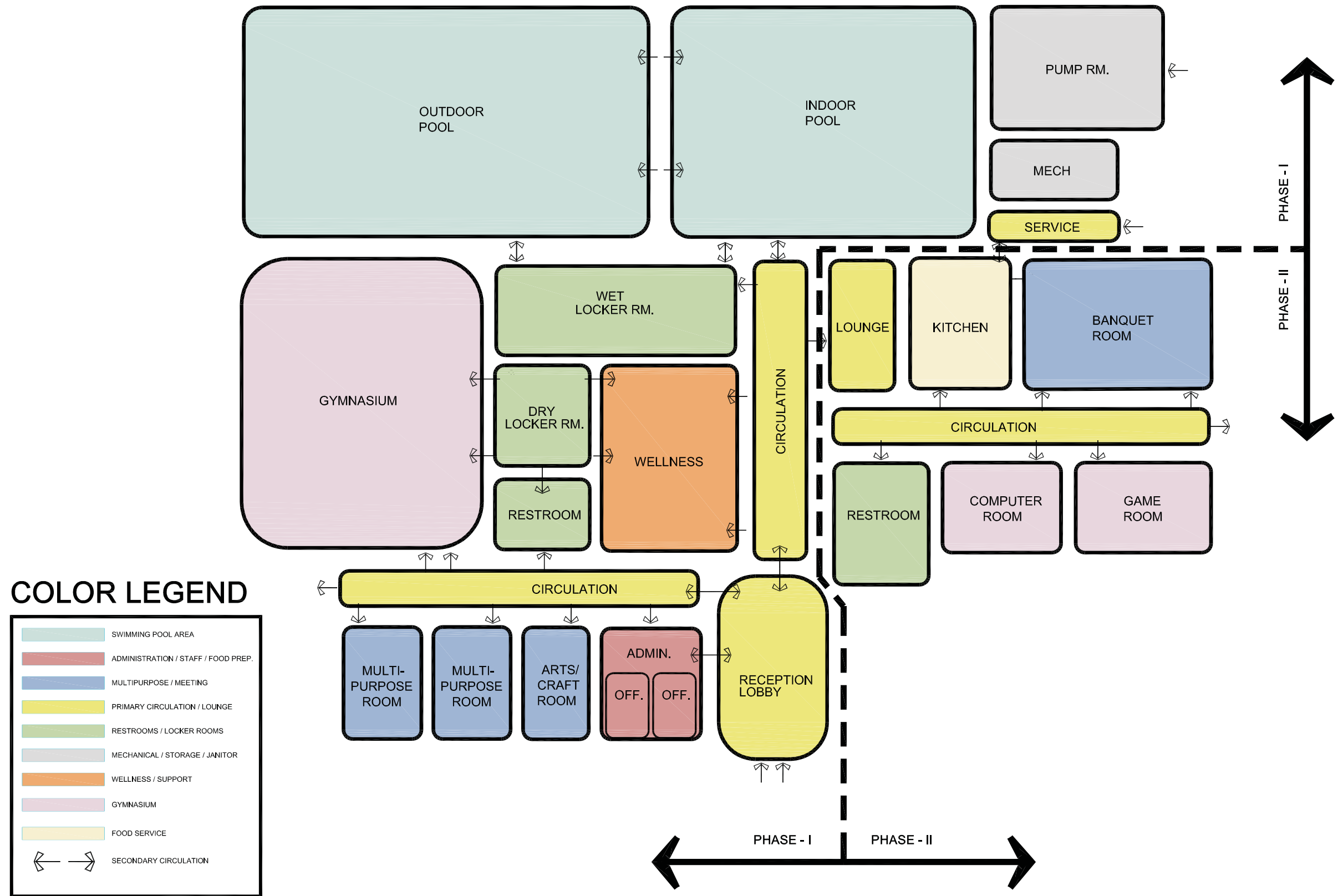
### Develop Facility Design Standards

The basis for creating a strong image of the Recreation and Parks Department is to follow design guidelines and standards in park development that allow a visitor to immediately identify a public park by the elements that are present there. Design standards also reinforce the branding efforts of communities who want to present a unified approach among all public facilities. Gwinnett County, Georgia, is a great example of a park system that uses standard design guidelines in their parks, which are readily identifiable by residents and visitors to the county.

#### ***Architectural***

Architectural standards apply to the built structures within a park and dictate such elements as construction materials, roofing materials, paint colors, hardware and furnishings. While a strong park system does not require that every structure look exactly the same, using a combination of the same building materials and colors is enough to create an identity for the park structures. Using common hardware and building materials throughout the park system can reduce maintenance costs by increasing the efficiency of repairs. Our observations indicate a lack of architectural uniformity in Crossville parks.

Figure 5.7: Community Center - Typical Elements



***Athletic Amenity Standards***

Athletic amenity standards relate to backstops/dugouts, bleachers, fencing, gates, lighting, scorers' stands, irrigation, turf, spectator seating, concession/restroom buildings and other elements that support the athletic fields or complexes. Using the same fencing materials and dugout standards, etc. helps to strengthen a system's image by creating uniformity at major features found in the interior of a park. It also allows for the development of uniform field maintenance when all fields contain the same equipment and mechanical systems.

***General Site Amenity Standards***

General site amenity standards are some of the easiest and most cost feasible to implement. They include such things as site furniture, green space irrigation, landscape planting, trash receptacles, lighting and playgrounds. Some basic guidelines for developing a standard package for park amenities include specifying elements that are produced by the same product supplier and are of the same color scheme and design style.

Using the same plant materials at park entrances and around key park features like pavilions or restroom buildings is one way of using site amenity standards to create an identity for the system. Maintenance of these landscapes is simplified because the inventory of replacement landscape material has been established beforehand. Time standards for repetitive repairs can be tracked and assist with scheduling.

***Parking, Circulation and Site Development Standards***

Parking, circulation and site development standards relate to the dimensions and construction specifications of parking, paving, roads, sidewalks and trails. These standards set parameters for the layout of new or redeveloped parks through requirements such as the type of curb and gutter found along roadways and parking lots and the minimum width of sidewalks. In addition, these standards can provide general guidelines that minimize the visual impact of parking to create circulation that is more efficient by grouping similar activities like basketball, tennis and other court games.

Some parking, circulation and site development standards that should be considered include:

- Providing shade for picnic areas during 11:00 am and 5:00 pm
- Maximum buildable slope of 20% with 2-15% being most desirable
- Minimizing offensive sounds and smells through careful site selection
- Minimizing the impact of lighting through the placement and selection of light fixtures
- Locating large facilities in open areas and on flatter slopes to minimize grading and the removal of existing tree canopy
- Providing shade along walking paths and playgrounds
- Providing a central restroom for several recreation facilities to share in more developed parks
- Locating facilities where they are visible from a main road
- Locating unique park facilities in locations that are accessible for walkers and cyclists

- Locating parks along proposed greenway corridors and connect existing parks
- Establishing parking requirements for each type of facility
- Providing standard turf and maintenance for dog park(s)
- Identifying and specifying where green infrastructure systems should be used
- When looking at parking lot layouts, the following should be considered
- Minimizing the visual impact of large parking lots with landscaping
- Utilizing right-angled parking for the greatest space efficiency
- Providing overflow parking on stabilized turf or lawn areas
- Separating pedestrian and vehicular circulation routes
- Using wheel stops where parking spaces abut sidewalks
- Using boulders to limit areas of overflow parking
- Using porous pavements and bioswales to reduce and clean stormwater runoff

### Sign Standards

Entrance signs, directional signs and identification signs are critical elements for providing a standard image of the park system. Park sign programs can be integrated into an existing community-wide wayfinding program or implemented as an independent program. A uniform set of park signage standards should be developed. Figure 5.10 below provides an example of the new park sign standards adopted by the City of Cary, North Carolina. While the materials used in this example would not be ideal for Crossville, the family of signs does reflect the variety of signs needed for the park system including greenway signs.

**Figure 5.10: City of Cary, North Carolina, Greenway Sign Standards**



As part of the overall capital plan, funding for the development of design standards should be included. The standards can be developed as part of the redevelopment and renovation of existing parks and development of new parks. The standards should reflect the city's overall visioning program and other community projects.



## Park Development Priorities

The planning team has prioritized the projects recommended throughout this master plan. For a detailed phasing of these projects, including opinions of cost and the year in which they should be implemented, refer to Section 6: *Opinions of Probable Cost and Phasing Plan*.

### Tier One Priorities: 0-24 months

Tier One Priorities are the actions that should be taken and the park projects that should be funded in the next 24 months. Many of the projects listed in Tier One are additional studies on existing facilities that are needed to determine which existing facilities should be renovated and which ones should be removed.

- Develop all recommended design standard documents
- Develop a prioritized capital plan
- Secure funding for capital plan for implementation
- Develop an indoor facility master plan
- Begin ADA improvements
- Complete management agreements with all existing park user groups
- Begin greenway development to improve ped/bike access to parks
- Develop master plan for Garrison Park redevelopment
- Add disc golf course on undeveloped park property along with trails, playground and new pavilion

### Tier Two Priorities: 25-60 months

Tier Two Priorities are projects to be completed in months 25-60 following adoption of this master plan.

- Begin redevelopment of parks per the capital plan.
- Begin replacing signage, trash receptacles, etc. per the design standard documents
- Add/repair restrooms per park plans throughout the park system
- Provide a playground at Duer Soccer Complex
- Begin implementing the recommendations of the indoor facility master plan
- Begin the redevelopment of facilities at Meadow Lake Park
- Begin the redevelopment of facilities at Garrison Park
- Continue greenway development and improvements to ped/bike access to parks
- Continue park maintenance projects to comply with ADA

### Tier Three Priorities: 61-120 months

Tier Three Priorities are projects to be completed in months 61-120 following adoption of this master plan.

- Continue/complete park renovations and development per the capital plan
- Continue greenway development per the capital plan

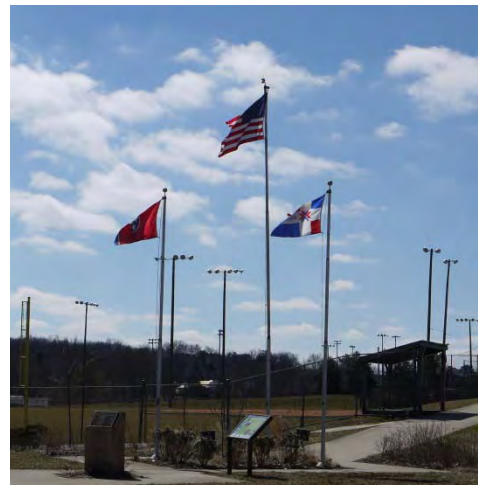
# 06 Opinions of Probable Cost and Funding



# 06 Opinions of Probable Cost and Funding

## Opinions of Probable Cost

The following pages detail \$13 million of park renovations and new facilities recommended for the next ten years. This number also includes over a million dollars in general maintenance and ADA improvements. In order to meet the funding of projects identified in Tiers 1-3, the City of Crossville will need to combine multiple funding sources including grants, donations, increase in fees and find new sources of funds.



The master plan has identified critical projects that should be funded if the agency is to expand recreation and programming opportunities. These projects include the development of a greenway system, developing programming activities and providing renovations at parks throughout the system. The most expensive recommendation is the development of a new aquatics complex that will provide swimming experiences, which is not currently available in the system.

The attached opinions of probable cost are for planning and budgeting purposes only. Actual quantities and amounts will vary. In some cases, a park master plan has been recommended in order to determine the community's desire for facilities needed in those locations. Final park master plan elements could greatly alter the cost of those parks. Funding this 10-year capital program is critical in maintaining the current level of service by Crossville Parks and Recreation Department. The Opinions of Probable Cost and the 10-year spending summary provided on the following page details the high priority projects for the next 10-years. Below is a summary of the opinions of probable cost for individual parks.

**Table 6.1: Opinions of Probable Cost for Individual Parks**

<b>Crossville Parks And Recreation Department</b>	
Opinion of Probable Cost August 2014	
Item	Cost
<b>CENTENNIAL PARK</b>	
<b>Turner Complex</b>	
General repairs (see section recommendations)	\$ 100,000
<b>Warner Complex</b>	
General repairs, plus light pole improvements	\$ 600,000
<b>Trail, Horseshoes and Dog Park</b>	
Repair trail, add markers. Remove gravel parking at horseshoe area. Add bench with ADA access and pad	\$ 100,000
<b>Playground, Volleyball and Tennis Courts</b>	
Renovate restrooms, repair courts	\$ 350,000
<b>Parking Lots and drainage</b>	
Repair, stripping, ADA signage, address drainage and add tree islands, etc.	\$ 100,000
<b>Undeveloped Area Toward Genesis Road</b>	
Development Master Plan and construct of trails, pavilion and parking area	\$ 500,000
<b>subtotal</b>	<b>\$ 1,750,000</b>
<b>DUER SOCCER COMPLEX</b>	
Recommended Budget	<b>\$ 400,000</b>
<b>GARRISON PARK</b>	
Recommended Budget	<b>\$ 4,800,000</b>
<b>MEADOW PARK LAKE</b>	
Recommended Budget	<b>\$ 1,300,000</b>
<b>DOWNTOWN AMPHITHEATER</b>	
Recommended Budget	<b>\$ 200,000</b>
<b>NEW COMMUNITY PARK (INDUSTRIAL BLVD)</b>	
Development Master Plan (trails, disc golf, playground, pavilion and parking)	
Recommended Budget	<b>\$ 1,000,000</b>
<b>TOTAL</b>	<b>\$ 9,450,000</b>

## 10 Year Recommendation Summary

As the results of the planning team's assessment of input from elected officials, city staff, public input and site assessments, recommendations for new park facilities have been developed. The recommendations have been broken down into three tiers to address immediate needs, near term needs and long-term needs. These needs are primarily for remedial projects identified by the team and new facilities and parks that would be developed on existing land holdings. These needs also include regular maintenance and upkeep or the replacement of systems that are in place.

In Table 6.2, the cost for the implementation of the recommendations is provided. The total cost to implement the plan has been estimated at \$13,130,000. This total includes \$100,000 per year over the 10-year capital plan for general maintenance and ADA improvements items such as parking lot repair and striping, lighting replacements and similar items that must be undertaken to keep development systems in good operating condition. It also includes \$2,500,000 for continued development of new greenways throughout the city.

## Funding Options

As the city continues the process of expanding recreation opportunities over the next ten years, Crossville officials will have to provide new facilities, maintain existing facilities and operate a growing Parks and Recreation Department.

Due to recent downturns in the national economy, which have impacted grant funds being made available from federal and state sources, funding the improvements outlined in this master plan will be more challenging for Crossville now than in past years. However, over the ten-year life of this master plan, as economic conditions continue to improve, this should enable the city to aggressively fund renovation projects, new development and expanded programming opportunities that are needed to accommodate emerging trends in recreation.

Historically, the main sources of capital funding for parks and recreation agencies in the state of Tennessee have been:

- General Obligation Bonds
- Program User Fees
- Impact or Other Development Fees
- General Fund Tax Dollars
- State and Federal Grants

These options are discussed below.



Table 6.2: 10-Year Spending Plan

O P I N I O N S  
O F  
P R O B A B L E  
C O S T  
&  
F U N D I N G

	TIER 1		TIER 2			TIER 3					
	2015	2015	2016	2017	2018	2019	2020	2021	2022	2023	TOTAL
<b>EXISTING PARK RENOVATIONS</b>											
Centennial Park and expansion area		\$600,000		\$1,150,000							\$1,750,000
Duer Soccer Complex			\$400,000								\$400,000
Garrison Park		\$2,800,000	\$2,000,000								\$4,800,000
Meadow Park Lake	\$1,300,000										\$1,300,000
Historic Palace Theatre											\$0
Downtown Amphitheater				\$200,000							\$200,000
General Maintenance & ADA Improvements	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$1,000,000
<b>RENOVATIONS TOTAL</b>	<b>\$1,400,000</b>	<b>\$3,500,000</b>	<b>\$2,500,000</b>	<b>\$1,450,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$9,450,000</b>
<b>NEW PARK, FACILITY AND GREENWAY CAPITAL COSTS</b>											
New Community Center	TBD										\$0
New Community Park (Industrial Blvd)	\$1,000,000										\$1,000,000
Greenway Development	\$500,000		\$500,000		\$500,000		\$500,000		\$500,000		\$2,500,000
<b>NEW PARK, FACILITY AND GREENWAY TOTAL</b>	<b>\$1,500,000</b>	<b>\$0</b>	<b>\$500,000</b>	<b>\$0</b>	<b>\$500,000</b>	<b>\$0</b>	<b>\$500,000</b>	<b>\$0</b>	<b>\$500,000</b>	<b>\$0</b>	<b>\$3,500,000</b>
<b>GENERAL DESIGN STANDARDS &amp; STUDIES</b>											
Sign Standards	\$40,000										\$40,000
Design Standards		\$60,000									\$60,000
Park Master Plan Outdoor Acquais	\$40,000										\$40,000
Community Center Master Plan	\$40,000										\$40,000
<b>GENERAL PARK DESIGN TOTAL</b>	<b>\$120,000</b>	<b>\$60,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$180,000</b>
<b>YEARLY TOTAL</b>	<b>\$3,020,000</b>	<b>\$3,560,000</b>	<b>\$3,000,000</b>	<b>\$1,450,000</b>	<b>\$600,000</b>	<b>\$100,000</b>	<b>\$600,000</b>	<b>\$100,000</b>	<b>\$600,000</b>	<b>\$100,000</b>	<b>\$13,130,000</b>

Tier1 and Tier 2 TOTAL	\$11,630,000	
Tier3 TOTAL	\$1,500,000	
<b>TOTAL</b>	<b>\$13,130,000</b>	\$13,130,000
Existing Funding	\$0	\$13,130,000
<b>Total Funds Needed for Tier 1 and 2</b>	<b>\$11,630,000</b>	
		<b>Ten Year Average Spending \$1,313,000.00</b>
		<b>Per Capita (10,795) Spending 2014-15 \$279.76</b>
		<b>Per Household (4,493) Spending 2014-15 \$672.16</b>
		<b>Monthly Spending Per Household \$56.01</b>

## Traditional Primary Funding Methods

### Bonds

Municipalities across the country fund capital projects using general obligation bonds to build public facilities while spreading the facility cost over an extended period of time.

The use of a bond program would be a viable option to initiate a major capital program for parks and recreation facilities. The city could do a bond lending to fund a portion of the capital projects outlined in this master plan. The bond would be paid back over a 20 or 25-year period and would allow the city to begin to meet the facility needs of the community.

Although the design and opinion of probable cost of a new community center has not been determined, a bond program would allow the city to complete this large project and other significant projects as recommended in this master plan. Crossville could use a variety of funding sources to help pay back the bond. These include using fees brought in through the park development fees with new construction projects, earmarking a portion of local hotel taxes or establishing new taxes such as rental taxes in cooperation with the county. While the city could absorb the cost for many of the smaller projects on an annual basis, the larger projects most likely will need to be funded with a bond.

An alternative to a general obligation bond is a revenue bond. Unlike general obligation bonds, revenue bonds are tied to the anticipated revenue that will be generated by an operating facility. One of the major elements recommended in this master plan is a community/aquatics center. A facility of this type has the potential to operate with revenues exceeding expenses. The excess revenues can then be used to pay down a revenue bond. It is also common to see revenue bonds used in conjunction with general obligation bonds when revenues will not be sufficient to cover the entire capital cost for a large facility.

### User Fees

User fees assessed by parks and recreation agencies vary widely across the country. Fees can be charged for facility maintenance, added to program registrations or required for park access on a daily or annual basis. Other user fees include memberships to special facilities and centers and program fees charged for instructional programs. The combination of these fees can generate major revenue for the city.

Program user fees are a collection of entry fees and program registrations. The funds collected are primarily used to offset the operating costs required to provide services to Crossville citizens. Currently, program fees and revenue generation are not a major focus for the department because they have very little indoor programming space and function primarily as program facilitator. As new and redeveloped facilities are completed, self-generated revenue should become a higher priority for the department.

One area where current fees should be raised is at the Meadow Park Lake marina. The fees are well below market rates and should be increased gradually until they are nearer market rates.

## Dedicated Millage

In order to stabilize park funding from year to year, some communities pass a dedicated millage to fund their local parks and recreation agency. There are two ways this can be done. The first option is conducted internally by the Mayor and City Council by introduction of a memorandum of understanding that dedicates a fixed amount of existing property tax revenues to parks and recreation.

The second method is to pass an ordinance that establishes a separate property assessment that is collected by the city to fund the capital needs of the department. Should this method of funding be selected, legal counsel for the city should research this option and provide guidance to the Mayor and City Council on how to set up a dedicated park assessment.

## Regulatory Funding or Development Sources

Many city governments employ the use of regulatory means to aid the development of parks and greenways across the country. In the case of parks, land set aside or a fee in lieu of land set aside are common and would provide either needed parkland or funds for acquisition of parkland. As discussed in Section 5, a mandatory open space dedication or fee in lieu of dedication is recommended in order to gain more public parkland to offset the impacts of residential development in the city.

Below is a summary of Crossville's Ordinance from the city's website:

*The City of Crossville currently only has zoning ordinances pertaining to the airport, floodplains, the historic district, signs, mobile homes and mobile home parks. We have no ordinances, which specify commercial, industrial, residential or other areas.*

*There are requirements for the subdivision of property and for building permits, sign permits etc. There are limited setback requirements and the City of Crossville uses the ICC [2009] Building Codes. There are no parking or density requirements.*

*There may be deed restrictions or restrictive covenants associated with individual properties, however they are not within the jurisdiction of the codes department.*

## Right-of-Way or Greenway Easement Dedication

Another missing tool in Crossville is mandatory right-of-way dedication for multi-use greenway development that is outside of the roadway system. As new developments are planned along proposed greenways in Crossville, there is no provision for the mandatory dedication of right-of-ways or greenway easements for the multi-use greenways recommended in this master plan. These non-road routes are equally important to the development of a comprehensive greenway system; therefore, the mandatory dedication of R.O.W. or easements should be explored by the city's planning staff.

## Grant Opportunities

There are several good sources for grant programs through the federal and state government. The following summaries provide typical examples of greenway and park-related grants for which Crossville can apply.

### Transportation Enhancement Grant Program

Transportation Grants/MAP-21, the Moving Ahead for Progress in the 21st Century Act (P.L. 112-141), was signed into law by President Obama on July 6, 2012. Funding surface transportation programs at over \$105 billion for fiscal years (FY) 2013 and 2014, MAP-21 is the first long-term highway authorization enacted since 2005. MAP-21 establishes a new program to provide for a variety of alternative transportation projects, including many that were previously eligible activities under separately funded programs. MAP-21 replaces the funding from pre-MAP-21 programs including Transportation Enhancements, Recreational Trails, Safe Routes to School, and several other discretionary programs, wrapping them into a single funding source.

Administered by the Tennessee Department of Transportation (TDOT), the Transportation Enhancement Program provides funds for various transportation projects, including greenways. Potentially, Crossville can fund portions of the greenway system through annual application to TDOT for enhancement funds. These grants are comprised of 80 percent federal and 20 percent local funding; therefore, for every \$1.00 invested by the county or city, you receive \$4.00 in grant funds.

There are several other grant programs that support the development of bicycle and pedestrian transportation corridors. Those sections that apply to the creation of greenways, sidewalks and bikeways include the following:

### Multimodal Access Grant

TDOT's Multimodal Access Grant is a new state-funded program created to support the transportation needs of transit users, pedestrians and bicyclists through infrastructure projects that address existing gaps along state routes. Multimodal Access projects are state-funded at 95 percent with a 5 percent local match. Total project costs must not exceed \$1 million. Rural Planning Organizations (RPOs) or Metropolitan Planning Organizations (MPOs) must submit applications. TDOT's Multimodal Access Grants are not intended to fund infrastructure primarily used for recreation but could be use projects including sidewalks, pedestrian crossing improvements, and bike facilities on state routes. Website: [www.tdot.state.tn.us/publictrans/fund.htm](http://www.tdot.state.tn.us/publictrans/fund.htm)

### Congestion Mitigation and Air Quality Improvement Program (CMAQ)

The CMAQ program was created to reduce congestion on local streets and improve air quality. Funds are available to communities designated as "non-attainment" areas for air quality, meaning the air is more polluted than federal standards allow. Funds are also available to "maintenance" areas and former non-attainment areas that are now in

compliance. Funds are distributed to states based on population by county and the severity of air quality problems. A 20 percent local match is required. See link: <http://www.fhwa.dot.gov/environment/cmaq.htm> for more information.

## Safe Routes to School (SRTS)

The Safe Routes to School (SRTS) program, which is also administered by TDOT, funds walking and bicycle facilities that connect residents to schools. The goals of the program are to: enable and encourage children to walk and bike to school safely; make walking and biking a safer and more appealing transportation choice; facilitate the planning and development of projects and activities that will improve safety; and to reduce traffic, fuel consumption and air pollution in the vicinity of elementary and middle schools. This grant does not require a match, but grant funds are limited to \$250,000 per application per funding cycle. Applications received from a project sponsor may include multiple elements—including sidewalks, bike lanes and speed humps—but cannot exceed \$250,000. Source: <http://www.saferoutesinfo.org/>

## Recreational Trails Program (RTP)

This program is funded through the MAP-21 legislation. Funds are awarded for the construction of trails and support facilities. Emphasis is on the construction of multi-use trails such as biking, hiking, equestrian, motorized, etc. The Tennessee Department of Environment and Conservation (TDEC) administers this program. Source: [http://www.fhwa.dot.gov/environment/recreational\\_trails/](http://www.fhwa.dot.gov/environment/recreational_trails/)

## Urban Park and Recreation Recovery Program (UPARR)

The Urban Park and Recreation Recovery Program is a matching grant program aimed at the revitalization of urban park systems. Grants are provided for rehabilitation of existing recreation areas and facilities, for innovation projects that improve urban recreation programs and services or enhanced management of recreation systems, and for recovery action planning to facilitate such efforts. Since 1979, the UPARR program has awarded over 1,300 grants totaling about \$228 million. UPARR grants are funded at 70 percent federal and 30 percent local. For more information, contact the National Park Service in Atlanta at 404-562-3175 or visit: <http://www.ncrc.nps.gov/uparr>

The federal government has not approved UPARR funding since 2002. Continue to monitor this program in upcoming years for funding status at [www.nps.gov/uprr](http://www.nps.gov/uprr)

## Community Development Block Grant Program

The U.S. Department of Housing and Urban Development (HUD) offers financial grants to communities for neighborhood revitalization, economic development and improvements to community facilities and services, especially in low and moderate income areas. Several communities have used HUD funds to develop greenways.



## Land and Water Conservation Fund (LWCF)

LWCF grants were established in 1965 to provide park and recreation opportunities to residents throughout the United States. Money for the funds comes from the sale or lease of nonrenewable resources, primarily federal offshore oil and gas leases and surplus federal land sales. LWCF funds are used by federal agencies to acquire additions to national parks, forests and wildlife refuges. In the past, Congress has also appropriated LWCF moneys for so-called “state-side” projects. Communities can use “state-side” LWCF grants to acquire and build a variety of park and recreation facilities.

“State-side” LWCF funds are annually distributed by the National Park Service through the Tennessee Department of Environment and Conservation. Communities must match LWCF grants with 50 percent of the local project costs through in-kind services or cash. All projects funded by LWCF grants must be used exclusively for recreation purposes, in perpetuity. Website: <http://lwcfcoalition.org/>

## Local Park and Recreation Fund (LPRF)

The Tennessee Department of Environment and Conservation (TDEC) is authorized, in cooperation with the Tennessee Department of Agriculture (TDOA) and the Tennessee Wildlife Resources Agency (TWRA), to establish the "Local Parks Land Acquisition Fund" - referred to as the Local Parks and Recreation Fund (LPRF). The LPRF is to provide grants to all eligible local governmental entities for the purchase of lands for parks, natural areas, greenways, and for the purchase of land for recreation facilities. The funds may also be used for trail development and capital projects in parks, natural areas, and greenways. At least 60 percent of the funds allocated will go to municipal governments as authorized by the act. Recreation Educational Services (RES) has been awarding grants to eligible local governments for the purchase and development of land. These grants require a 50 percent match. See link for more information:

[http://www.tn.gov/environment/recreation/recreation\\_grants.shtml](http://www.tn.gov/environment/recreation/recreation_grants.shtml)

## Watershed Protection and Flood Prevention (Small Watersheds) Grants

The USDA Natural Resource Conservation Service (NRCS) provides funding to state and local agencies or nonprofit organizations authorized to carry out, maintain and operate watershed improvements involving less than 250,000 acres. The NRCS provides financial and technical assistance to eligible projects to improve watershed protection, flood prevention, sedimentation control, public water-based fish and wildlife enhancements and recreation planning. The NRCS requires a 50 percent local match for public recreation, and fish and wildlife projects. Website:

<http://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/landscape/wfpo/>

## American Greenways Eastman Kodak Awards Program

American Greenways Kodak Awards Program, administered by The Conservation Fund, provides grants of \$500 to \$2500 to local greenways projects. Grants can be used for almost any activity that serves as a catalyst for local greenway planning, design or development. Contact: The Conservation Fund, 1800 North Kent Street, Suite 1120, Arlington, VA 22209 (703)525-6300 Website: <http://www.conservationfund.org>

## The Global ReLeaf Program

The Global ReLeaf Program, American Forestry Association, provides funding for planting tree seedlings on public lands. Emphasis is placed on diversifying species, regenerating the optimal ecosystem for the site and implementing the best forest management practices. Submission deadlines are January 20th and July 1st. Contact: American Forestry Association, P.O. Box 2000, Washington, DC 20013. Website: [www.americanforests.org/global\\_releaf/grants](http://www.americanforests.org/global_releaf/grants)

## Conservation Reserve Program

The U. S. Department of Agriculture, through its Agricultural Stabilization and Conservation Service, provides payments to farm owners and operators to place highly erodible or environmentally sensitive landscapes into a 10-15 year conservation contract. The participant, in return for annual payments during this period, agrees to implement a conservation plan approved by the local conservation district for converting these sensitive lands to a less intensive use. Individuals, associations, corporations, estates, trusts, cities, counties and other entities are eligible for this program. This program can be used to fund the maintenance of open space and non-public use greenways along water bodies and ridgelines. Website:

<http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=crp>

## Agricultural Conservation Easement Program (ACEP)

ACEP is a new program that consolidates three former programs – the Wetlands Reserve Program, Grassland Reserve Program and Farm and Ranch Land Protection Program. It provides financial and technical assistance to help conserve agricultural lands and wetlands and their related benefits.. Under the Agricultural Land Easements component, NRCS helps Indian tribes, state and local governments and non-governmental organizations protect working agricultural lands and limit non-agricultural uses of the land. Under the Wetlands Reserve Easements component, NRCS helps to restore, protect and enhance enrolled wetlands. Under the Agricultural Land component, NRCS may contribute up to 50 percent of the fair market value of the agricultural land easement. Where NRCS determines that grasslands of special environmental significance will be protected, NRCS may contribute up to 75 percent of the fair market value of the agricultural land easement. See link: [www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/easements/acep](http://www.nrcs.usda.gov/wps/portal/nrcs/main/national/programs/easements/acep)



# 07 2021 PARKS AND RECREATION MASTER PLAN UPDATE

Prepared by  
Greg Wood, City Manager  
City of Crossville  
July 2021



# City of Crossville

## 2021 Recreation Plan Update

### Introduction

In 2014, the City of Crossville contracted with Lose and Associates to complete a Master Recreation Plan to guide the City's growth and expenditures for its recreation programs. The existing facilities in the plan included Centennial Park, Duer Soccer Fields, Garrison Park, and Meadow Park Lake. The plan also recommended modifications in the personnel structure of the Recreation Department. Progress in these areas is noted in the following milestones section.

### Milestones

The most significant project identified in the City's 2014 study was the renovation of the Garrison Park complex. Phase one of the project has been completed with the construction of a \$1,200,000 splash pad and playground with supporting facilities.



*Garrison Park Splash Pad*



*Garrison Park Inclusive Playground*



On the night of August 2, 2017, the City's own K-9 Cain gave the ultimate sacrifice protecting his handler as they pursued a fleeing felon. In Cain's honor, the City applied for and received a Dog Park Dash grant for the renamed dog park. It was rededicated on March 31, 2019, and both sides of it received jump hurdles, tunnel houses, bridge climbs, balance beams, training platforms, hill climbs and additional benches.



**Entrance to large and small dog facilities at K-9 Cain Memorial Dog Park**



**New facilities at K-9 Cain Memorial Dog Park**



With the growth in popularity of pickleball, the City self-funded the conversion of its tennis courts at Centennial Park into eight pickleball courts in 2019, which have been heavily utilized.



*Centennial Park pickleball court*

Trails and hiking were identified as a desired activity in the 2014 survey. Since that plan's adoption, six (6) trails have been established totaling 7.3 miles. In conjunction with trail development, a hiking marathon has been established in the County with this year's participation totaling 2,052 humans and 400 dogs. In addition to the hiking trails, the City participated in funding mountain bike trails at Cumberland Mountain State Park which now total approximately five (5) miles. The City has identified several existing trails at its Meadow Park Lake facility that can be linked together to establish more than five (5) miles of additional off-road bike trails. To facilitate this project, a multi-use trailhead should be built to support biking, hiking, and disc golf.

In October 2020, the City Council approved the construction of a disc golf course on City property at Meadow Park Lake. The project is privately funded with the City providing in-kind services and the land. The course will use existing park facilities for parking and restroom facilities. Project completion is set for summer of 2021.



*One of the challenging disc golf baskets at Meadow Park Lake*

One of the major needs identified in the 2014 plan was an indoor recreation/aquatic facility. In September 2020, Wold-HFR Design completed a study to further define the need and support for an indoor recreation facility that would include an aquatic center. That study is provided as an attachment to this update. As a first step in undertaking the project, the City submitted a preliminary application for acquisition funding through the LPRF program in 2020.

### **Demographics**

The 2014 Plan estimated the 2018 Crossville population to reach 11,189. According to a special census completed in November 2017, population was 11,564, exceeding that estimate. Additionally, the City expanded its land mass by 1.02 square miles to 20.99 square miles. Since the special census, building within the City has been brisk with 115 residential permits during fiscal year 2018 - 2019 and 142 residential permits during fiscal year 2019-2020. Those permits were dominated by two types of housing: starter-type single family homes and the Gardens, which uniquely targets RV owners with high-end homes specifically designed to house RVs. The recreation needs of these two populations are quite different, since the first tend to be young families and the second often retired, more affluent couples. Using an average household size of 2.5 persons, the new construction should add approximately 640 persons to the City population, taking it over the 12,000 mark. In those same fiscal years, 507 residential permits were issued in the unincorporated areas of the county. Many were located in the Fairfield Glade and Lake Tansi developments due to the availability of public water supply and existing infrastructure. Residents in those areas are likely to use City facilities if they have children; the City is the only place where baseball, soccer, and softball leagues are available in the County. However, Fairfield Glade is heavily marketed as a retirement community with many amenities covered by homeowner's fees and memberships. Lake Tansi, has some amenities which make it attractive to retirees, but has more young families and less amenities than Fairfield Glade.

### **Plan Updates**

During 2020, three different surveys were undertaken to gauge various aspects for recreation and quality of life issues and opportunities. As part of the City/County Three Star Grant, Good Folks Creative + Marketing completed a survey that focused on image and quality of life issues including outdoor recreation, arts and crafts, and indoor recreation. The City commissioned Wold-HFR Design to complete a recreation study which covered all aspects of recreation, the major goal of which was to measure support for an indoor recreation facility. Finally, the City completed the five-year update of its Land Use Plan which also addressed quality of life, including recreation issues.

### **Survey Summaries**

#### **Good Folks Marketing + Creative**

The survey conducted by Good Folks was part of a State Three Star Grant for the purposes of establishing branding and a marketing initiative for the City of Crossville and Cumberland County. While the City has established recognition as "The Golf Capital of Tennessee," that does not capture the wide variety of outdoor recreation and other opportunities in the City and County.

#### **Wold – HFR Design**

Wold-HFR Design was specifically contracted to gauge the level of desire and feasibility for an indoor recreation / aquatic facility. The 2014 Recreation Plan established a strong community desire to have an indoor recreation facility and aquatics. The City has already addressed part of that need with the renovation of Garrison Park and a wildly popular splash pad. Therefore, it was prudent to get a reading on the current community outlook on the level of support, utilization prospects, and financial feasibility.



### Land Use Update

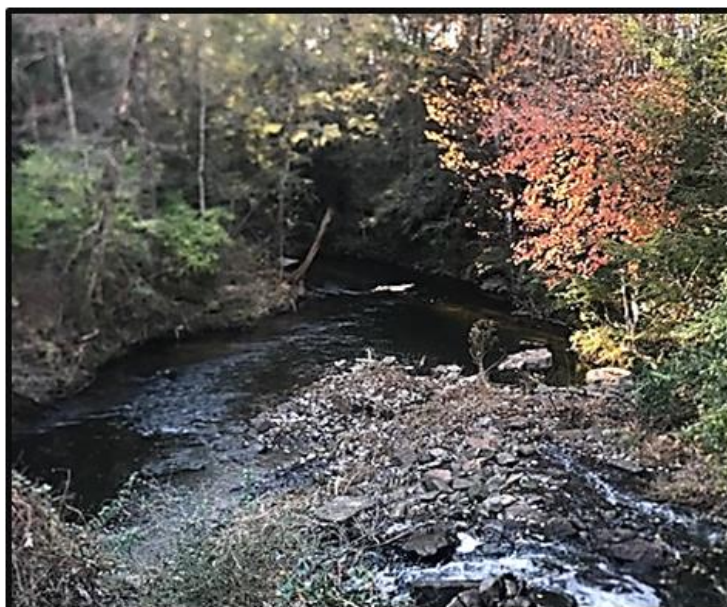
The City is in the midst of updating its five-year Land Use Plan. The survey for it included several questions about recreation, trails and open space. The answers reflected a strong support for public spaces to be preserved as open space, showed support for trails and an indoor recreation facility, and indicated that the City was already doing a good job of providing opportunities for outdoor organized sports and league play.

### Future Projects

One of the shining stars in the public participation arena is the ever-expanding walking trail system fueled by volunteer labor and an annual City funding allocation of \$10,000 in most years. Trail design and planning also receives assistance from the City's Engineering Department. That system's planning document is provided as attachment 2.



*Woodlawn Trail*



*Maryetta Trail*

Meadow Park Lake is one of the most significantly untapped resources of the City. As noted previously, it is the site of the new disc golf course. Hiking trails are already in place, but will continue to be expanded. A trail grant application will be submitted to construct a multi-use trailhead that will provide facilities for existing and expanded hiking trails, but also be an anchor for mountain bike trails. Additional plans include a new office/general store and expanding camping opportunities. Finally, if plans are approved by the appropriate state and federal agencies, the dam height will be raised by a projected eighteen (18) feet, which will at least double to acreage of the lake and provide much greater opportunity for water-based recreation and a water supply for the region to meet the needs for a projected half century.



*Meadow Park Lake*

A major project that will meet multiple needs for non-existent aquatic facilities and opportunities for indoor recreation activities year-round is an indoor recreation facility. The City specifically targeted validation of this need via the commissioning of the study by Wold-HFR Design (Attachment 3). This survey found that 75% of respondents fully support funding the building and operation of a multi-purpose indoor recreation. The Wold-HFR study expounds upon many of the topics contained in this update.

### **Funding Options**

In recent history, the City of Crossville General Fund has been the primary funding source for recreation facilities and renovations. The most recent project renovating Garrison was completed using approximately 60% City funds, with another 45% coming from a LPRF grant, and the balance from a pass-through grant from the Health Department tobacco settlement funds and a grant from the three Cumberland County Rotary clubs. Projects such as the conversion of the City tennis courts to pickleball courts was 100% City funded. The trails program in the City and surrounding area is funded by the City and often constructed with considerable Friends of the Trails volunteer labor.

As the City moves forward it will continue to seek funding sources which will include, LPRF grants, Healthy Tennessee grants, Diabetes Grants, Trails grants, Foundation and Corporate grants, and volunteer labor. However, it is anticipated the largest portion of funding will remain in the form of the City's general fund primarily funded through tax revenue, with a small portion coming from users' fees. If the City moves forward with an indoor recreation facility, it is anticipated that about 50 percent of the operating revenue will come through aggressive programing, while tax revenue will make up the difference and cover capital costs.

### **Conclusion**

The City of Crossville is the "Golf Capital of Tennessee." That designation is in line with its history of retiree recruitment. However, several factors indicate a need to expand beyond the limited focus on just golf as a recreational activity in Crossville and the greater Cumberland County area. Many of these additional needs were identified in the 2014 Master Recreation Plan; however, for clarity's sake, we are updating them with additional data in this report. First, the area has so many options for outdoor activities due to the unique topography and biological diversity of the Cumberland Plateau; the area is selling itself short by not capitalizing on those. One evidence of this is the strong support for trails and hiking throughout the area. Second is the growing population with greater proportion of younger families. This calls for more diverse recreational offerings, including options for indoor activities during the winter when options are currently limited to schools or limited private facilities. Indoor facilities would serve both the senior population and young families. Finally, the need for some sort of aquatic facility is noted in the survey data compiled by both Good Folks Creative + Marketing and Wold-HFR Design. Therefore, the City's priority is to address these multifaceted needs in one complex to optimize long term operating costs and efficiencies.

### **Attachments:**

1. Facilities Listing
2. Trail Map and Trail Plan
3. Wold-HFR Survey
4. Good Folks Survey
5. Land Use Plan Update



**Attachment A - Facilities Listing**

**Crossville Parks and Facilities**

	Classification	Maintained Acreage	Total Acreage	Amphitheater	Arena	Baseball/Softball Field(s)	Basketball Court (outdoor)	Batting Cage	Boat Ramp	Community Center	Concessions/Kitchen	Disc Golf	Dog Park	Fishing Pier/Dock	Football Fields	Gymnasium	Horseshoes	Multi-purpose Field	Pavilions/Shelter(s)	Pickleball	Picnic Tables	Picnic Grills	Playground(s)	Racquetball	Restroom Facility	Senior Center	Skate Park	Soccer Field (Outdoor)	Splash Pad or Wading Pool	Stage/Theater(s)	Swimming Pool (Indoor)	Swimming Pool (Outdoor)	Trails - Paved	Trails- Unpaved	Trails - Mountain Bike	Tennis Court(s)	Volleyball (sand)	Volleyball (Indoor)	Wellness/Fitness Center					
Centennial Park	C	83	83			10	2				3	1					2		2	8	48	2	2		4		1											2						
Duer Soccer Complex	SP	14	46								1								3		8				1			6																
Garrison Park	N	7.5	7.5				1										1	1			5		1		1				1															
Downtown Amphitheater	SU	0.3	0.3	1																										1														
Palace Theater	SU	0.25	0.25								1																			1														
Meadow Park Lake	R	576	2,200						1		1	*		1					3		40	5	1		1																		1.6	
Undeveloped Property - Centennial Trail System	U	90.5	90.5																																									
Trail System	G	8.85	8.85																																									7.3
<b>Total</b>		780.4	2436.4																																									

**Other Parks and Facilities**

Obed River Park (County)	R	36.9	36.9																3		26		3		1																		1.9	0.5	1.9
Cumberland Mountain State Park	R		1,720	1		1			1	1	1			1					4						2																			4	
Senior Center (Non-Profit with City Funding)	CC									1	1														1				1																1
Community Center (County)	CC	84.1	121		1					1	3						1	1	2		35				4				1																
<b>Total</b>																																													

Classifications C-Community Park SP - Sports Park U- Undeveloped Park G - Greenway M- Mini Park  
 N - Neighborhood Park CC- community Center R - Regional Park SU - Special Use P - Passive (Natural Resource Area)

Notes \* Under Development  
 Trail system acreage based on an estimated 10 foot width x length / 43,560.



# Crossville Greenway Master Plan

March 2021

Produced by the

**Friends of the Trails, FOTT**

(a 501(c)3 non-profit organization in Cumberland County, Tennessee)

## **FOTT Planning Advisory Committee**

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**1 Summary**

The purpose of this plan is to provide an overview of hiking and hiking trails in Cumberland County in general and the future plans for trails within the city limits of Crossville in particular.

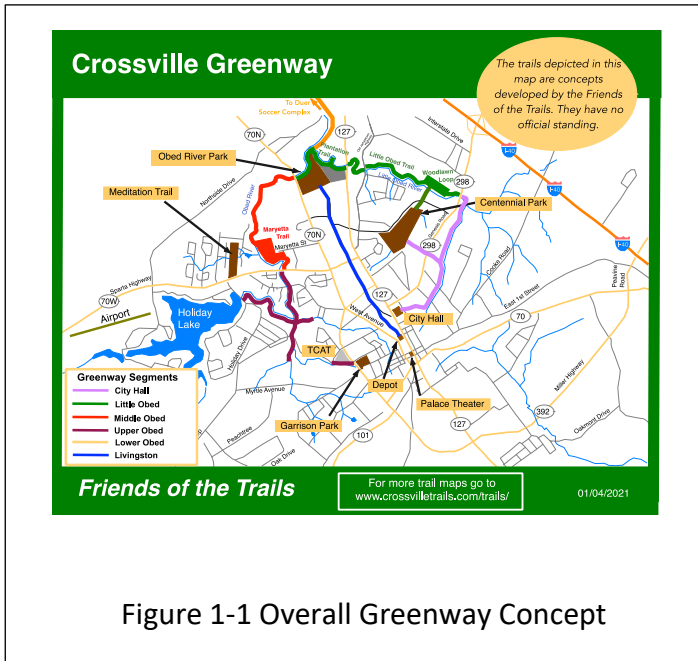


Figure 1-1 Overall Greenway Concept

There are over 80 miles of hiking trails already in the county, up from 30 miles ten years ago, and these trails are well used by residents and visitors. The historical growth of the trails systems in the county shows there is a lot of public support for more trails as evidenced by the number of volunteers who do physical work on the trails, the enthusiasm shown by hikers when new trails are added into the inventory, the responses in the recent public survey and the enthusiastic participation in the local Hiking Marathon.

Trails are used more when they are constructed near population centers and that is why the Friends of the Trails is concentrating its efforts on building the Greenway within the Crossville City

limits. The benefits of Greenways to the community are described in some detail in order assist with fundraising and property access.

Rather than attempting one major project to construct a typical Greenway of wide paved trails at considerable cost, the Friends of the Trails has adopted an incremental approach. We have been building one or two miles of natural trails each year with the expectation that with increased public use there will be growing community support to upgrade these initial trails to full Greenway standards despite the significant cost involved.

This plan describes in some detail the planned routes for constructing the network of natural trails around the city. These are very pragmatic plans that the Friends of the Trails expects to implement in the not-too-distant future with the current level of community support- both financial and physical. If community support grows then this plan will be updated with more ambitious plans reflecting that increased support.

The final section of the report makes very specific recommendations to increase the probability that this ambitious plan will come to fruition sooner rather than later.

The top four recommendations are:

- 1) Make the negotiation of permissions to build trails along the proposed route of the Greenway a high priority.

- 2) Continue FOTT construction of natural trails as soon as permission is obtained from property owners
- 3) Invite City and County Governments to adopt the Crossville Greenway Concept to achieve two primary goals
  - i. Accelerate property acquisition and construction of natural trails.
  - ii. Rapid conversion of segments of the Greenway natural trails into 12ft-wide paved multi-use trails.
- 4) Increase the FOTT construction rate of natural trails from the current rate of 1.5 miles each year.



**2 Introduction and Background**

The purpose of this plan is to provide an overview of hiking and hiking trails in Cumberland County in general and the future plans for trails within the city limits of Crossville in particular. It has been prepared by the Planning Advisory Committee of the Friends of the Trails, a 501(c)3 organization incorporated in Cumberland County Tennessee and approved by the Board of Directors.

The primary attraction of Cumberland County and the City of Crossville is its scenic beauty, culture and history going back to the Walton Road and relatively flat land which makes residential, commercial and industrial development easy. Located adjacent to Interstate 40 is a positive which brings numerous people through the city and county each day and facilitates moving products made locally.

Cumberland County has been known for decades as a golfing mecca with numerous public and private courses scattered across the county. These golf courses were generally connected with large residential developments such as Fairfield Glade, Lake Tansi and Holiday Hills. Another significant feature is the history of the area and the beautiful Cumberland Mountain State Park which serves both the local citizens and visitors to this area.

In the last decade many hiking and walking trails have been constructed and promoted in Cumberland County creating a lot of interest in these activities as the recreational and health benefits of such exercise is appreciated.

This Greenway Master Plan builds on the work of the 2014 City of Crossville Recreation Master Plan -

[http://www.crossvilletn.gov/ccgov\\_documents/recreation/Parks%20&%20Rec%20Master%20Plan%202014.pdf](http://www.crossvilletn.gov/ccgov_documents/recreation/Parks%20&%20Rec%20Master%20Plan%202014.pdf)

**3 Friends of the Trails**



The Friends of the Trails is a 501(c)3 organization formed in 2015 in the State of Tennessee. The purpose and mission of the organization is to promote the construction, maintenance and use of walking and hiking trails in Cumberland County, Tennessee. We recruit and organize volunteers to build hiking trails as community projects. Our volunteers also construct bridges, signs, benches and other amenities along the trails using materials we provide. Once trails are constructed our volunteers help with much of their maintenance. In order to promote the use of the trails we organize regular guided hikes and we organize the annual Hiking Marathon.

More information is available at <https://crossvilletrails.com>

## **4 Public Input and Support**

### **4.1 Hikers and Walkers**

The primary reason for people using trails is to get out in nature, for their health and to relax after work or a long busy week. Users include walkers, runners, hikers, mountain bikers, bird watchers and others who enjoy the waterfalls and overlooks found across the county.

Retirees make up a high percentage of city and county residents and they make up by far the largest number of hiking trail-users. This is partially because the hiking activities over the last ten years have been centered on the retirement community of Fairfield Glade.

There are many hiking opportunities within the county: The Tennessee Trails Plateau Chapter and the Fairfield Glade Hiking Group both organize weekly hikes to destinations throughout the neighboring counties; The Friends of the Trails organizes weekly hikes within Fairfield Glade.

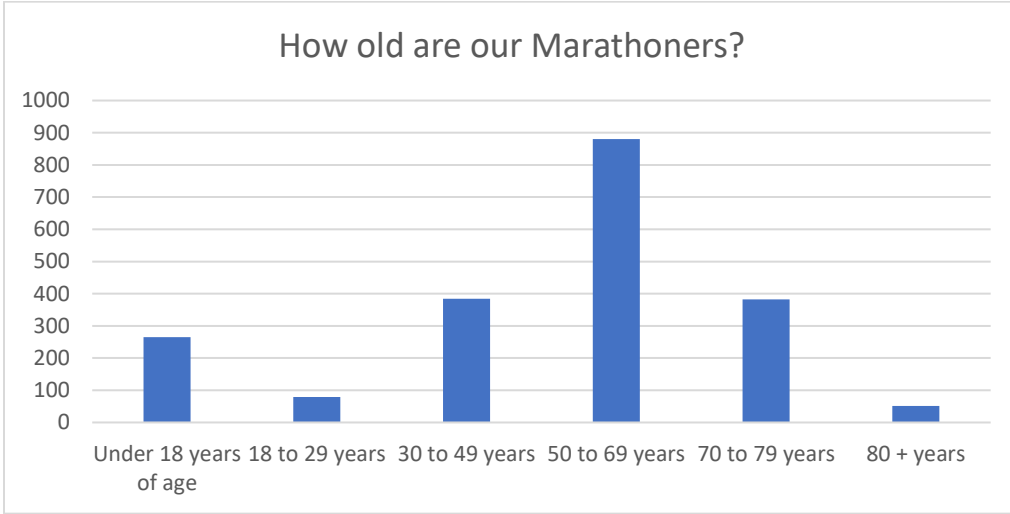
The Cumberland County Hiking Marathon is another hiking opportunity that has educated a great many people on the hiking trails within their community. The marathon has also been instrumental in expanding the demographics of hikers beyond the traditional retirees to a much younger group of people.

### **4.2 Cumberland County Hiking Marathon**

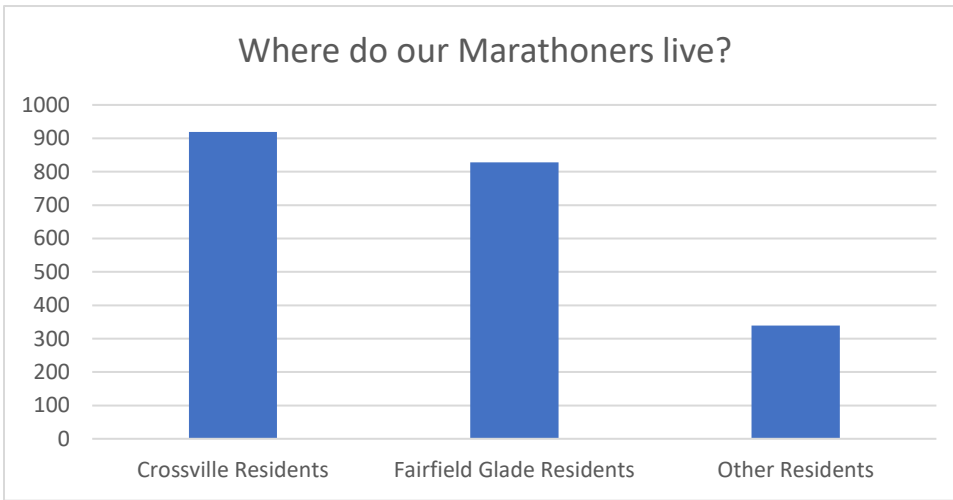
The Cumberland County Hiking Marathon was conceived in 2015 by the Friends of the Trails to promote the use of all the trails within the county. The Hiking Marathon was started by an idea that came from Hot Springs, AR, where the community, held a simple marathon on their trails. Not a race just a commitment to complete 26.2 miles of trails in a set time. Fairfield Glade volunteers had been building trails for four years and it was thought that holding a marathon would be a great way to promote the use of the trails. The Friends of the Trails organized the event and generous sponsors stepped forward which enabled it to be free to enter for all hikers. The concept is simple: hikers commit to hiking a pre-specified list of trails throughout Cumberland County during the month of September. The entire event is run on the honor system and those that complete the entire 26.2 miles get a T-shirt and patch – dogs get a bandana or dog-tag.

The first marathon in 2015 was extremely successful with over 300 entries. This happened with little publicity. The marathon caught the imagination of the local people as a family-friendly, healthy event and in 2020 there were over 2,000 entries.

Probably because of the demographics of Cumberland County the ages of the hikers in the marathon are predominantly seniors. Also, with young families and jobs, younger adults have less time available for recreation.



The Cumberland County Hiking Marathon is not restricted to county residents. The first year it was composed of 90% Fairfield Glade Residents but now the word has spread further afield and there is more balance.



More information is available about the marathon at: <https://hikingmarathon.com>

### 4.3 Public Support Survey

The historical growth of the trails systems in the county shows there is a lot of public support for more trails as evidenced by the number of volunteers who do physical work on the trails, the enthusiasm shown by hikers when new trails are added into the inventory, and the enthusiastic participation in the local Hiking Marathon.

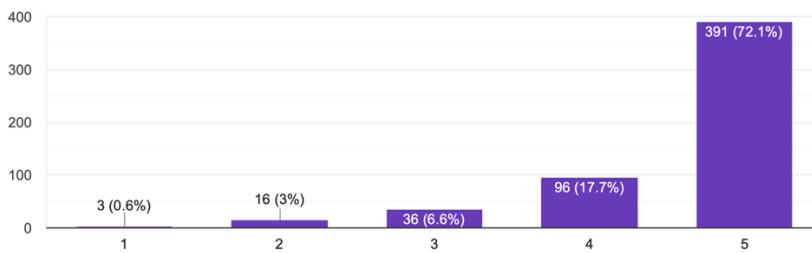
In January 2021 the Friends of the Trails decided to gather opinions from the general public on the Greenway by conducting an online survey. We are very pleased at the level of interest illustrated by the receipt of over 550 responses to the survey. Here are a few key results from the responses.

**Question 3.1 Do you think the Crossville community would benefit from a Greenway?**

(1 = Not much at all to 5 = A great deal)

90% of responses rated the benefit a 5 or a 4.

3.1 Do you think the Crossville community would benefit from Greenway?  
542 responses



**Question 3.2 How do you feel about a Greenway system of connected walking and biking trails in Crossville?**

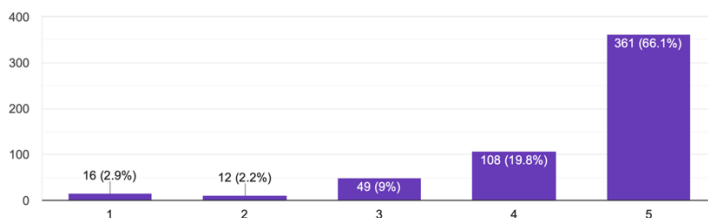
86.9% said it was a good idea and would promote more walking and biking around Crossville.  
81.1% said they are a safe way to get exercise, either walking or biking.  
76.7% said they are a great way to allow families to get out together and be safe from street traffic.

However, 7.7% said they have concerns that it may be used for antisocial purposes.

**Question 3.4 If a sidewalk near your home was connected with a network of marked trails in Crossville, how likely would you use them? (1 = Not Likely to 5 = Very Likely)**

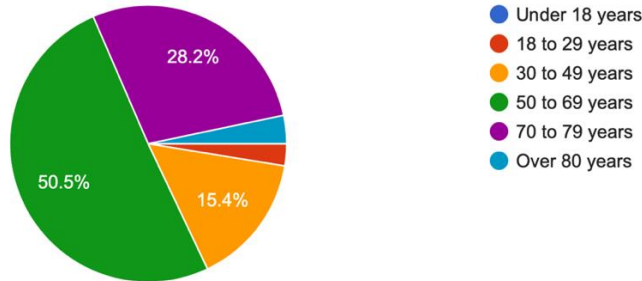
66.1% said it is very likely they would use a network of trails near their home.

3.4 If a sidewalk near your home was connected with a network of marked trails in Crossville, how likely would you use them?  
546 responses



It should be noted that this was not a scientific survey of a random sample of residents but just an indication of the community support for the project. Many of the respondents are hikers (73% often participate in outdoor activities, 52% walk/run more than 5 miles each week) and many are older (69% are over 50 years old).

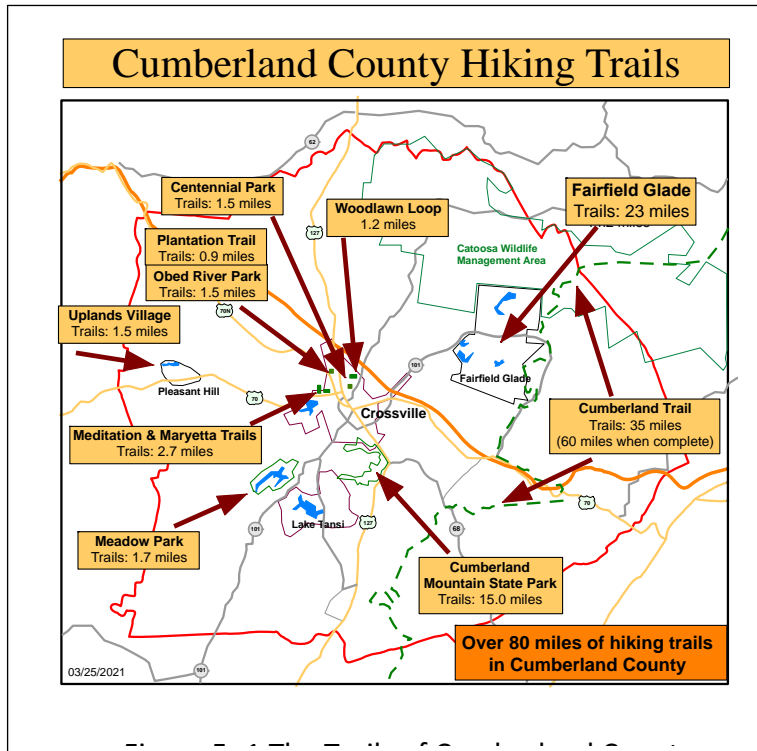
4.3 How old are you?  
546 responses



Overall we think this a very positive expression of support for the Crossville Greenway project.

**5 The Trails of Cumberland County**

There are over 80 miles of hiking trails in Cumberland County, up from about 30 miles ten years ago, and these trails are well used by residents and visitors. These trails can be considered to be in five distinct categories based on their geographical location, history and purpose.





### 5.1 The Justin P. Wilson Cumberland Trail State Park

The Cumberland Trail is an ambitious hiking trail project under development in East Tennessee. This extensive trail is being constructed and maintained largely by volunteers from Tennessee and across the nation. Efforts are organized and managed by the Tennessee Department of Environment and Conservation (TDEC) as the Cumberland Trail State Park.

Building the Cumberland Trail is a grassroots effort, driven by communities along the trail, government agencies, hiking clubs and a broad network of individuals. This successful private/public partnership is a model often cited to demonstrate the power of volunteerism and public/private partnerships.

When completed, the Cumberland Trail (CT) will extend more than 300 miles from its northern terminus in Cumberland Gap National Historical Park in Kentucky to its southern terminus at the Chickamauga-Chattanooga National Military Park located on Signal Mountain just outside Chattanooga, Tennessee.

Over 210 miles of the trail are open for hiking, and trail construction continues. There are 35 miles of trail open in Cumberland County, including the segment across the Catoosa Wildlife Management Area which is open to hikers year-round with special instructions to mitigate any dangers from hunters.

Estimated completion date for all trail segments on currently owned state land is late 2021. *When complete over 60 miles of the trail will be within Cumberland County.*

The jewel in the crown of the Cumberland Trail in Cumberland County is no doubt the Black Mountain section which provides stunning views over Grassy Cove.

More information is available at:

Cumberland Trail Conference <https://www.cumberlandtrail.org>

### 5.2 Cumberland Mountain State Park

Cumberland Mountain State Park is situated on the Cumberland Plateau, a segment of the great upland, which extends from Western New York to Central Alabama. It is said to be the largest timbered plateau in America. Cumberland Mountain State Park began as part of the greater Cumberland Homesteads Project, a New Deal-era initiative by the Resettlement Administration that helped relocate poverty-stricken families on the Cumberland Plateau to small farms centered on what is now the Cumberland Homestead community. This 1,720-acre park was acquired in 1938 to provide a recreational area for some 250 families selected to homestead on the Cumberland Plateau.

15 miles of trail meander around Byrd lake, and through the woods. Hikes range from easy to moderate day hikes, to overnight hiking adventures. Historic trails built by the Civilian

Conversation Corps(CCC) and the Works Progress Administration (WPA) can still be found in Cumberland Mountain Park especially the Pioneer Loop Trail that travels along Byrd Creek.

More information is available at: <https://tnstateparks.com/parks/cumberland-mountain>

**5.3 Fairfield Glade**

Over the last ten years, a great deal of hiking trail construction has occurred in the retirement community of Fairfield Glade. The work has largely been done by a large enthusiastic group of resident volunteers with help from trail specialist contractors. The Fairfield Glade Community Club, the developer (Fairfield Homes) and the Friends of the Trails have successfully partnered to harness the volunteer power and energy along with some financial assistance to create over 20 miles of well-designed hiking trails in some of the most beautiful terrain on the plateau. The volunteers meet nearly every Saturday morning to work on the latest trail project. Fairfield Glade has become a hiking destination in the area and trails are one of the top reasons given by new residents for choosing a home in Fairfield Glade for their retirement years.

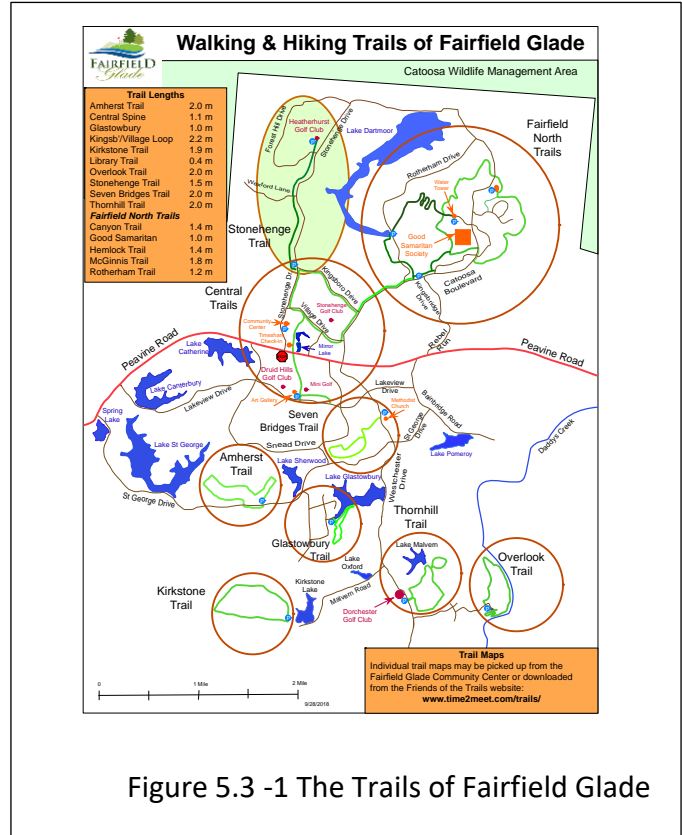


Figure 5.3 -1 The Trails of Fairfield Glade

More information is available at: <https://gladetrails.com>

**5.4 Cumberland County Trails**

In addition to the Cumberland Trail, there are a few other hiking trails scattered throughout the county. These include the Lake Alice Trail (1.5 miles) in the Pleasant Hill Community, the 1.5 mile paved trail in the Obed River Park, Maryetta Trail (1.7 miles) and the Soldier’s Beach Trail (1.7 miles) providing sweeping views of the lake in the city-owned Meadow Lake Park. There are other trails on private property, such as Camp Nakanawa, but this document only addresses trails that are open to the public.

**5.5 Bike Trails**

**5.5.1 Cumberland Mountain State park**

There are a number of miles of Mountain Bike trails in CMSP and there are plans to add more.

### 5.5.2 Meadow Park

The City is keen to add amenities at Meadow Park to use more of the undeveloped acres around the lake. Traditionally the park was used exclusively for fishing and camping but in 2015 the Soldier's Beach Trail was opened and hiking became a popular amenity. There are plans to add a disc golf course and a bridge is under construction below the dam to give access to miles of proposed bike and horse trail.

## 6 The Crossville Greenway Concept

### 6.1 Introduction to the Greenway

While most people are familiar with city or county parks, a new type of park, called Greenways, have been developed across the nation over the past several decades.

Greenways are corridors of land recognized for their ability to connect people and places together. These ribbons of open space are located within linear corridors that are either natural, such as rivers and streams, or manmade, such as abandoned railroad beds and utility corridors.

Greenways, as vegetated buffers protect natural habitats, improve water quality and reduce the impacts of flooding in floodplain areas. Most greenways contain trails, which enhance existing recreational opportunities, provide routes for alternative transportation, and improve the overall quality of life in an area.

Greenway trails can be paved or unpaved, and can be designed to accommodate a variety of trail users, including bicyclists, walkers, hikers, joggers, skaters, horseback riders, and those confined to wheelchairs.

Trails are used more when they are constructed near population centers and that is why the Friends of the Trails is concentrating its efforts on building the Greenway within the Crossville City limits.

The number of miles of natural surfaced trails are increasing in Crossville due to the efforts of the Friends of the Trails non-profit volunteer group working in partnership with the city. This is part of a vision for a Crossville Greenway. In the past 8 years, 7 miles of trails have been constructed primarily adjacent to the Obed and Little Obed rivers, generally on city owned properties. Later sections of this documents give much more detail about the Greenway.

A great resource on the topic of greenways is the TDEC document "**General Advice for the Development of a Hard-Surfaced Greenway Project**" by the Commissioner's Council on Greenways and Trails Development Committee

### 6.2 Trail Building Milestones Around Crossville

The Friends of the Trails has been involved in trail-building activities in Crossville since 2014.

- 2014 The City gave permission to build the Soldier's Beach Trail

- 2015 Completed the Soldier's Beach Trail (1.7miles)
- 2015 First Hiking Marathon – 300 registrations
- 2015 Created the Friends of the Trails, a non-profit corporation
- 2017 Completed the Woodlawn Loop (1.2 miles)
- 2017 Completed the Meditation Trail (1.0 miles)
- 2017 First briefing to the City Council on the Greenway Concept
- 2018 Completed the Plantation Trail extension (0.9 miles) to the Obed River Park trails
- 2020 Completed the Maryetta Trail (1.7 miles)
- 2020 Completed the Little Obed Trail to Old Jamestown Highway (0.8 miles)
- 2020 Sixth Hiking Marathon – 2,050 registrations

### **6.3 Connections to Downtown Businesses**

We are beginning to explore ways to involve retail businesses in the downtown area in the Greenway Project. The Greenway concept is essentially a beltway around the city. We are looking for ways to connect users of the Greenway with restaurants and shops in Historic Downtown Crossville to increase the economic benefit of the project. We would also like to introduce hikers to some of the history of the downtown area by highlighting historic buildings and other landmarks.

Because the historic downtown area is some distance from the Greenway trail-heads we are investigating a “village” concept where we identify retail businesses and items of historical interest on routes in a number of “villages” – each one being near a Greenway trail-head.

The city is well aware of the benefits of sidewalks to the community and invests each year in the construction of more sidewalks. Some of these sidewalks may be used as urban trails to connect the Greenway to local businesses, especially in the historic downtown area.

### **6.4 2014 City of Crossville Recreation Master Plan**

In 2014 the city of Crossville published a comprehensive Parks and Recreation Master Plan prepared by Lose & Associates. This plan addressed the need for a Greenway and made some recommendations. The greenway is addressed in pages 5.25 through 5.33.

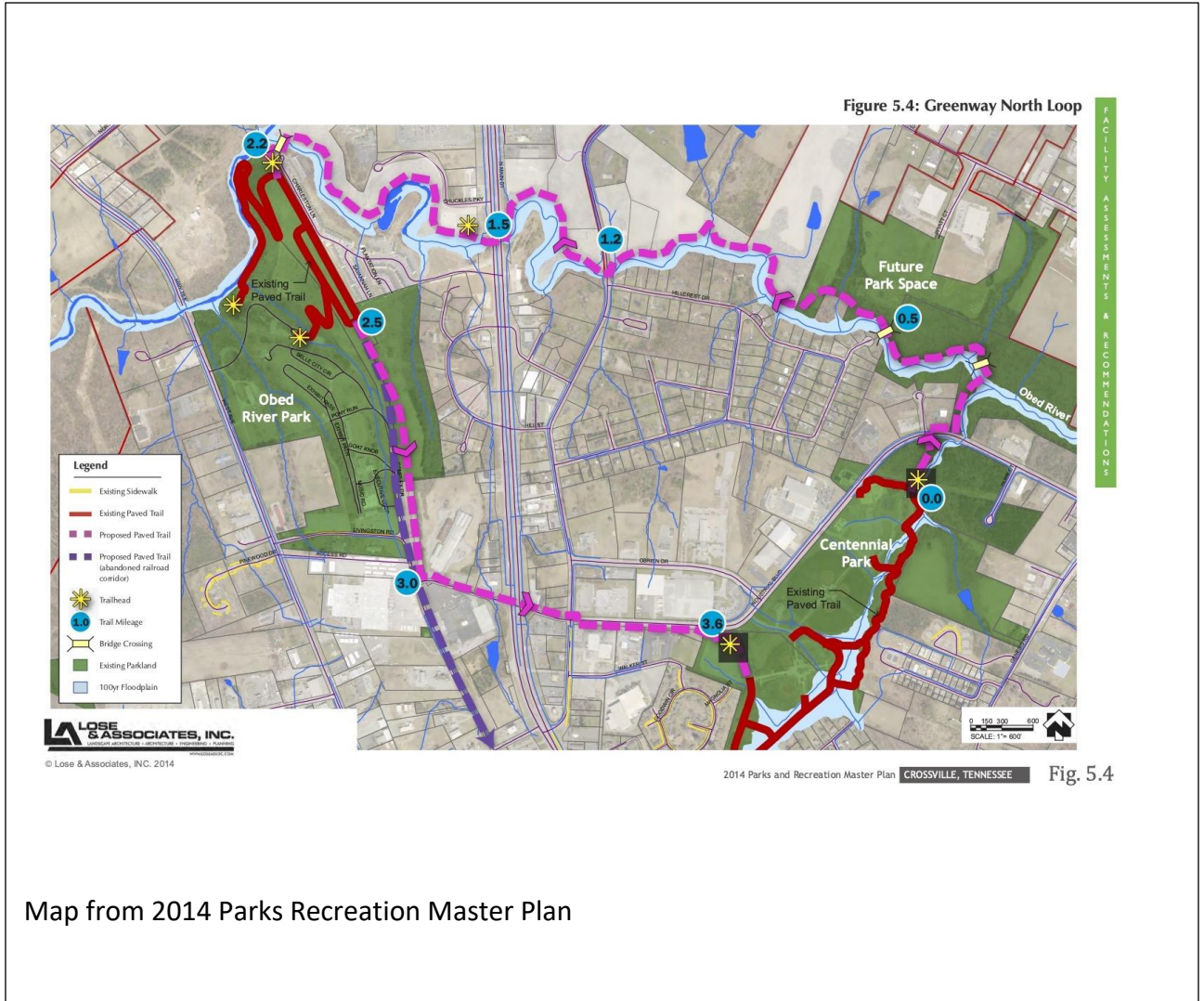
“The planning team recommends the development of greenway trails, sidewalk improvements and bicycle lanes as a priority item for Crossville.”

“the planning team recommends utilizing the abandon railroad line running through Crossville.”

“Figure 5.4 also illustrates opportunities for a greenway loop trails connecting Centennial Park to Obed River Park.”

This maps shows the route we have adopted with our segments of the Greenway: Woodlawn Loop, Little Obed River Trail and the Plantation Trail.

[http://www.crossvilletn.gov/ccgov\\_documents/recreation/Parks%20&%20Rec%20Master%20Plan%202014.pdf](http://www.crossvilletn.gov/ccgov_documents/recreation/Parks%20&%20Rec%20Master%20Plan%202014.pdf)



Map from 2014 Parks Recreation Master Plan



## 6.5 Benefits of the greenway

Trails and greenways provide a variety of benefits that ultimately affect the sustainability of a region's economic, environmental, and social health. Greenways Inc provides very good descriptions of these benefits on their website at [www.greenways.com/benefits-of-greenways](http://www.greenways.com/benefits-of-greenways). These benefits include:

- Creating Value and Generating Economic Activity
- Improving Bicycle and Pedestrian Transportation
- Improving Health through Active Living
- Clear Skies, Clean Rivers, and Protected Wildlife
- Protecting People and Property from Flood Damage
- Enhancing Cultural Awareness and Community Identity

Numerous studies have made the positive link between trails and their benefits abundantly clear. The degree to which a particular type of benefit is realized depends largely upon the nature of the greenway and trail system being implemented.

### 6.5.1 Creating Value and Generating Economic Activity

There are many examples, both nationally and locally, that affirm the positive connection between greenspace and property values <sup>(1)</sup>. Residential properties will realize a greater gain in value the closer they are located to trails and greenspace. According to a 2002 survey of recent homebuyers by the National Association of Home Realtors and the National Association of Home Builders, trails ranked as the second most important community amenity out of a list of 18 choices <sup>(2)</sup>. Additionally, the study found that 'trail availability' outranked 16 other options including security, ball fields, golf courses, parks, and access to shopping or business centers. Findings from the Trust for Public Land's Economic Benefits of Parks and Open Space, and the Rails-to-Trails Conservancy's Economic Benefits of Trails and Greenways (listed below) illustrate how this value is realized in property value across the country.

### 6.5.2 Trails and Greenways Increase Real Property Values

- Apex, NC: The Shepard's Vineyard housing development added \$5,000 to the price of 40 homes adjacent to the regional greenway – and those homes were still the first to sell <sup>(3)</sup>.
- Front Royal, VA: A developer who donated a 50-foot-wide, seven-mile-long easement along a popular trail sold all 50 parcels bordering the trail in only four months.

- Salem, OR: land adjacent to a greenbelt was found to be worth about \$1,200 an acre more than land only 1000 feet away.
- Oakland, CA: A three-mile greenbelt around Lake Merritt, near the city center, was found to add \$41 million to surrounding property values.
- Seattle, WA: Homes bordering the 12-mile Burke-Gilman trail sold for 6 percent more than other houses of comparable size.
- Brown County, WI: Lots adjacent to the Mountain Bay Trail sold faster for an average of 9 percent more than similar property not located next to the trail.
- Dayton, OH: Five percent of the selling price of homes near the Cox Arboretum and park was attributable to the proximity of that open space.

### 6.5.3 Trail Tourism Creates Economic Impacts

Tourism and recreation-related revenues from trails and greenways come in several forms. Trails and greenways create opportunities in construction and maintenance, recreation rentals (such as bicycles, kayaks, and canoes), recreation services (such as shuttle buses and guided tours), historic preservation, restaurants and lodging.

1. The Outer Banks, NC: Bicycling is estimated to have an annual economic impact of \$60 million and 1,407 jobs supported from the 40,800 visitors for whom bicycling was an important reason for choosing to vacation in the area. The annual return on bicycle facility development in the Outer Banks is approximately nine times higher than the initial investment <sup>(4)</sup>.
2. Damascus, VA: At the Virginia Creeper Trail, a 34-mile trail in southwestern Virginia, locals and non-locals spend approximately \$2.5 million annually related to their recreation visits. Of this amount, non-local visitors spend about \$1.2 million directly in the Washington and Grayson County economies <sup>(5)</sup>.
3. Morgantown, WV: The 45-mile Mon River trail system is credited by the Convention and Visitors Bureau for revitalizing an entire district of the city, with a reported \$200 million in private investment as a direct result of the trail <sup>(6)</sup>.
4. Tallahassee, FL: The Florida Department of Environmental Protection Office of Greenways & Trails estimate an economic benefit of \$2.2 million annually from the 16-mile St. Marks Trail <sup>(8)</sup>.
5. San Antonio, TX: Riverwalk Park, created for \$425,000, has surpassed the Alamo as the most popular attraction for the city's \$3.5-billion tourism industry <sup>(7)</sup>.
6. Pittsburgh, PA: Mayor Tom Murphy credits trail construction for contributing significantly to a dramatic downtown revitalization.

7. Allegheny Passage, PA: The direct economic impact of the trail exceeded \$14 million a year, encouraging the development of several new businesses and a rise in property values in the first trailhead town.
8. Leadville , CO: In the months following the opening of the Mineral Belt Trail, the city reported a 19 percent increase in sales tax revenues.
9. Dallas, TX: The 20-mile Mineral Wells to Weatherford Trail attracts 300,000 people annually and generates local tax revenues of \$2 million.

#### **6.5.4 Improving Bicycle and Pedestrian Transportation**

The sprawling nature of many land development patterns often leaves residents and visitors with no choice but to drive, even for short trips. In fact, two-thirds of all trips we make are for a distance of five miles or less. Surveys by the Federal Highway Administration show that Americans are willing to walk as far as two miles to a destination and bicycle as far as five miles. A complete trail network, as part of the local transportation system, will offer effective transportation alternatives by connecting homes, workplaces, schools, parks, downtown, and cultural attractions.

Trail networks can provide alternative transportation links that are currently unavailable. Residents who live in subdivisions outside of downtown areas are able to walk or bike downtown for work, or simply for recreation. Residents are able to circulate through urban areas in a safe, efficient, and fun way: walking or biking. Residents are able to move freely along trail corridors without paying increasingly high gas prices and sitting in ever-growing automobile traffic. Last but not least, regional connectivity through alternative transportation could be achieved once adjacent trail networks are completed and combined.

#### **6.5.5 Improving Health through Active Living**

A region's trail network will contribute to the overall health of residents by offering people attractive, safe, accessible places to bike, walk, hike, jog, skate, and possibly places to enjoy water-based trails. In short, trail networks create better opportunities for active lifestyles. The design of our communities—including towns, subdivisions, transportation systems, parks, trails and other public recreational facilities—affects people's ability to reach the recommended 30 minutes each day of moderately intense physical activity (60 minutes for youth). According to the Centers for Disease Control and Prevention (CDC), "Physical inactivity causes numerous physical and mental health problems, is responsible for an estimated 200,000 deaths per year, and contributes to the obesity epidemic" <sup>(9)</sup>.

In identifying a solution, the CDC determined that by creating and improving places in our communities to be physically active, there could be a 25 percent increase in the percentage of people who exercise at least three times a week <sup>(10)</sup>. This is significant considering that for people who are inactive, even small increases in physical activity can bring measurable health

benefits<sup>(11)</sup>. Additionally, as people become more physically active outdoors, they make connections with their neighbors that contribute to the health of their community.

Many public agencies are teaming up with foundations, universities, and private companies to launch a new kind of health campaign that focuses on improving people's options instead of reforming their behavior. A 2005 Newsweek Magazine feature, *Designing Heart-Healthy Communities*, cites the goals of such programs: "The goals range from updating restaurant menus to restoring mass transit, but the most visible efforts focus on making the built environment more conducive to walking and cycling."<sup>(12)</sup> Clearly, the connection between health and trails is becoming common knowledge. The Rails-to-Trails Conservancy puts it simply: "Individuals must choose to exercise, but communities can make that choice easier."

### 6.5.6 Clear Skies, Clean Rivers, and Protected Wildlife

There are a multitude of environmental benefits from trails, greenways, and open spaces that help to protect the essential functions performed by natural ecosystems. Greenways protect and link fragmented habitat and provide opportunities for protecting plant and animal species. Trails and greenways reduce air pollution by two significant means: first, they provide enjoyable and safe alternatives to the automobile, which reduces the burning of fossil fuels; second, they protect large areas of plants that create oxygen and filter air pollutants such as ozone, sulfur dioxide, carbon monoxide and airborne particles of heavy metal. Greenways improve water quality by creating a natural buffer zone that protects streams, rivers and lakes, preventing soil erosion and filtering pollution caused by agricultural and road runoff.

As an educational tool, trail signage can be designed to inform trail-users about water quality issues particular to each watershed. Such signs could also include tips on how to improve water quality. Similarly, a greenway can serve as a hands-on environmental classroom for people of all ages to experience natural landscapes, furthering environmental awareness.

Note: References cited in this section may be found in the appendix of this document.

## 6.6 Examples of local Greenways

For all the reasons given in the previous section greenways are becoming more popular in cities and towns. Some local examples are:

1. Maryville. <https://www.blountchamber.com/community/greenway>
2. Alcoa <https://www.cityofalcoa-tn.gov/446/Parks-Greenways>
3. Athens <https://www.alltrails.com/trail/us/tennessee/eureka-trail>
4. Murfreesboro <https://www.murfreesborotn.gov/185/Murfreesboro-Greenway-System>

7 The Crossville Greenway Plan

7.1 Introduction

This is a concept for a network of trails across the city of Crossville following various rivers and creeks. We would like to emphasize that it is just a concept and there is no agreement with many of the property owners along the route that a trail may be built on their property. The initial concept, for the foreseeable future is that all the trails will be natural surface with a long-term goal of becoming multi-use paved trails.

The Proposed Greenway is divided into six segments for administration purposes.

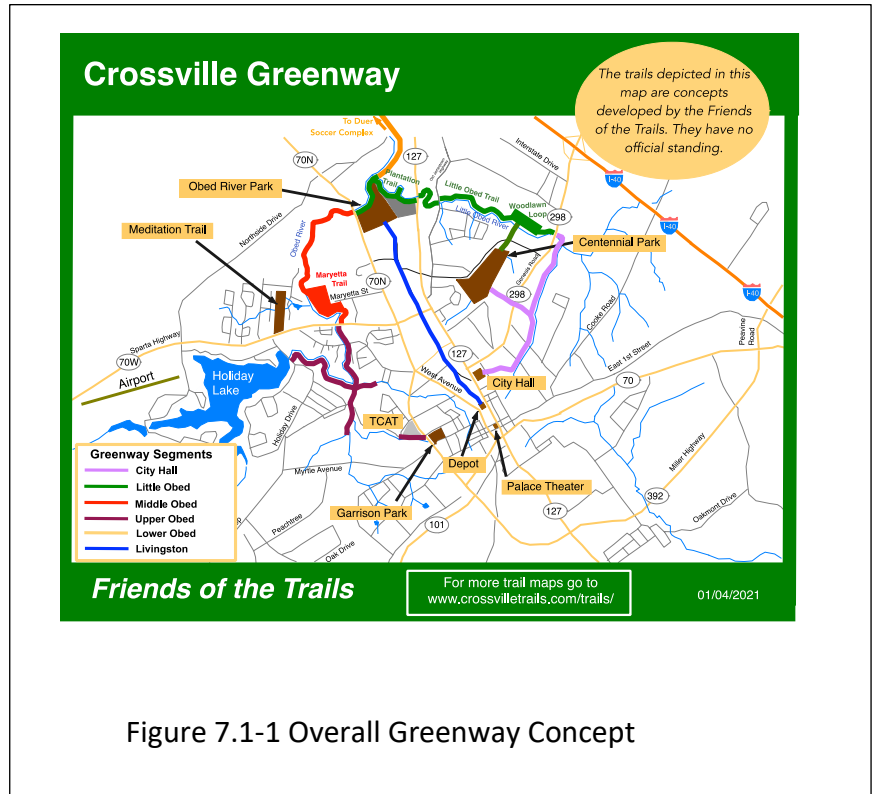


Figure 7.1-1 Overall Greenway Concept

Rather than attempting one major project to construct a typical Greenway of wide paved trails at considerable cost, the Friends of the Trails has adopted an incremental approach. We have been building one or two miles of natural trails each year with the expectation that with increased public use there will be growing community support to upgrade these initial trails to full Greenway standards despite the significant cost involved.



7.2 The Greenway Segments

7.2.1 Little Obed Segment

This segment along the Little Obed River will connect Centennial Park to the Obed River Park on Route 70 N, West Avenue, a distance of approximately 4.3 miles. This is the most advanced segment with approximately 3.3 miles of trail completed. The completed trails are the Woodlawn Loop, the Little Obed Trail, the Plantation Trail and the paved trails in the Obed River Park.

Centennial Park and the Obed River Park will be the trail-heads for this segment. Both parks have adequate parking, restrooms, etc.

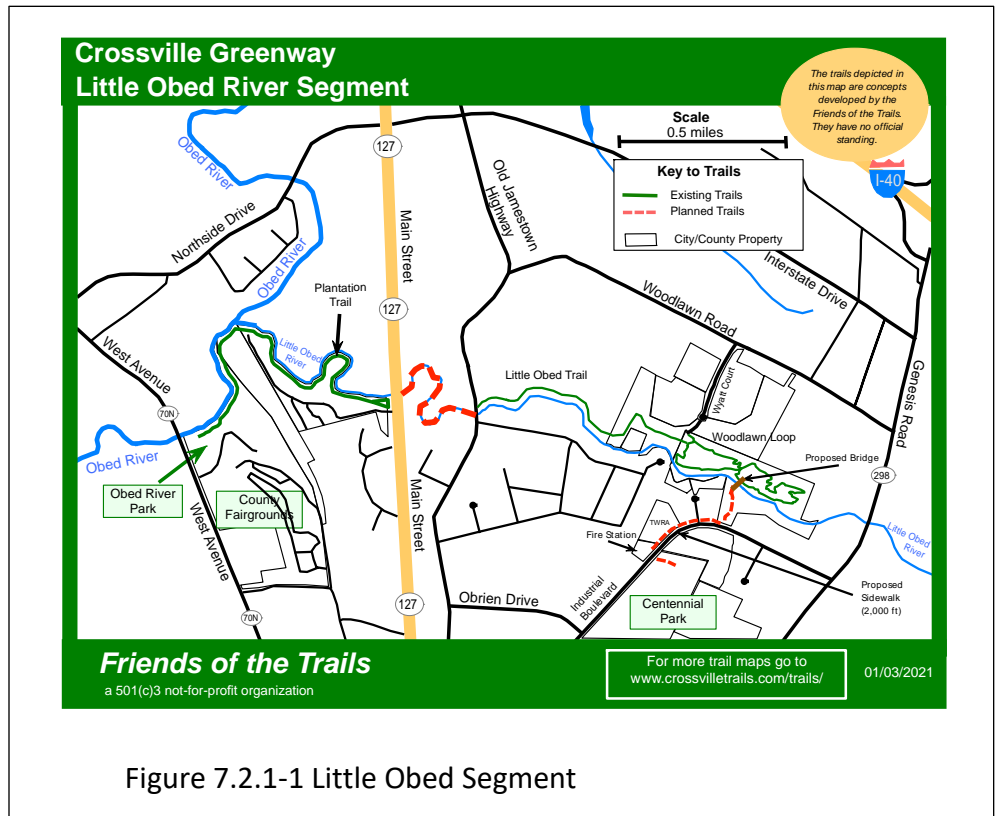


Figure 7.2.1-1 Little Obed Segment

There are four tasks that remain to be done to complete this segment:

- 1) We need to obtain permission for a trail between Old Jamestown Highway and Route 127 Main Street on the north or south bank of the river.
- 2) We need to construct a bridge over the Little Obed River near the Woodlawn Loop Trail.
- 3) We need to connect the new bridge to Centennial park with a safe crossing of Industrial Boulevard. FOTT is beginning to look at the cost associated with constructing a bridge and possible funding sources.
- 4) We need to work with the City and State to construct a short section of trail under Route 127. Fortunately, the road bridge was constructed with plenty of room for a trail along the river bank.

**7.2.2 Middle Obed Segment**

This segment will connect the Obed River Park on Route 70N, to Sparta Highway along the Obed River: a distance of approximately 3.8 miles of which 2.7 miles has been completed. The Maryetta Trail has been constructed and is 1.7 miles long of which 0.5 miles is along the Obed River and is part of the Greenway. The trail has a trail-head on Sparta Highway with parking for about a dozen vehicles.

Although not directly connected to the Greenway a one-mile trail known as the Meditation Trail was constructed

behind St Raphael Church on Sparta Highway. The trail is open to the public.

The Gardens is a very successful Recreation Vehicle Community that is rapidly expanding along the river. The residents are very interested in having access to hiking trails.

The main task to be done in this segment is to identify a viable route for the trail and obtain permission for its construction between West Avenue and the Maryetta Trail. The West Avenue road bridge was constructed with plenty of room for a trail on either river bank.

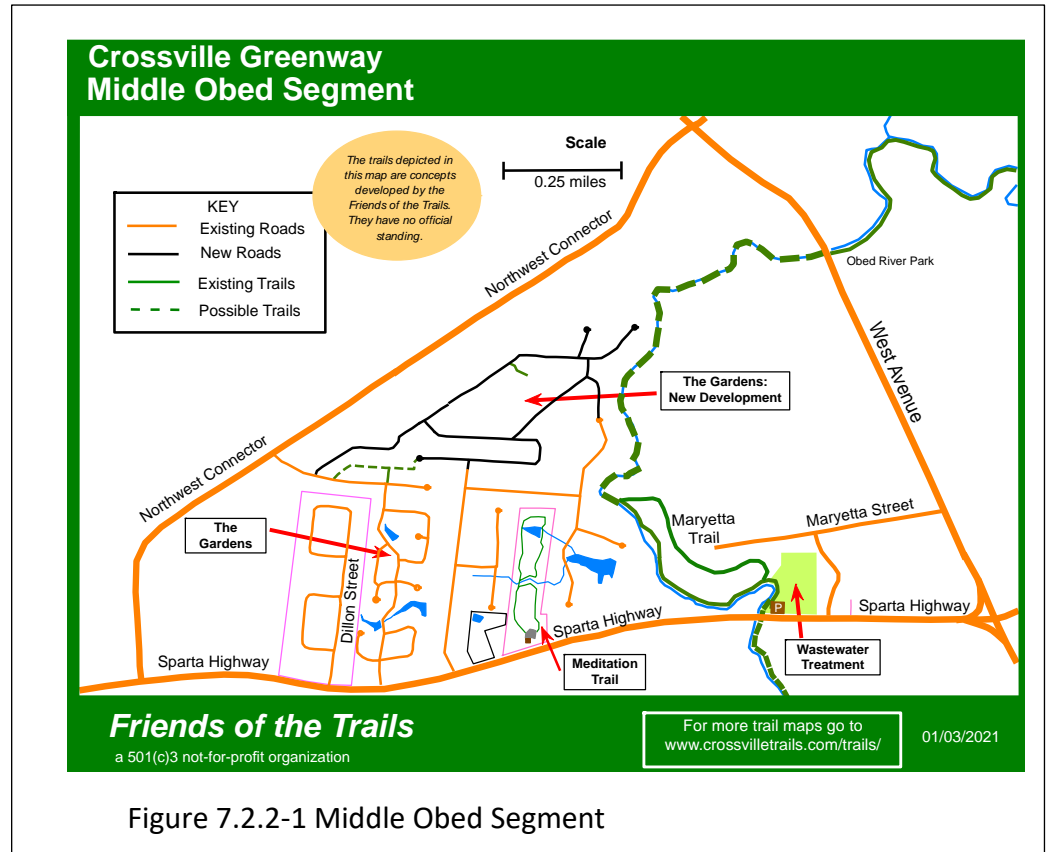


Figure 7.2.2-1 Middle Obed Segment

**7.2.3 Upper Obed Segment**

The Upper Obed Segment will connect Sparta Highway to the Tennessee College of Applied Technology, (TCAT), and Garrison Park with a side-spur to the Holliday Hills Lake: a distance of approximately 2.5 miles. None of this segment has been constructed but we expect to start construction in 2021 on city-owned and TCAT-owned property.

The Sparta Highway road bridge has plenty of room for a trail along the river bank.

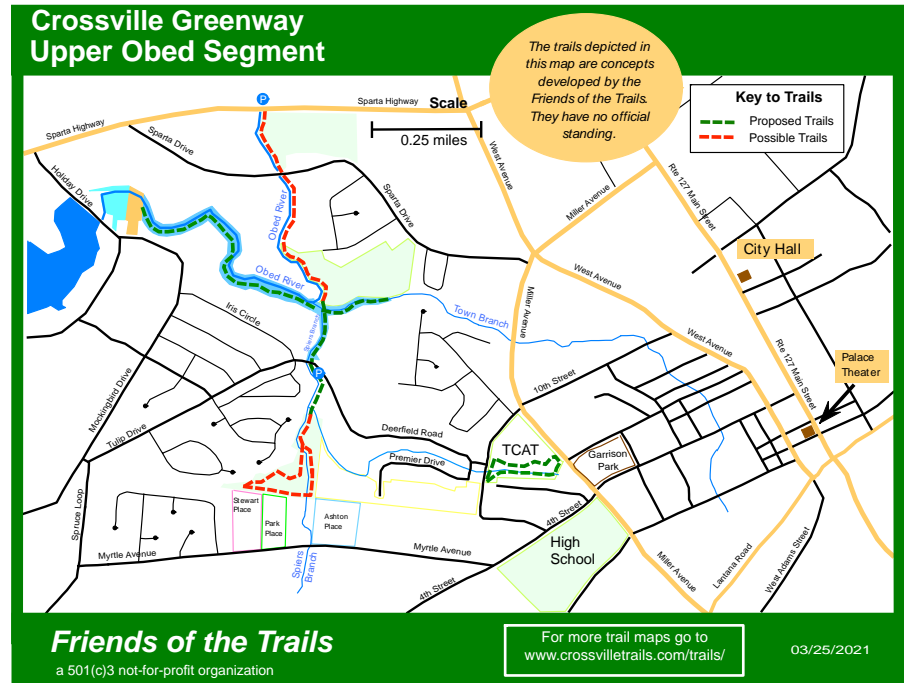


Figure 7.2.3-1 Upper Obed Segment

### 7.2.4 City Hall Segment

This segment will connect City Hall on Main Street to Centennial Park: a distance of about 1.3 miles. None of this segment has been constructed and no permissions have been obtained yet from property owners.

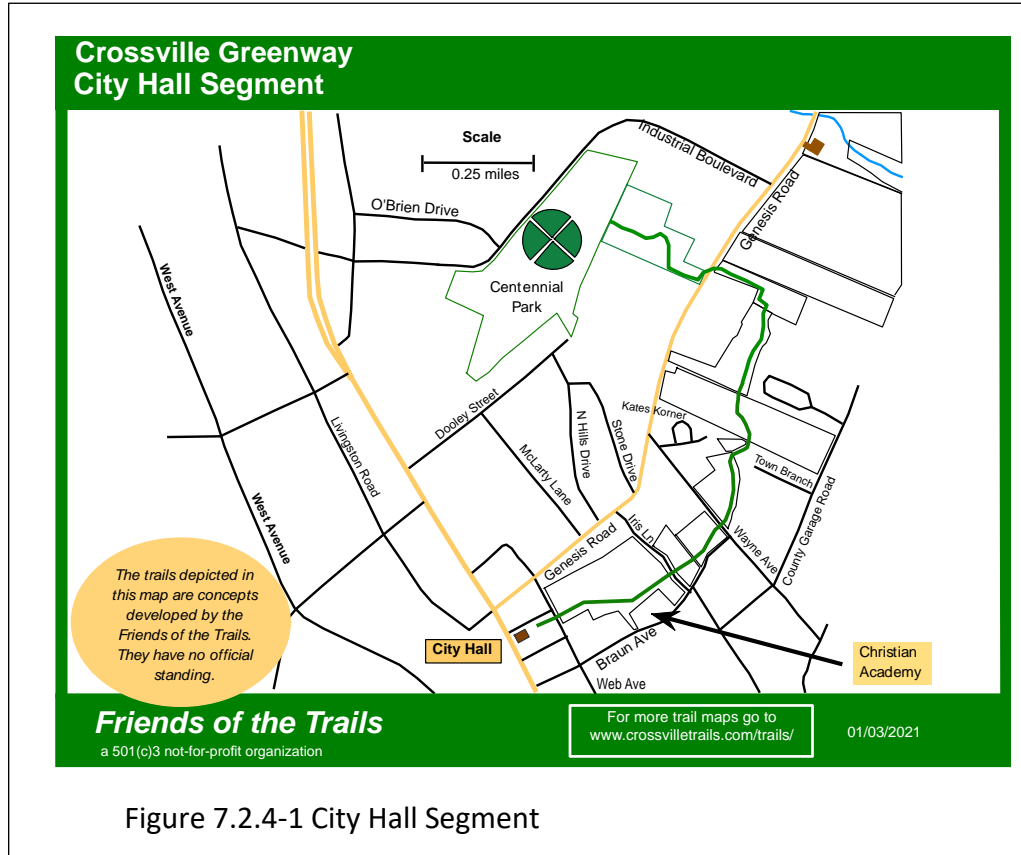


Figure 7.2.4-1 City Hall Segment

**7.2.5 Lower Obed Segment**

This segment will connect the Obed River Park to the Duer Soccer Complex along the Obed River: a distance of approximately 3.0 miles. None of this segment has been constructed and no permissions have been obtained yet from property owners. It has a lower priority than other segments because it is further away from residential areas.

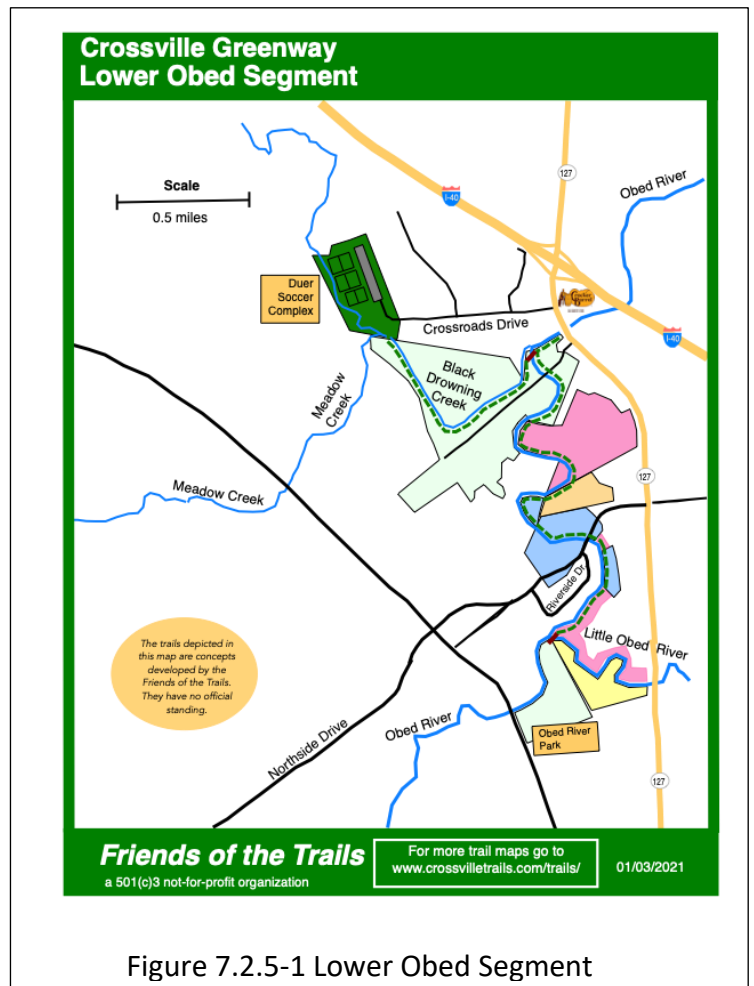


Figure 7.2.5-1 Lower Obed Segment



7.2.6 Livingston Rail Segment

As part of our desire to connect the historic downtown area to the Greenway we are investigating the possibility of constructing a new trail, about 1.5 miles, along the route of an old rail line. This trail would connect the Crossville Depot to the Cumberland County Community Complex and the Obed River Park along the side of Livingston Road. There are many property owners abutting the proposed route but initial contacts with them have been generally positive. The proposed trail would cross Miller Avenue and Elmore Road. Because of its location, the intention is, to make this a 12ft-wide, multipurpose paved trail suitable for cyclists as well as pedestrians.

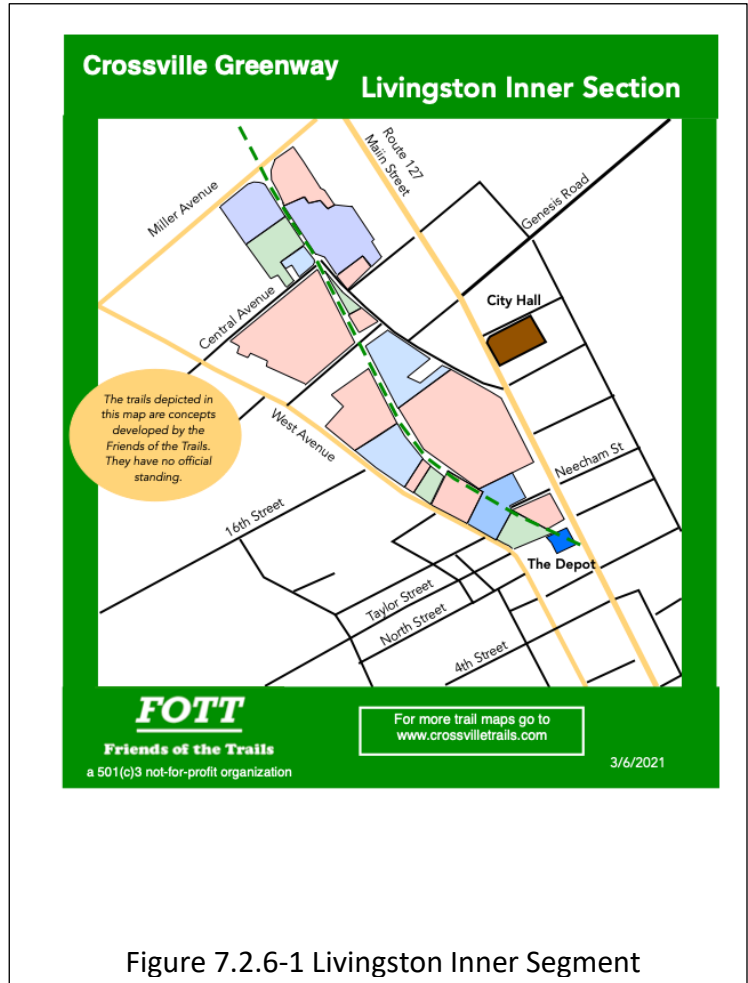


Figure 7.2.6-1 Livingston Inner Segment

8 Trail Construction Costs

It is always difficult to discuss trail costs because the ground rules used to develop any estimates can vary wildly between different projects. However we think it important that we at least discuss costs in the broadest terms to provide some context for this plan. We use average trail costs in our discussions. Average trails costs are determined by taking the cost of a trail and dividing it by its length, even though parts of the trail may already exist and may require no construction.

Approximate average trail costs are:

**Natural Trails** \$2- \$3 per foot ( \$10,000 to \$15,000 per mile) based on FOTT experience building the Greenway trails.

**Paved 6ft Wide Trails** \$20 - \$25 per foot (\$100,000 to \$125,000 per mile) based on experience of paved trails in Fairfield Glade.

**Paved 12ft Wide Trails** About \$50 per foot (about \$250,000 per mile) based on reading trail literature. <sup>(1)</sup> This is a very rough estimate as the cost can vary tremendously based on terrain, drainage requirements, etc.

**Bridges** Small wooden bridges are included in the above costs but major steel bridges, when required, are expensive. \$100,000 or \$200,000 for a steel bridge is not unusual.

<sup>(1)</sup> Construction and Maintenance Costs for Trails From Draft Milwaukee County Trails Network Plan, 2007 Milwaukee County Dept. of Parks, Recreation, and Culture

<https://www.americantrails.org/resources/construction-and-maintenance-costs-for-trails>

**9 Recommendations**

The Crossville Greenway project is well advanced. When completed it will consist of over 15 miles of natural trails within the city limits. A number of components of the project (Marietta, Woodlawn and Plantation trails) have already been completed and are regularly used by residents and visitors.

The public interest in hiking in general and in the trails within Crossville in particular is rising quickly, as evidenced by the rapid increase in participation in the Hiking Marathon. With approximately 1.5 miles of trail being completed each year steady progress is being made on completing this project.

We make the following recommendations:

- 1) Make the negotiation of permissions to build trails along the proposed route of the Greenway a high priority.
- 2) Continue FOTT construction of natural trails as soon as permission is obtained from property owners
- 3) Invite City and County Governments to adopt the Crossville Greenway Concept to achieve two primary goals
  - i. Accelerate property acquisition and construction of natural trails.
  - ii. Rapid conversion of segments of the Greenway natural trails into 12ft-wide paved multi-use trails.
- 4) Increase the FOTT construction rate of natural trails from the current rate of 1.5 miles each year.
- 5) Create a coalition of supporting organizations and retail businesses throughout the community.
- 6) Continue to raise public awareness of the Greenway and continue to collect public input on the project.
- 7) Review property maps to identify any potential expansion of the current Greenway routes.
- 8) Identify specific ways to connect Greenway users with retail businesses particularly in the historic downtown area.

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**Appendix: References**

**Footnotes for Section 6.4 Benefits of Greenways**

Footnotes from Greenways Inc, [www.greenways.com](http://www.greenways.com) :

1. American Planning Association. (2002). *How Cities Use Parks for Economic Development*.
2. National Association of Realtors and National Association of Home Builders. (2002). *Consumer’s Survey on Smart Choices for Home Buyers*.
3. Rails to Trails Conservancy. (2005). *Economic Benefits of Trails and Greenways*.
4. NCDOT and ITRE. (2006). *Bikeways to Prosperity: Assessing the Economic Impact of Bicycle Facilities*.
5. Virginia Department of Conservation. (2004). *The Virginia Creeper Trail: An Assessment of User Demographics, Preferences, and Economics*.
6. Rails to Trails. (Danzer, 2006). *Trails and Tourism*.
7. American Planning Association. (2002). *How Cities Use Parks for Economic Development*.
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9. U.S. Department of Health and Human Services, Centers for Disease Control and Prevention. (1996). *Physical Activity and Health: A Report of the Surgeon General*.
10. U.S. Department of Health and Human Services, Centers for Disease Control and Prevention. (2002). *Guide to Community Preventive Services*.
11. Rails-to-Trails Conservancy. (2006) *Health and Wellness Benefits*.
12. Newsweek Magazine. (10/3/2005). *Designing Heart-Healthy Communities*.
13. Federal Emergency Management Agency. (2005) *Building Stronger: State and Local Mitigation Planning*.

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**General Advice for the Development of a Hard-Surfaced Greenway Project**

by the Commissioner’s Council on Greenways and Trails Development Committee, Tennessee Department of Environment and Conservation (2014)

<https://www.tn.gov/content/dam/tn/environment/documents/greenways-101.pdf>

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HFR  
DESIGN

# INDOOR RECREATION FACILITY FEASIBILITY STUDY

City of Crossville, Tennessee

*January 20, 2021*



prepared for:  
City of Crossville  
Leisure Services

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BRENTWOOD, TN 37027



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## INTRODUCTION

WOLD|HFR Design was commissioned by the City of Crossville to perform a Feasibility Study for an Indoor Recreation Facility. The project Scope was performed through a series of public forum meetings, a SurveyMonkey analysis of input from citizens (both citizens from the City of Crossville and from Cumberland County), and input from the City's Leisure Services department staff.

The planning for a comprehensive indoor recreation facility takes an enormous amount of time, creativity, and determination to make use of limited resources. The first step was to carefully study the needs of the community, the programs, and facilities desired and to study the resources which would be needed to realize the goals for the City.

The process began with a series of City staff and public forum meetings to carefully review the needs and wishes of the citizens and staff. Comments and survey results are included as part of our feasibility study and analysis.

The feasibility study presented to the City includes the following sections:

1. Why have an Indoor Recreation Facility?
2. Assessment of Existing Programs & Activities.
3. Community Needs Assessment & Survey Summary.
4. Assessment of Partnership Opportunities.
5. Operations of a Multi-purpose Indoor Recreation Facility.
6. Architectural Program and Conceptual Design.
7. Acknowledgement of Project Related Requirements.
8. Appendix with Survey Results & Meeting Documentation.

Gathering from the results of the most recent survey and ample community engagement, along with recognizing the positive feedback from previous studies conducted by the City, it is evident the residents of Crossville see the value of having an Indoor Recreation Facility and wish to have this amenity in their community for themselves as well as others who might move to or visit the area.

Based on the stakeholder and public input meetings, information from surveys, review of existing facilities and programs and practical experience, this report will address the desires of the community at large. We have looked at relevant facilities from other locations in Middle Tennessee to determine preliminary construction and related development costs, but those issues cannot be determined without a specific building design. Approximate data was supplied based on assumptions from facilities of similar size and/or amenities.

In the appendices of this report, you will find a list of the SurveyMonkey questions and tabulated results from the survey, as well as documentation from the stakeholder and public input meetings.

# CHAPTER 1

## WHY HAVE AN INDOOR RECREATION FACILITY?

**CHAPTER ONE: WHY HAVE AN INDOOR RECREATION FACILITY?**

Many communities have asked this question throughout the past fifteen – twenty years. Cities across Middle Tennessee have experienced the need to enhance the indoor quality of life services they have for their citizens. Many of these cities are located within one to two hours of travel time from Crossville.

- 1. Winchester: Indoor Swim-plex
- 2. Tullahoma: Two Recreation Facilities including an Indoor Pool & Outdoor Pool
- 3. Manchester: Recreation Center with Two Indoor Pools & an Outdoor Pool
- 4. Cookeville: Recreation Center, but no Indoor Pool
- 5. Harriman: Community Center, but no Pools
- 6. Oak Ridge: Two Recreation Facilities including an Indoor Pool & Outdoor Pool
- 7. Kingston: Indoor Community Center & Outdoor Pool

It has been noted that when one goes to an indoor facility in Manchester, Tullahoma, Winchester, Cookeville, Kingston, Oak Ridge, invariably a Cumberland County license plate will be seen on several cars. Most city planners, government officials, and others involved in economic community development share the motto, *“Build it, and they will come!”*

If the City of Crossville builds an Indoor Recreation Facility, not only Crossville and Cumberland County residents will want to visit, but, neighboring residents will want to come too. Crossville will attract visitors from Van Buren County/Spencer, Bledsoe County/Pikeville, Rhea County/Dayton, Fentress County/Jamestown, Morgan County/Wartburg, and other areas of the Upper Cumberland Development District.

So, why should a City spend countless hours of planning, meeting with consultants, and ciphering budgetary numbers to come up with a plan and an implementation strategy to construct an indoor facility?

There are a few reasons to mention:

**Stay Healthy Longer**

Community’s offer many programs that help benefit both the body and the mind. Studies have shown that people who exercise regularly have lower blood pressure, delayed onset of diabetes, lower heart disease rates, and overall increased longevity.

**Estimated Median Resident Age:**  
**Crossville: 37.2**  
**Manchester: 35.3**  
**Tennessee Overall: 38.6**

**There is a strong need for Adult and Senior Activities/Facilities.**



### **Reduce Stress**

The benefits of Indoor Recreation Facilities not only help the body, but they also create a less stressed mind. Stress greatly affects the community at large, and people who regularly use recreation facilities have lower stress levels than sedentary people. Another benefit to the mind is overall happiness. People who exercise regularly are more than twice as likely to consider themselves happy.



### **Benefits to Families**

Couples and families that play together tend to stay together. Family ties are strengthened by spending leisure time with each other. This effect works well with parent-child relationships. If a goal is to attract families to Crossville, then an Indoor Recreation Facility with various options can do this.



### **Reduce Crime Rates with Children**

Juvenile criminal rates can decrease up to 25% when the community has an Indoor Recreation Facility for adolescents to attend. A community recreation facility gives children a safe place to play, keeping them off the streets.

### **Keep Your Employees Alert and Around**

Employees who exercise regularly used almost half as many absences as employees who did not engage in physical activity. Employees who had actively paid for membership for physical recreation are more alert on the job and have a lower turnover rate than employees without similar benefits.



### **Cultural Diversity**

Sometimes, cultural differences can cause problems in community relations and in workplaces. Participating in group activities can help to increase cohesion in both the community and the workplace.



### **Boost Your Students' Performance**

Students who actively participate in recreational activities have increased retention rates. In tests given to more than 33,000 students, researchers verified the link between active lifestyles and retention levels.

### **Child Care**

Many recreation facilities are offering programs that help parents keep their children busy and having fun. Recreation facilities are including areas for after-school childcare to help keep kids out of an empty home while the parents are working. Proper facility planning can help children better prepare for their future.





### **Indoor Recreation Facilities Increase Property Value**

Houses that are located closely to newly built indoor recreation centers or sports centers notice increases in property values. Studies have shown that people not only love going to recreation facilities, but they are also willing to pay to live closer to one.



Marc L. Burnett Student Recreation & Fitness Center, Tennessee Tech University

### **Tourism**

Sports facilities can hold large tournaments that can bring people from neighboring states. This increase of people can help bring more revenue into a city a few times a year. Local businesses along with the recreation centers see an increase in revenue during these large events.



### **Facts:**

**Tourism Expenditures grow when events are held in Indoor Facilities.**

**An investment in the economic vitality of Crossville will increase revenues.**

**Cumberland County ranked 19 out of 95 counties in 2019 for Tourism Expenditures, \$132.10 million.**

**You have a strong tourism base which means people are coming to your City.**

# CHAPTER 2

## ASSESSMENT OF EXISTING PROGRAMS & ACTIVITIES

## CHAPTER TWO: ASSESSMENT OF EXISTING PROGRAMS & ACTIVITIES

In the City Leisure Services Department, the current programming and activities are heavily centered around outdoor activities. This is because of the abundance of quality golfing, hiking, fishing, outdoor swimming, pickleball and athletic spaces in the immediate area. The new Crossville Splashpad adds to this inventory in conjunction to the heavily used pickleball courts. Seen as both a challenge and an opportunity, current indoor recreational and leisure space is extremely limited, not just in Crossville, but in Cumberland County and the surrounding area. Indoor recreation and leisure space are available from private providers in the retirement communities, churches, and local businesses. None of these providers have enough space in one place to adequately serve citizens or access is limited based on membership and fees.

### Indoor Pool Facilities

The privately operated Fairfield Glade and Lake Tansi have 4-lane indoor pools available to their residents.

The Putnam County YMCA has a 6-lane 25-meter indoor pool that is between 3 ½' to 6' deep. \$936 per family for a year and is 36 miles from Crossville.

Oak Ridge has a 7-lane indoor older pool 25 yd. \$405 for an annual pass. 54 miles away.

**Residents of the City of Crossville must travel long distances for opportunities to participate in public indoor swimming, swim lessons, or swim team development. There are no local swim teams, nor school swim teams.**

### Outdoor Pool Facilities

**The City of Crossville does not operate an outdoor pool.** Currently the community relies on nearby Cumberland Mountain State Park's pool to accommodate Crossville's needs in this area. However, the State did not open outdoor pools in the summer of 2020 because of COVID-19. The State Park's pool is a traditional rectangular Olympic-size pool with a one-meter and three-meter diving boards. In addition to being an older pool, it is not suitable to host outdoor swim competitions.

The City of Crossville did open a Splashpad in 2019 that is quite popular. This does not however provide swimming, swim lessons, swim teams nor, does it meet needs of teens and older youths.

In Cookeville, the Putnam County Parks and Recreation Department manages a rectangular outdoor pool with diving boards.

The City of Sparta YMCA has an outdoor pool and does offer swim lessons. They do have outdoor pool only memberships which are \$120.00 for a family. Distance from Crossville is approximately 28 miles.

**None of these facilities have modern outdoor pool features such as water slides, lazy rivers, water playgrounds and zero depth entrances.**

### Public Gyms

**Indoor athletic spaces are primarily supplied in Crossville by schools and churches.** These are restricted to students, church members or private leagues who utilize them. The private Fairfield Glade has an indoor gym for basketball.

### Wellness Center

The term wellness center is associated with weight training, cardio training, fitness classes and wellbeing. In this area, the City of Crossville has many private providers. They offer classes, personal training, and a variety of equipment. There are several which operate on a 24-hour basis. The cities of Cookeville, Sparta, Oak Ridge, all have wellness areas and offer fitness classes and each city also has private providers. **Every indoor recreation facility contains wellness space and equipment. Private providers can also offer specialized programs and equipment. It is recommended that a general wellness area with cardio and weight equipment get included in the proposed Recreation Facility. The size of the area does not need to be as large as in some other facilities. Also, cardio equipment could have locations throughout a proposed building in activity pods, such as off an indoor track.**

### Teen and Youth Activities

**The surveys and public meetings indicated that Crossville is very underserved in these areas.** Many activities are based on athletics and competition. There is no place for them to come for pick-up games, social activities, open swimming, and just plain *play*. Churches provide youth activities to the community. **This is a large area that the City of Crossville could help fill with an indoor recreation facility to attract families to locate in Crossville. Quality childcare when school is out is an ongoing concern for parents. Space for teens and youth is particularly important.**

### Senior & Older Adult Programs

**Crossville Leisure Services does not offer senior programs.** It does offer pickleball courts that are often used by seniors and older adults. Most senior activity is provided by Fairfield Glade and Lake Tansi residents and members. The City of Crossville does have a Senior Center called Fair Park and Senior Citizens-Cumberland Inc. The emphasis should center on Senior Fitness areas and classes in a proposed Indoor Recreation Facility. Seniors prefer activities during the day when the facility is less busy because many families and youth are at work or at school. Indoor pool space, especially a warm water therapy pool with enough space to hold classes, would attract many older adults.

Cumberland Medical Center has two wellness complexes. One in Fairfield Glade, which is a 25,000 square foot facility that has a fitness area, pool and physical therapy services including aquatic therapy. And a second wellness complex, located in Crossville in the Woodmere Mall, offers a diabetes self-management program and nutritional counseling.

# CHAPTER 3

## COMMUNITY NEEDS ASSESSMENT & SURVEY SUMMARY



### CHAPTER THREE: COMMUNITY NEEDS ASSESSMENT & SURVEY SUMMARY

The feasibility study team gathered data and information from the 2020 Crossville Indoor Recreation Facility survey. There was a clear response from a majority of citizens. They desire an indoor recreation facility and recognize its importance for the future growth and economy for the City of Crossville.

Crossville has an abundance of quality outdoor facilities and experiences available to citizens. These are provided through athletic programs, new pickleball outdoor courts, outdoor splash pad, Cumberland Mountain State Park, golf courses, and hiking trails. Meadow Park Lake offers hiking, boating, campgrounds, fishing, and shelters. Retirement communities of Fairfield Glade and Lake Tansi also offer many outdoor and indoor recreation and leisure opportunities to their residents. The City, however, does not have an indoor recreation facility that compares to the abundance of outdoor amenities.



The 2014 Crossville Parks and Recreation Master Plan through public meetings and survey found that the lack of indoor recreation space was a top concern. The limited variety of activities were centered on outdoor activities and baseball, softball, and soccer.

#### **Summation 2014 Crossville Parks and Recreation Master Plan**

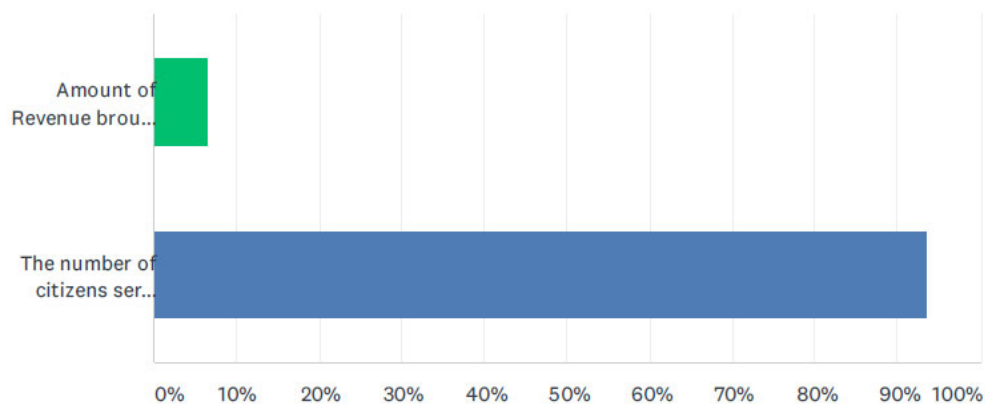
The community-based survey was conducted between April and May 2014 in support of the aforementioned Parks and Recreation Master Plan. The following information is a summary of the survey:

- 327 responded to a survey.
- Majority of responders in 2014 participated in youth and adult sports: baseball, softball, soccer.
- Largest response of what they would like to participate in were adventure type activities.
- Top indoor classes they desired were aquatic classes, yoga.
- The responders thought Crossville was not providing enough aquatic programming and large meeting space/banquet space.
- Number one reason they do not participate in Crossville Parks and Recreation was “lack of amenities” which translated to no indoor recreation space.
- 47% said they were willing to drive 30 minutes to reach facilities.
- 59% responded said they travel outside of Crossville to recreation facilities.
- 230 out of 337=68% an indoor facility was “much needed”.
- 91% supported developing more indoor recreation facilities.
- 84% feel a good parks and recreation system is just as important as schools, fire, and police protection.

**Summation 2020 Crossville Indoor Recreation Facility Survey**

To substantiate the gathering of the information which our Feasibility Study Team needed to complete our study, we implemented a traditional survey through an online SurveyMonkey. Later in this document, we have inserted the questions used in the survey. The following information is given as a representation to the results from the survey.

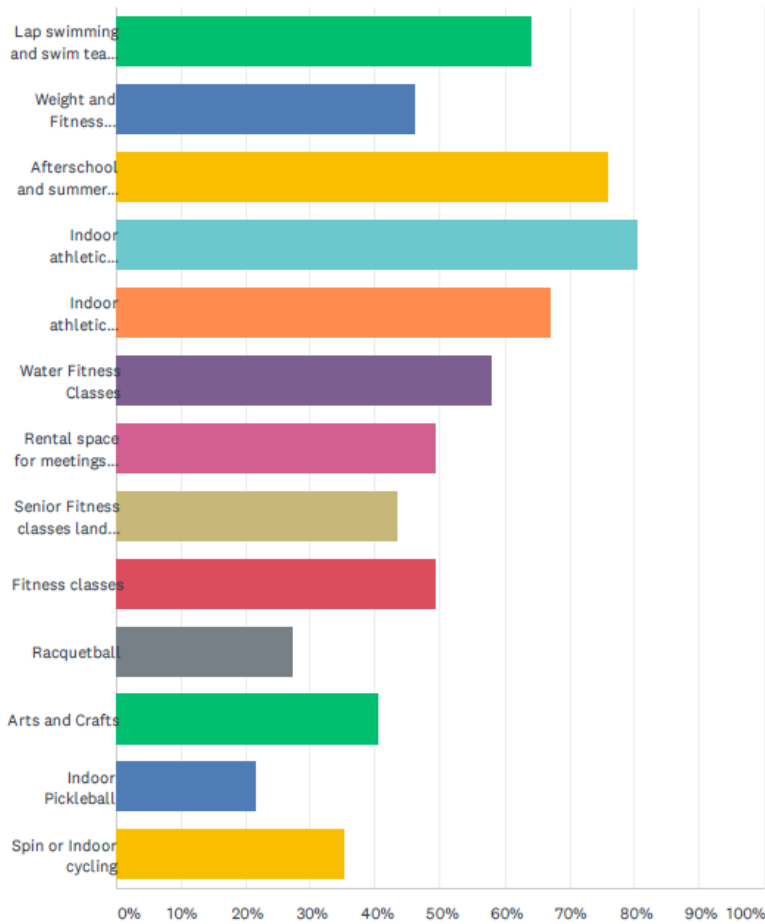
- 921 people responded.
- 58% of people participate more than once a week or seasonally in activities of the department.
- Those who use parks and recreation facilities less than once per month had a 68% response that they were not interested in current programs or facilities offered by the department.
- 75% fully support funding the building and operation of a multi-purpose indoor recreation facility, 14.2% somewhat support. **Only 4% responded they did not support.**
- A public outdoor pool had 45% of respondents stating a pool was extremely important, 27% very important.
- Top five components desired by the respondents were: 1. Youth/Teen activity area, 2. Indoor Walking Track, 3. Outdoor Pool/Splash Pad, 4. Indoor Pool/Competition Pool, 5. Casual Care Child Room.
- Top five programs or activities people would like in an indoor facility were: 1. Indoor athletic activities for youth, 2. Afterschool and summer programming for children, 3. Indoor athletic activities for adults, 4. Swimming and swim team development, ~~and~~ 5. Water fitness classes.
- The activities that citizens considered “poor” by Crossville Parks and Recreation were 1. Those for teens ages 12-18, 2. People with Special Needs, 3. Young Adults 18-30.
- 75% considered it important that a future Indoor Recreation Facility include areas for childcare, afterschool programs, and a summer day camp.
- 93% stated the number of citizens served with a facility is more important than the amount of revenue brought in from use.



**Conclusion**

There is still extraordinarily strong support for the development and operation of an Indoor Recreation Facility in the City of Crossville, as this did not change in the six years between the 2014 and 2020 surveys. However, citizens in the public meetings were discouraged that nothing had happened after the 2014 Master Plan and wanted action this time. It was also clear that most people considered the recreational needs of the 60 plus age group have been met through public and private facilities and developments. It is the area of young families, teens, and young adults that the greatest need was expressed in the 2020 Survey. This was evident in top activity areas desired and in programming.

People are much more concerned that their tax dollars serve the most people possible with an Indoor recreation facility, rather than the amount of revenue brought from use. This would point to a fee system that was both affordable to most citizens and have a financial assistance aspect for those of lower household income.



The most important areas for inclusion in an Indoor Recreation Facility would provide for a variety of athletic activities, swimming, swim team development and water fitness, and children’s programs with supervision.

One concern expressed in the public meetings is that future indoor athletic space and pool time should not be dominated by competition. There must be time scheduled and enough space to allow for citizens/members to come in and use the spaces for classes, lap swimming, pickleball, or pickup games.

Meeting space was also something that came out of the public meetings as a community need, conference space, and a shared interest with the County that could produce some investment.

# CHAPTER 4

## ASSESSMENT OF PARTNERSHIP OPPORTUNITIES

## CHAPTER FOUR: ASSESSMENT OF PARTNERSHIP OPPORTUNITIES

The formation of partnerships in the development and operation of a future Indoor Recreation Facility can aid in the financial management of the facility, program delivery, and staffing. Partnerships also assist in broadening the marketing of the facility and involving more grassroots support for the Indoor Recreation Facility and programs. The Crossville Leisure Services Department, and the City as a whole, must determine what is advantageous to them and the community while preserving management oversight, financial accountability, and liability.

**The types of collaborative partners that may have an interest in an indoor recreation facility fall into the categories of financial, programmatic, or service orientation.** Most partners are in the programmatic as it is the easiest partnership to maintain and provides the most immediate benefits. Partnerships provide a shared set of benefits to operate effectively. The shared benefits or goals from the Indoor Recreation Facility, can have a direct financial effect, or indirect, as in producing an increase in sales tax collection, property tax, or reduction in juvenile crime and substance abuse.

### Financial Partnerships

The costs with constructing and operating the Indoor Recreation Facility are significant and an important investment in the future of the City of Crossville. Most third-party partnerships do not provide the funding for the construction of the building, but rather management and operations. The following are some possible partners to assist financially.

- **Cumberland County Government is the most important possible financial partner in Crossville.** All residents in Crossville are also taxpayers to Cumberland County and having a portion of the taxes they pay to help support the Indoor Recreation Facility is a good possible partnership. **The Indoor Recreation Facility will easily serve rural residents of Cumberland County also and in the 2020 Needs Assessment 62% of the 921 respondents were rural residents.** They reflected the same strength of support for an Indoor Recreation Facility as did their Crossville counterparts with the same response percentages to all the questions.

Neither the City of Crossville or Cumberland County are totally independent of each other and what benefits the one will also benefit the other. The shared mutual interests of maintaining a safe community that is growing economically with citizens invested in their community is an important reason for the Indoor Recreation Facility. People who shop, eat, and stay in Crossville bring sales tax and hotel and motel tax benefits that also come to Cumberland County. A portion of which supports schools. The attraction to buy a house within reasonable distance to use the facility will probably provide the County with as much of an increase in potential property tax collection.

The Indoor Recreation Facility can also contain, or share space of the same property, amenities which the County would like to see built in the next five years. These could be a conference/convention space, senior citizens center, and county supported day care are some possible examples. The ability to share construction costs, property costs, and operational costs is an important incentive for a partnership.



If there is no partnership financially with the county, then the question is whether rural residents should use the new Indoor Recreation Facility at the same fee rate as city residents since their tax dollars did not go to build or support operation. The City of Manchester charges a higher fee for use of the facility to anyone not a city resident because the county declined to provide financial support for building or operation of the facility.

- Private or nonprofit partners will have provided a smaller possible financial partnership. They most likely would possibly cover the cost of providing the equipment and staff for a space in the Indoor Recreation Facility. Examples would be those businesses or nonprofits whose areas of expertise are in the health, sports, or concessions. Some indoor recreation facilities have management agreements with hospitals or physical therapists to provide the cost of staffing a wellness room. Some have even paid for the specialized equipment that they would use for the wellness room. Another possible partnership may come from a private business who no longer wants to maintain their own physical space and views the location in the Indoor Recreation Facility as a great advantage to their business. A wellness or fitness business who could equip the wellness and fitness areas, a massage therapy interested in maintaining space to provide services in the Indoor Recreation Facility.

Private sports and nonprofit sport organizations may have an interest in financially supporting the equipping of gyms or even of sharing the cost of office space. Crossville has extraordinarily strong youth sports organizations and this may represent a real possibility.

A business interested in selling food and beverages is a possible partner to pay for specialized space within the recreation facility or rent the concession space provided in the building.



- Schools can benefit from a partnership with parks and recreation in a recreation facility. The City of Paris, Tennessee, for example, built an Indoor Recreation Facility in partnership with Paris Elementary School. They share the building, which allows both access to a performing arts center, indoor pools, gym, and indoor track. School systems have extensive needs for space and room for a variety of activities including, athletics, counseling, preschool programs, coordinated school health, and other support services. An evaluation of common goals and objectives would be advantageous for both before each commit funds for extension of buildings, space, and athletic facilities.

**Programmatic Partnerships:**

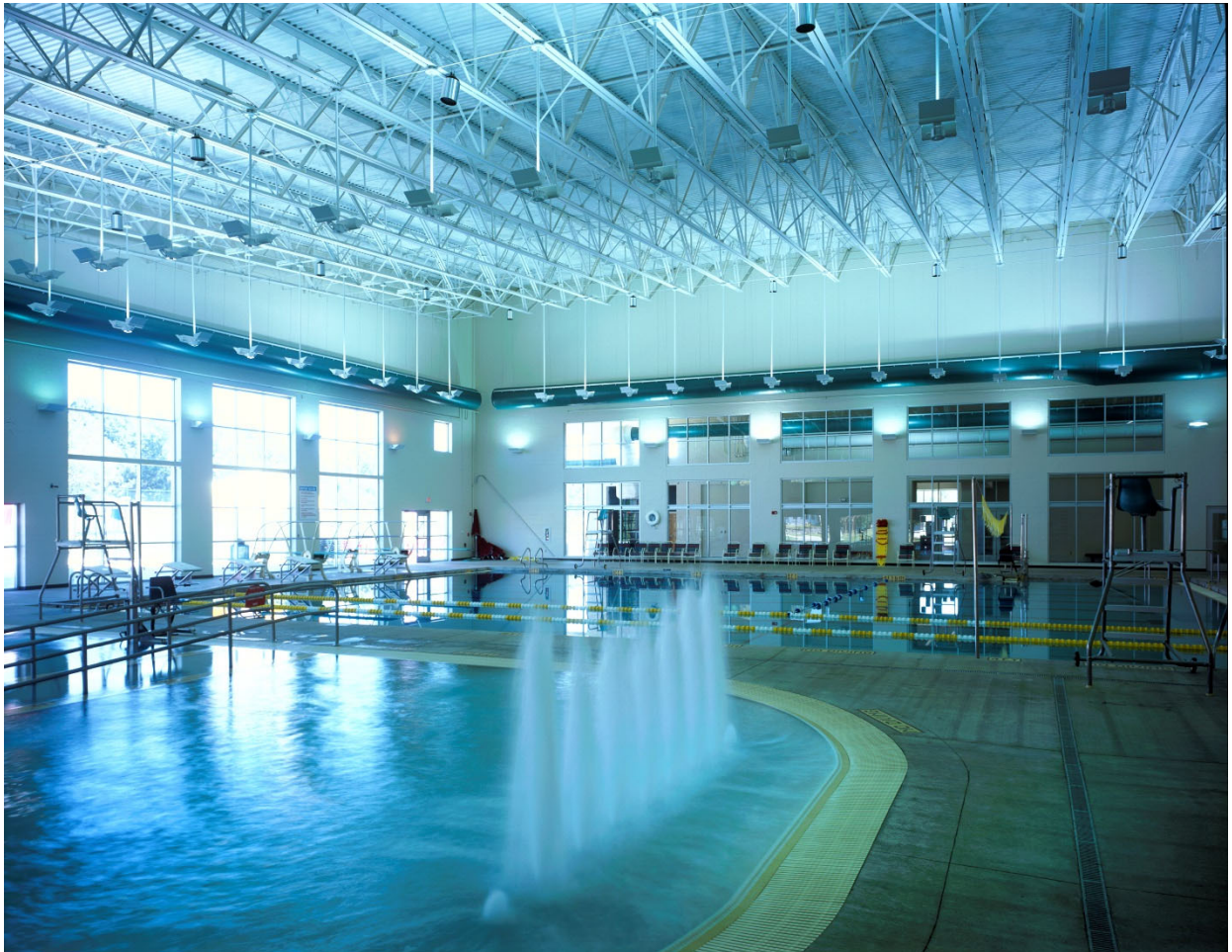
The largest opportunities for partnerships reside in the programs. These can provide a great level of expertise and quality of programming without the employee costs to the City of Crossville while producing a significant revenue stream.

**Partnerships used to provide manpower and expertise in operating the facility and programs are the most common.** The day-to-day operation should remain with the Leisure Services staff of the City of Crossville unless a significant financial contribution to the building of the facility occurs. The programs of the Leisure Services Department currently are centered around athletics and special events. There are significant areas of possible program partners that could assist the department and save dollars spent on labor costs and administration.

- **The department does not offer a summer day camp, afterschool program, or youth programs outside of athletics. There was a significant demand for these services from the 2020 Needs Assessment.** The department can develop these programs, but a possible partner could come and provide expertise and management for them. A possible partner is the Boys and Girls Club which is a national organization specializing in youth and daycare programs. An arrangement might develop where the department offers them space, conducts registration, and accepts fees and pays the Boys and Girls Club a percentage. An agreement could occur where a Boys and Girls Club does the registration and pays the city for use of space and equipment. The advantage is employee costs and employee management are on the partner, supplies specific to the program and marketing costs are also the responsibility of the third party, and liability insurance. This can allow the department to focus on where they have the most expertise and cut some of the costs by still providing a quality program. **It would be crucial to develop a good Memorandum of Understanding, or agreement for operation of the program that clearly outlines responsibilities for both parties and financial arrangement. A full-time employee assigned as liaison to the organization is important to ensure quality of management. A challenge with program partnerships is the Leisure Services staff will receive any complaints of the program even if it is not run by them. Quality assurance is the challenge in outsourcing programs and facility management.**
- **Management partners for specialized areas of the facility.** This would most likely occur possibly for a wellness area, fitness classes, or concessions. Again, an agreement for collection of fees or revenue and then requirements for management of areas. This would include use of equipment, insurance, staffing and cleaning. There are specialized private providers of classes and wellness programs in Crossville. These might include dance classes, fitness classes, arts and crafts, youth athletics or leagues, martial arts to name just a few.

## Operation of Pools

**The one area not recommended for a partnership is in aquatics.** The major reason is the huge liability associated with operation of pools. It is best that this is directly under the supervision of the Leisure Services Department. Pools also are complicated to operate because of maintaining accurate records, pool water chemistry, HVAC equipment, pool pumps, sanitizing systems and trained staff. Partnerships in other areas, child, and youth programs, can allow the department to focus more fully on providing a quality aquatics program and facilities. Many departments that operate pools have swim clubs that manage the swim team program. The Manchester Parks and Recreation Department operates the swim team program and coaches are part time employees of the department and all collection of fees come to the city. **This is the recommended path to take if starting a new swim team program.** Tullahoma Parks and Recreation has an agreement with a private Swim Club for their program. The advantage of a swim team program run by the department is that of scheduling pool time, quality programming and the generation of a good source of revenue. It is just the challenge of finding qualified coaches. The control of pool areas is important as it is awfully expensive to maintain and important for risk management.



# CHAPTER 5

## OPERATIONS OF A MULTI-PURPOSE INDOOR RECREATION FACILITY



## CHAPTER FIVE: Operations of a Multi-Purpose Indoor Facilities

The operation of a multi-purpose indoor recreation facility presents many challenges. An indoor public recreation facility, to borrow the term from retailers, is a “big box” operation as it contains so many diverse spaces and provides a wide array of activities all under one roof (Refer to the Architectural Program in Chapter 6). The basic desire of all managers and goals set by local officials is to maximize revenue while controlling expenses and keep the customers (local taxpayers) happy. The only way to come close is to develop a plan of action for operations and maintenance that is understood by all and that provides strategic direction for management and staff.

The level of revenue generated is very dependent on the programming and activity level of spaces and the development of the fee schedule for participation. The 2020 Needs Assessment overwhelmingly had respondents choose serving much of the community as more important than the level of revenue generated. Leisure Services must work with the City to determine appropriate fees for the facility. These fees should be affordable to most citizens and still bring in enough revenue to help cover the cost of operations to avoid unnecessary burdens on the City and its taxpayers.

### Revenue Generation

The revenue an indoor recreation facility produces comes from programs, facility rentals, special events, sponsorships, concessions, daily admission, and memberships. It is important to base the revenue strategy on understanding the market area served by the facility and the opportunities available for revenue. (Refer to graph indicating the revenues for FY 2018-19 from the Manchester Recreation Center on page 31.)

- **Programs:**

The cost of heating and cooling a large indoor facility is the same whether you have 100 people inside or 1,000, so maximizing the use of the facility throughout the hours of operation produces a positive revenue stream off-setting utility cost. The programming of the facility to attract diverse groups of people throughout a day is crucial to achieve positive revenue compared to expenses. It is important to recognize just scheduling many programs does not mean people will come in significant numbers. An evaluation must be determined as to what are the effective programs.

1. **Programming for diverse ages and populations** is important for increasing use of the facility but also spreading out the use through the hours of operation. Most facilities have different groups that come in at different times. An early morning crowd will come in most interested in using the facility and spaces but not programs before work and school. This is the 5:00 a.m. - 7:00 a.m. crowd. The 7:00 a.m. -11:00 a.m. group of people are stay at home moms and dads, seniors, and people who work late shifts or are independent and make their own schedule. They are interested in programs and services such as child- care. The 11:00 a.m. - 3:00 p.m. use is sporadic and the least number of people during a weekday. It then becomes very busy from 3:00 p.m. -9:00 p.m. with school age children, parents, and those who have come from work. These users look for programs, child- care, and



entertainment. Programs can independently produce revenue for the center but more significantly, when included in a membership package, they will increase sales.

2. **Senior Programming** needs to have variety because there is a wide range of abilities and interests within that age category. This variety will attract the most seniors to invest in use of the facility. These programs should include aquatic and land classes that provide various levels of cardio challenge, classes that include strength and flexibility. Examples include:

- Water Aerobics Shallow and Deep-Water

- Water and Land Zumba

- Yoga and Chair

- Yoga Cardio

- Classes designed by national programs such, as Silver-Sneakers

Specialty classes, such as a senior clogging, are free based on membership levels. They provide learning opportunities with luncheons, which can be provided with use of the facility. Senior members appreciate memberships and payments that are simple and are most likely to pay in full rather than sign up for bank drafts. A simple fee rate that includes their classes and use of the facility is best.

**A Recreation Center should be more than a place to exercise but provide an important opportunity to socialize and support each other emotionally. This is critical when serving a senior population where many are caregivers to a family member, living alone, or undergoing significant health challenges. The building of this kind of center will positively serve the community but also provide a dependable and stable source of revenue.**

3. **Athletic programs are an important component of a Recreation Center that attracts participation from families, teens, and adults.** However, this is also the area that probably has the most competition from schools, churches, and private organizations. An assessment is necessary to determine what athletic programs should come from the City. An example is that if there is an elementary youth basketball league for children grades 4-5, then it does not need duplication. Instead, the department could operate a basketball league for children in grades K-3. It is also important to evaluate the pricing and effectiveness of other athletic programs. There may exist a need for another basketball league if the current one is expensive and limiting participation.

Churches are more involved in providing athletic programs and it is important to give families options without trying to eliminate participation. It is helpful to keep a communication line open with churches so that scheduling can work for both and understanding what the goals of each program are.

An in-house athletic program can provide positive revenue and should not be a part of a basic membership. A discount in price, if someone has a membership in the center, can provide another selling point for memberships. It is important to always make sure that those with memberships have access to gyms and that gym time is not completely dominated by athletic leagues.

Swim teams are a unique and challenging athletic program. If possible, it is best to have a swim team as an “in house” program. This model gives the Parks and Recreation Department the most control over an expensive space to maintain and access to the revenue generated from swim teams. The coaches are employees of the department and all registration money goes through the Department.

4. **Specialty classes are those that are not included in a membership** and open to citizens regardless of if they have a membership. Examples are swim lessons, dance classes, cheerleading, athletic programs, afterschool programs, summer camps, arts, and crafts classes. Revenue can come directly to the Parks and Recreation Department through registrations, or from contractual arrangements from providers of the program. A registration discount for membership is also a possibility. A swim lesson for two weeks may cost \$55 per child but a 10% discount if the child has a Recreation Center membership. A dance instructor may take registrations and administer the program but pay an agreed upon percentage every month to parks and recreation for use of the facility.

- **Facility Rentals**

**The revenue generated from rentals is often the easiest and most efficient for a Recreation Center because of the minimal expense associated with the rentals.** The facilities are available, and rentals do not include much in-staff expenses. Rentals also produce that source of revenue when the building may have the least amount of paying customers. Examples are renting pools in the evening and weekends for private parties, gyms for tournaments and leagues, rooms for meetings and family parties, pool lane rentals for school swim teams, specialty classes paying for space rather than percentage of registrations. There are a variety of private providers who might have an interest in utilizing space at the Recreation Center for their activity.

**A facility rental agreement is necessary to cover issues of liability during use, clean up and maintenance, payment, and scheduling.** A balance is necessary between rentals and membership use of the facility. An example is pool and gym time which can get large requests for use for reservation but have a great demand for individual use of lap swimming and pick-up basketball.

- **Special Events**

**Some Recreation Centers are designed with spaces that attract use for special events.** These can include concerts, fundraising dinners, and even circuses. The Department can use space for special events but most often they do not generate that much revenue compared to the expense associated with the activity. It is important again that if a third party wants to hold a special event that liability insurance coverage is clear that the City is covered.

- **Sponsorships**

**The use of sponsorships can produce revenue to offset the expenses of a program or special event or generate marketing and advertising revenue.** The department would need to determine the level of advertising and marketing they are willing to provide for sponsorships. The marketing and advertising sponsorships can include selling of space through sign and banner placement. A private business might want a wellness room named after them. The new facility should place a digital sign outside and inside that can both advertise their programs and hours but also businesses. A memorial program is also a good idea for sponsorships that can provide funds for benches, scoreboards, and other amenities. A sponsor might want recognition for funding a Teen/Youth space. The sale of bricks in a sidewalk near the Center entrance is also a manner of revenue through a type of sponsorship. The landscaping of an area also is popular as a Memorial Area or sponsorship from a landscaping company.

- **Concessions**

**The revenue generated from the sale of food and drinks is significant and basic to the operation of a Recreation Center. It also provides a service to customers.** A pricing strategy is critical and product selection. The revenue generated through vending machine goes to support the Tennessee School for the Blind by State law. It is important that all drinks and snacks are not sold through vending machines.

1. **Placement of concessions areas** are an element in promoting sales. People generally do not want to walk far to find concessions. An area for concession sales of cooked food should be near a major facility component such as the outdoor pools and or gyms. The location of snack and drink sales near the entrance and front desk also helps in sales and reduces expense of staff as the front desk personnel can handle the sales.
2. **Healthy concessions versus “junk food”.** A Recreation Center, that has healthy foods and provides them for the community, will have healthy options as part of the concession menu. This can also come through pricing where candy bars have a higher profit margin and sale price than low sugar options of granola bars and dried fruit. Sodas are more expensive than bottled water. The Department will still make significant revenue while offering and promoting healthier food.
3. **Concession sales “in house” versus contracting out.** A determination of when and if a third party should operate concessions in the facility is important. A private provider supplying certain food items for a share of revenue is a possibility or supply the food for a special event or tournament. It is recommended though that the department staff concessions. There are important Health Department considerations about the operation of a concessions area and use of equipment that are easier to enforce.

- **Daily Admissions**

**A distinguishing feature of publicly operated Recreation Centers is allowing the single visit daily use of the facility compared to a membership only use.** Daily admissions help to connect the sometime user with the facility and provide a service to visitors to the community. There are different rates for daily admission based on age. Some facilities also add an additional charge if the daily user is not a local resident. The question for the Parks and Recreation department is if they are going to base daily admission rates on specific use of certain facilities or a one price for all. A challenge for daily admission rates based on specific areas is the person who is not using the area but coming to watch a child. Shelbyville Parks and Recreation uses a facility use rate while Manchester uses a general admission fee. The facility use rate helps the citizen who just wants to walk on the indoor track. However, it is seldom that a patron does not use restrooms, locker rooms and take advantage of seating provided in the center. A general admission daily rate is easier to control, simpler to administer, and spreads operational cost of the Recreation Center across all users.

There are several health insurance provider programs that include free admission to recreation facilities. Patrons who pay for these programs can enter free and the facility must keep up with the visits for reimbursement. The reimbursement rates vary but are usually below the daily rate. There are restrictions on how many visits per month the insurance company will reimburse. The health insurance companies market the Recreation Center and often provide free instructor certifications for the instructors of their programs. An example is Silver Sneakers. It is especially important for the Parks and Recreation Department and the City of Crossville to determine what programs are advantageous to them. Some of these health insurance programs require the facility to keep up with billing and payments and are so cumbersome on staff time that it is not a cost-effective benefit. In addition, some of the programs require that the patron pay 50% of the month pass rate, while there is a cheaper option for the senior just paying the year pass on a monthly ACH.

- **Memberships**

**The sale of memberships provides the largest bulk of revenue for the Recreation Center.** Many private providers in the fitness area do not sell memberships based on a year use. They are going away from the membership contract. The Recreation Center is a much larger and more expensive facility than a "Planet Fitness" type of operation. Just the operational cost of an indoor pool requires a steady stream of revenue to help cover expenses. There are many different membership rates and classifications that the City of Crossville can utilize for use of the Recreation Center. Some of these include:

1. **Yearly use:**

**The most cost-efficient rate for a family or individual who intends to use the facility consistently is a yearly pass.** The advantage to the parks and recreation department is that this yearly revenue is there regardless of the use by the family or individual. There are no refunds. It is advantageous then to market yearly passes as the cost-efficient option and utilize all that is included like fitness classes and casual care nursery use. A discount applied for other rentals and program registrations with a yearly membership is also an important selling point.

The payment of this membership in full is not always affordable for an individual or family. A bank draft program of 12 installment payments that does not add any additional charge will promote purchasing yearly passes. A contract is developed that obligates the purchaser for a year with a penalty for stopping the draft before the end of the 12 months. The Manchester Recreation Complex receives \$35,000-\$40,000 a month on bank drafts.

2. **Monthly passes:**

**These are not open for bank drafts but are attractive to those who only want seasonal use of the facilities or are only available to use the facility on a shorter basis.** The monthly passes are still cheaper than paying per day. These passes are available in a one-month rate and six-month rate or sometimes a summer pass.

3. **Classifications:**

**These are based on age, household type, residency, or financial situation.** The Crossville Leisure Services Department would determine the age qualifications for a child, adult, senior and student pass. Household type would include individual, couple, and family (how many included). The pricing for a family is more than an individual. The individual pass is more than a senior pass.

**Expenses**

**The two largest areas of expenses when operating a recreation center are those associated with staffing and utilities.** The cost of electric, gas, telephone, internet, and water are not controlled by the city. The utility companies set the rate for use and reducing this expense is extremely challenging. The best manner to control this expense comes from the initial design of the HVAC systems for the building and pool areas. The computerization of mechanical systems allows for more control and monitoring within the facility. The design of pumps, filters, and sanitizing systems for the pool can also reduce utility costs. The challenge is that a pool's sanitizing system operates 24 hours a day all year long. The reduction of utility use there is minimal. The heating and cooling of the building can adjust lower in non-use hours at night but there is only a limited saving there. **It is important to understand that the cost of heating and cooling the building is the same whether there are 50 people in the building or 500. The best goal is to program spaces, so they are used and generating revenue throughout the day.**

- **Staffing**

**The development of a qualified and professional staff is an important component to the operation of the Recreation Center.** This staffing is composed of full time, part time, contractual, and volunteers. The main consideration behind qualifications is looking for employees that can multitask in several areas, so the staffing is flexible to fill unexpected absences. During the recent pandemic, this flexibility was crucial as conditions changed daily on who was able to work.



The staffing of the facility with a plan of efficiency can reduce expenses. The emphasis of full-time staff having various duties can reduce dependence on the cost of cleaning the facility and use of part time staff. The benefit cost of full-time staff is high and only the most important responsibilities should get paid through a full-time staff position. An example is staggering schedules of full-time staff. Not everyone should work Monday-Friday 8:00-4:30 every week. Some full-time can open the facility at 5:00am and work the front desk until 8:00am and then resume their principal duties. The front desk may need just one person from the hours of 11:00am-3:00pm when the facility will most likely have fewer users during the week. A constant evaluation of needed staffing levels will help control the cost of operating the building.

Another consideration, of course, is the budgetary expense of staffing which, with utility costs, are the two main expenses of operating a facility. The capability to adjust expenses (reduce) is found in staffing as utility costs are a fixed cost that the city has little ability to control. **Setting a strategy then for staffing is important at least 6 months before the opening of a new facility.**

- **Fulltime Staffing**

The cost to the city of fulltime staffing is significant for a municipality as it includes not only the salary, but the benefits cost of health insurance, retirement, sick leave, and vacation leave. Therefore, a strategy of providing full time status to the most important and critical positions is important. Also, the use of cross training or flexible job descriptions so they can manage several areas or responsibilities.

1. **Facility Manager/Director**

This is the most important position for someone who is charged with the overall management of the facility. The director oversees all staffing, administration, budgeting, and maintenance operations. Some facilities have this as a stand-alone position meaning they do not supervise other parts of the department. An example of this is in the City of Lebanon, the Jimmy Floyd Center Director is independent of other parts of the city departments. The City of Murfreesboro operates two indoor recreation complexes, and they have a designated facility manager.

The City of Manchester has the Director of Parks and Recreation also serve ~~at~~ as the overall manager of the Recreation Complex. This does save money for the higher end position of management.

**Recommendation: The City of Crossville, starting with a new facility, should have overall management in the hands of the Leisure Services Director. It is the Director that was integrally involved in the design and construction process and will know the most initially on how the facility is designed to operate. This person also will have the documents of warranties and materials that are important to keep during the initial years of operation. The other aspect is as the most complicated and expensive facility in the Leisure Services Department's inventory, the Director needs control of that operational budget. It does not create a new staff position.**

**2. Assistant Director**

Crossville Leisure Services Department does not have a position of Assistant Director. The addition of an indoor recreation facility will greatly expand the responsibilities of the department management staff. A person that is second in command to the director will help with management responsibilities and have someone who can make decisions and manage staff in the absence of the Leisure Services Director.

**Recommendation: The City of Crossville create the position of Assistant Director of Leisure Service. This position should also combine the supervision and management of a specific area of the department. The position could also serve as the Athletic Director, Programs Director, Maintenance Supervisor, Office Manager, or a Wellness Director.**

**3. Aquatics Director**

**This is the most important new position to create and fill.** An Aquatics Director has an enormous amount of supervision responsibility over pool maintenance, part time staffing, and programming of the pools. Certifications are also a must in this position and that is why it is challenging to find competent and experienced Aquatics professionals. The ideal candidate has a Red Cross certification as a Life Guarding Instructor (LGI) so that they can train and certify lifeguards and hold classes, certify, and train for CPR and First Aid, certification as an Aquatics Facility Operator (AFO) and experience in teaching swim lessons. A bonus is if they could put together and serve as Head Coach of a new area swim team.

**Recommendation: The process of hiring of an Aquatics Director should begin when construction of the building starts and is the first specific position filled. This would allow time for a candidate to receive additional training and certifications if needed and experience firsthand the intended operation of all the mechanical HVAC systems installed for the pool area.**

**4. Office Manager**

The department probably already has a full-time office manager, and this person can take on the same role at the Recreation Center. The challenge is the increase in personnel, revenue collected, accounts payable, supervision of part time front desk workers, and knowledge of software for the facility.

**Recommendation: If this is not a position dedicated just to the Recreation Center, then some of the responsibilities need to go to a part time/full time assistant.**

**5. Wellness Director**

This position oversees the management of all activities associated with the wellness equipment and supervises use of the area. They also develop and implement fitness class schedules, manage part time or contractual instructors for classes. The person can also oversee emergency management procedures for the Center, training, and monitoring first aid supplies and operation of emergency equipment such as an AED.

**Recommendation: This position should require a candidate to have several years' experience in use of wellness equipment and certifications as an instructor or personal trainer. This position could also combine with the duties of Assistant Director or it is one that a private partnership with an existing fitness business could fill.**

**6. Programs/Activity Director**

The person that fills this position oversees **all the programs for the department, not just those for the Recreation Center.** It is also one that is the most active in marketing the Recreation Center and developing, with management, a sponsorship program. Special events coordination would also take place in this position. The interaction with the media for promotion of department activities would also fall into this position. The programs director would also develop youth programs, summer day camps, or an afterschool program. They would supervise part time staff to operate these areas. This person would also supervise the operation of concessions and food service for the facility.

**Recommendation: This position could stand alone or combine with the responsibilities of Assistant Director.**

**7. Athletic Director**

**This position in Crossville will be important as athletics exists as a large area of responsibility for the city.** There already exists a great interest and demand in athletics/sports in Crossville. The athletic director would supervise the athletic and sport concentrated activities for the whole department, including the Recreation Center. This person would supervise part time personnel such as umpires, referees and coordinate with volunteer coaches and youth leagues. The position would also need to develop as the main liaison to area schools for shared use of facilities. The Athletic Director would coordinate tournaments with the Programs Director and would develop for approval facility use agreements and rules. A good relationship or knowledge of tournament directors and school athletic directors is necessary. The City of Crossville now has a sports council, and the Athletic Director should also serve on this council.

**Recommendation: This position in Crossville will have many responsibilities so it should stay as a stand-alone full-time position. However, as it serves both the Recreation Center and the Leisure Services Department it will save money.**

#### 8. Evening and Weekend Supervisor or Facility Supervisor

All large indoor Recreation facilities are open seven days a week and 12-15 hours a day. Supervision of day-to-day operations then is not possible in just one position or person. No one wants to work every night, or every weekend. This position is someone who has supervision for operation of the facility during evening hours and on the weekends primarily. They also supervise the cleaning of the building at the end of the day.

**Recommendation: This position oversees part time staff during the evening hours and weekend. The Evening Weekend Supervisor in Manchester works two weekends and then gets the next one off. It is difficult finding a trustworthy person to handle supervision of the building when most full-time staff are gone in a part time position. They are responsible for setting the security system when leaving the building. The person works noon to 8:30 p.m. three days a week on the weeks that they have weekend duty and five days a week on the week they have the weekend off.**

#### 9. Maintenance Supervisor

**The maintenance oversight of the Recreation Center is an important one.** This person keeps all maintenance logs for equipment, does daily inspections of HVAC system, maintenance work on equipment and general building repairs. They also inventory cleaning supplies, tools, and chemicals.

**Recommendation: Ideally this is a dedicated position to the Recreation Center. It is not something that can just get added on to a current maintenance position. However, it does not mean that the Maintenance Supervisor cannot assist with other Leisure Services Department's maintenance projects. It is important that the maintenance of the Center is the primary role of this person.**

- **Part Time Positions**

**The cost of benefits the City of Crossville provides for full time employees is usually a significant cost.** It is important then to identify what duties a part time employee can fulfill. This is more of a challenge than it used to be with a demand for part time labor often outstripping the availability of people with talent and skills. The following are position's that either part time, or seasonal staff can fill. During the busiest part of a summer this may easily add up to 50 employees.

- Child Care both in an afterschool, summer day camp, or casual care nursery.
- Concessions workers.
- Referees, umpires.
- Lifeguards, swim instructors.
- Fitness instructors.
- Front Desk or reception desk workers.
- Swim team coaches.

### Summary

The staffing of the Recreation Center is best done by examining the operational goals of the facility and of the parks and recreation department. Flexibility and multi-tasking can save money. It is important to decide what duties or functions a part time or seasonal person can fulfill will also save the city money. Ideal candidates for both full time and part time jobs should be those with multiple skills or at least the willingness and ability to learn additional ones. An example is a part time or full-time employee willing to become certified as a lifeguard or teach a fitness class. Cross training is also especially important. The similarity of Manchester, Tennessee with Crossville, Tennessee leads to recommending much the same staffing levels while understanding budget constraints and labor availability.

**The opening of the Manchester Recreation Complex created six new full-time positions to the department budget.** The department had a director, office manager, programs director and park maintenance. The positions added were assistant director, athletic director, wellness director, aquatics director, evening weekend supervisor and maintenance supervisor. **The department made a choice to save expenses by cleaning the building with full time and part time staff and not hiring an outside cleaning service. This is sometimes challenging and not very enjoyable but the advantage aside saving on expenses is that all employees share in the caring of the facility and are more invested in upkeep.** Management observes firsthand any problems and need for repairs.

The other shared duty is supervising on nights and weekends. Even with an evening and weekend supervisor, not all evening and weekends hours are covered. Again no one seeks to work all nights and weekends. The advantage of sharing some supervision of nights and weekends is that full time positions need to observe how their areas function on nights and weekends when most users come to participate in programs and use the building. Full time staff, including director and assistant director, works some nights and weekends.

- **Utilities**

The utility companies set the rate for utilities and there is no negotiating. This expense is set. The reduction of utility costs then originates from energy conservation. The design of the Recreation Center with computerized HVAC systems that change use when the building is not occupied through set back temperature times will achieve savings. Equipment that takes advantage of the latest technologies. The regulation of utility costs is also affected by good routine maintenance of equipment. The use of solar panels might have a place in a new Recreation Center and other "green infrastructure". However, some reductions are not possible when large spaces are heated and cooled, or pools which must have filtration, water circulation and sanitation ongoing 24/7.



A new building will be more efficient and cost effective towards utilities. Manchester Recreation Complex is 17 years old and the following is the breakdown of annual utility costs.

1. **Electric \$255,000 this includes running three pools with play features in the summer. Monthly electric costs are approximately \$20,000 until the outdoor pool is open, which adds \$7,000 a month more to electric use.**
2. **Natural Gas \$70,000 a year. The Manchester Recreation Complex heats pools, water, and heats the building with natural gas.**
3. **Water \$25,000 a year.**
4. **Telephone \$4,500 a year.**
5. **Cable services \$1,500.**

- **Maintenance**

**The cleaning of the Recreation Complex in Manchester is done in-house.** All full-time staff and part-time staff participate in the cleaning of the building year-round. Crossville can choose to do this or out-source cleaning in a contract to a third-party.

A new building will have a lower annual maintenance cost, especially the first year, because most equipment will still be under warranty. It is important to have a good extended warranty on the roof for at least 20 years.

1. **Building maintenance**

The preparation of a maintenance schedule for the building is important. Examples are filter changes, boiler inspections and cleaning, water chiller cleaning, and athletic floor upkeep. It is important to determine what building maintenance is reasonable for the parks and recreation maintenance staff to perform and what is better for a contractor to perform.

**Recommended: Crossville Leisure Services Department purchase maintenance contract with HVAC firms who specialize in repair and maintenance of equipment used in the building. Manchester found out negatively the repercussions of not getting these in deterioration of equipment. Determine what maintenance staff can achieve and what is best left to experts.**

**Manchester budgets \$25,000 a year on building repairs.**

2. **Equipment Repair**

This category is a large one that covers all repair and maintenance associated with HVAC systems, pool pumps and filters, pool sanitizing systems, and pool dehumidification systems.

**Manchester budgets \$40,000 for annual repairs.**

### 3. Grounds

This covers landscaping, parking lots, outside lighting and outdoor pool furniture.

**Manchester budgets \$5,000 for annual repairs.**

- **Annual Shutdown**

**Manchester shuts down one week annually for routine maintenance of the building.** The heavy use of the building requires time to clean and make repairs when the public is not in the building. Reasons include safety for the public because of floor lifts and chemicals used to clean. The amount of revenue lost during a "slow week" is nothing compared to expenses saved. Maintenance staff strip and wax floors, paint, empty pools for cleaning, shut down pool filtration for repairs, replace damaged flooring, clean all duct work and windows, make computer updates to software, and pressure wash pools decks. The public appreciates the repairs and clean look when they come back.

**Recommendation: Set up a time and advertise to the public. It should occur after the summer but before the cold weather influx. Manchester chooses Coffee County Fair week, as it is a slower visitation week.**

- **Concessions**

A good source of revenue comes from the sale of food and drinks. Expenses include staff costs and supply costs. Manchester sells snacks and drinks year-round from behind the front desk. This saves of part-time staff costs as the front desk makes the sales. The concessions area is open during the outdoor pool season and for special events such as basketball tournaments. Again, revenue from vending machines goes to the Tennessee School for the Blind so selling from coolers and displays helps the Parks and Recreation Department keep some of revenue sales in-house. A determination of overall profit margin will help set prices.

**Manchester budgets \$40,000 a year for food.**

## Furniture / Fixtures/ and Equipment—An Overview

### Coordination with Owner provided items

The Crossville Leisure Services Department operates mostly as a provider of outdoor programs, events, and facilities. Rentals do occur within their present building, but this is a small portion of their activities. The City will need to provide a substantial amount of equipment, furniture, and management software for a new indoor Recreation Complex. **The Manchester Recreation Complex budgeted \$330,000 in owner provided equipment. The value in 2019 dollars was \$460,000.**

- **Recreation Management Software**

The department will need to purchase software to manage operations efficiently, activity registrations, memberships, and financial accounting for the department. There are many different providers such as Rec Trac, Active, Civic Rec and many others. An important consideration is finding a software that has an interface to report financials to the software used by the City of Crossville for operations. It is important to note that many large software and web management firms are now offering Recreation management software; however, that may not offer the best results compared to companies whose software and energies are only designed to service parks and recreation management.

Another consideration for any software is the annual maintenance fee and technical assistance especially for planned software updates. The consideration of what software to purchase is very important as a change to another company and software to another company is expensive and difficult once a database is created.

**Estimate: \$25,000 Recreation Management Software and \$7,000 Annual Maintenance**

- **Computers, Printers, Copiers**

A front desk operation in a Recreation Center will require a minimum of two desktop computers, credit card readers, and an admission swipe. Individual offices will also need computers. The department can make the decision to house their information on a localized server or contract for this to be done by a cloud service. The cloud service is probably the way of the future, however, at this time, it is more expensive than owning your own server due to annual maintenance charges. It will depend on the Information Systems office of the City of Crossville.

An important cost savings is to go away from individual offices having printers/copies and instead have a networked centralized printer copier that serves all the offices. It saves on use of paper, toner, repairs, and maintenance.

**An estimate of 10 computers will be needed at \$2,000 each, totaling \$20,000, A server could be approximately \$5,000, and a network copier approximately \$6,000.**

- **Security**

A Security System will be necessary to control access to the building, surveillance of both the interior of the building and the exterior.

**Estimate \$40,000 to include software, 16 cameras, recording DVR, and access readers.**

- **Office Furniture**

The assumption is any furniture the department currently has will stay in the present building with the possible exemption of file cabinets. Each proposed office will need desk, chair, and bookcase/file cabinet.

**Estimate \$16,000**

- **Staff Work Room**

A space for the staff to have breaks and do work and meet is necessary. Need of a refrigerator, microwave, conference table and chairs.

**Estimate \$8,000**

- **Wellness Room Equipment**

This will depend on the space provided for the area. It is important to have equipment in a Rec Complex that meets the needs of the bulk of the clients. The area of private fitness facilities providers is competitive and vast; however, most do not provide childcare and senior fitness programs. A wellness room is not a weight-lifting facility solely and equipment should be easy to use and maintain to meet the varied needs of clients. They are not designed to train the elite athletes.

The Manchester Recreation Complex wellness room is 4,000 square feet and Crossville would not need anything bigger and may require something somewhat smaller. Cardio training equipment receives heavy use and does not retain residual value after approximately 3 years of use. It is recommended that Cardio equipment not be purchased but leased for 3 years. The advantage is the equipment can stay under a maintenance agreement for the entire 3 years and reduce costs to the city. Leases allow the lessee to buy the equipment at the end of 3 years at approximately 1/16 of original value or turn it back into the leasing company. This is a great way to turn over equipment, get new, and take advantage of technical improvements every 3 years.

Strength equipment however is not advantageous to lease unless the city cannot afford to purchase. Strength equipment does not change that much over time, holds up better than cardio and does have a better resale value. It is recommended that the city purchase the strength portion of the wellness room.



**Estimate is that the strength equipment would cost \$80,000 if purchased outright. Cardio lease first 3 years would cost an estimated \$40,000 a year.**

- **Youth Room**

A youth room is a space that needs versatility and technology. It will depend on the design and what the city determines to put in the space. A youth room is defined as an area for children ages 5-12 who still require supervision. An indoor playground is essential to this group to keep them active and engaged. A company such as ExerGame equips rooms with tech play equipment for a teen room.

**Estimate \$100,000 for an indoor playground. A 600 square foot tech fitness area estimated at \$60,000.**

### **Summary of Expenses**

**The Manchester Recreation Complex budgets \$1,183,000 in expenses associated with operation.** This includes leasing of cardio exercise equipment, full-time staff, part-time staff, employee benefits, workers compensation, health insurance, utilities, computer software, recreation program supplies, concessions, and other items. **Shelbyville Recreation Center budgets approximately \$960,000 for the complex and athletics, not including other outdoor park expenses.** **City of Lebanon budgets approximately \$1,400,000 for the Jimmy Floyd Life Indoor Center.**





The following tables are revenue and expense levels for the operation of the Manchester Recreation Complex for the fiscal year July 1, 2018-June 30, 2019. They reflect the costs and revenue of operation only and not capital equipment investments or grant revenue.

**Manchester Recreation Complex Revenue**

Swimming Lesson/Swim team	\$55,260.42
Pool Rental	\$38,424.50
Activity Fees	\$39,231.09
Day Camp/Afterschool care	\$53,259.01
6-month pass	\$22,582.90
Year Membership	\$539,252.44
Month Membership	\$14,878.61
Daily Admission	\$167,430.74
Concessions	\$86,365.42
Athletics	\$22,955.26
Silver and Fit	\$ 6,016.00
Meeting Room Rental	\$22,897.00
Miscellaneous Revenue	\$13,751.92
Sponsorships	\$22,951.00

**Total Revenue= \$1,105,256.31 \* Note this is done with an outdoor pool**



**Manchester Recreation Complex Expenses**

Full time Salaries	\$ 292,188
Benefits-includes workers comp and unemployment	\$ 127,000
Education/Training	\$ 7,000
Part time wages	\$ 281,700
Cable	\$ 1,500
Electric	\$ 291,000
Water	\$ 29,000
Gas	\$ 84,000
Telephone	\$ 5,500
Data Processing Support	\$ 10,650
Postage	\$ 300
Printing and Duplicating	\$ 1,300
Publication Legal Notices	\$ 1,500
Permits	\$ 2,500
Vehicle maintenance	\$ 2,600
Repair maintenance equipment	\$ 40,000
Repair and maintenance office equipment	\$ 2,000
Repair and maintenance grounds	\$ 2,200
Repair and maintenance building	\$ 30,000
Program equipment	\$ 3,000
Chemicals pool and medical equipment	\$ 30,000
Concessions food	\$ 47,000
Food for programs	\$ 1,500
Recreation supplies	\$ 12,000
Janitorial supplies	\$ 24,000
Uniforms	\$ 3,800
Gas/oil/diesel fuel	\$ 1,200
Liability Insurance	\$ 20,300
Copier	\$ 4,500
Equipment rental	\$ 2,700

**Total Expenses=\$1,361,938**

**Revenue to expense return is 81%. Note this is a 17-year-old building, so expenses of upkeep are higher than a new building.**

**Parks and Recreation receive a portion of hotel/motel tax. This equaled \$239,000 in 2018-2019. We budget 50% of this towards expenses of the Recreation Center and 50% to park operations. The difference between revenue and expenses equals \$256,681.69 that would be the transfer from general fund of city. However, subtracting the hotel motel tax revenue at 50% equals an actual transfer of \$138,681.69 from the general fund for operations.**

The construction cost of a multi-purpose Recreation Center is a substantial investment by a community. The ideal situation is that the City of Crossville and Cumberland County collaborate to share these costs. Each government entity can benefit from a vibrant Crossville and the residents and taxpayers of both governments will have opportunities to use the facility daily. A Recreation Center provides the opportunity for all citizens to use the facility and programs for all ages, all abilities, and all backgrounds.

Local Governments have access to specialized funding that nonprofits and the private sector do not. The cost of construction could be rolled into existing capital bonds with refinancing. Possible loans and grants for construction could come from the following sources.

1. **USDA Rural Development Community Facilities Program**

This program offers direct loans, loan guarantees and grants to develop or improve essential public services and facilities in communities across rural America. The USDA considers these amenities are what increases competitiveness for rural communities in attracting investments and retaining businesses. The funds can construct, expand, or improve facilities that provide health care, education, public safety, and public services. **A community center with a public computer lab or afterschool space will enhance the prospects of receiving alternative funding.** These amenities are what was expressed in citizen public meetings. Financing may also cover the costs for land acquisition, professional fees, and purchase of equipment. Crossville may get a priority points rating for having median household income below the Tennessee non-metropolitan median household income.

2. **Local Parks and Recreation Fund Grant**

This is a state grant administered by the Tennessee Department of Environment and Conservation. It is a 50/50 matching grant with a maximum award of \$500,000. It funds property acquisition and construction. Both Cumberland County and the City of Crossville could apply separately for funding some portion of the Recreation Facility, or Crossville could apply and then partner with the county on another application.

3. **Tennessee Municipal Bond Fund**

The Tennessee Municipal Bond Fund (TMBF) creates and administers various types of loan programs for the benefit of cities and counties. As an entity of the Tennessee Municipal League, TMBF works closely with city officials to structure cost-effective and flexible borrowing options. The loan size and/or repayment term typically determines which program a borrower utilizes. Types of projects include any type of public buildings, jails, and any other project considered to be of benefit to the public. The City of Crossville has used this program on many significant projects.

# CHAPTER 6

# ARCHITECTURAL PROGRAM & CONCEPTUAL DESIGN

**CHAPTER 6: ARCHITECTURAL PROGRAM & CONCEPTUAL DESIGN**

<i>Component</i>	<i>Number</i>	<i>SF/Space</i>	<i>Total SF</i>
<b><i>Public Spaces</i></b>			
Main Lobby	1	400	400
Reception/Control Desk	1	150	150
Men's Restroom	1	180	180
Women's Restroom	1	180	180
Vending	2	30	60
Concessions with sitting area	1	450	450
<b><i>Subtotal</i></b>			<b><i>1,420</i></b>
<b><i>Administration</i></b>			
Director's Office	1	150	150
Assistant Director's Office	1	120	120
Office Manager/Finance	1	120	120
Conference Room	1	250	250
Work Room/Break Room	1	200	200
Staff Toilet	1	60	60
<b><i>Subtotal</i></b>			<b><i>900</i></b>
<b><i>Gymnasium</i></b>			
Gymnasium	1	17,500	17,500
Gymnasium Storage	1	400	400
MAC Gym	1	8,400	8,400
MAC Gym Storage	1	400	400
<b><i>Subtotal</i></b>			<b><i>26,700</i></b>
<b><i>Activity Spaces</i></b>			
Activities Coordinator	1	120	120
Teen Game Room	1	1,000	1,000
After School/Youth Programs	1	2,000	2,000
Storage	3	100	300
Indoor Playground	1	1,000	1,000
Jogging Track	1	6,000	6,000
Stretching Area @ Jogging Track	1	100	100
Aerobics/Cardio Fitness	1	2,000	2,000
Aerobics Storage	1	200	200
Adventure Activity Space	1	1,000	1,000
<b><i>Subtotal</i></b>			<b><i>13,720</i></b>





<b>Child Care</b>			
Check-In	1	80	80
Casual Care Nursery	1	500	500
Storage	1	100	100
Toilet	1	60	60
<b>Subtotal</b>			<b>740</b>

<b>User's Support</b>			
Women's Locker Room	1	1,450	1,450
Men's Locker Room	1	1,450	1,450
Family Room	1	100	100
<b>Subtotal</b>			<b>3,000</b>

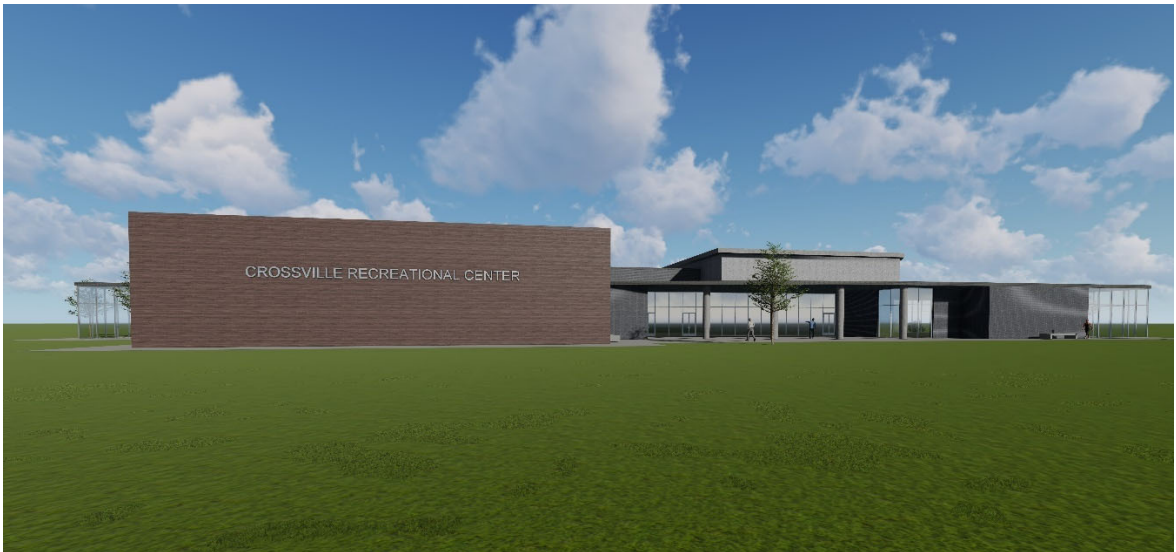
<b>Indoor Pools</b>			
<b>8-Lane/25yd Pool and Children's/Therapy</b>			
Pool	1	12600	12,600
Filtration Room	1	1000	1,000
Chemical Room	1	350	350
Pool Storage	1	600	600
Aquatic's Director's Office	1	120	120
Lifeguard	1	100	100
Pool Locker Rooms	2	1450	2,900
Family Room	1	100	100
Event Space Rental	1	400	400
<b>Subtotal</b>			<b>18,170</b>

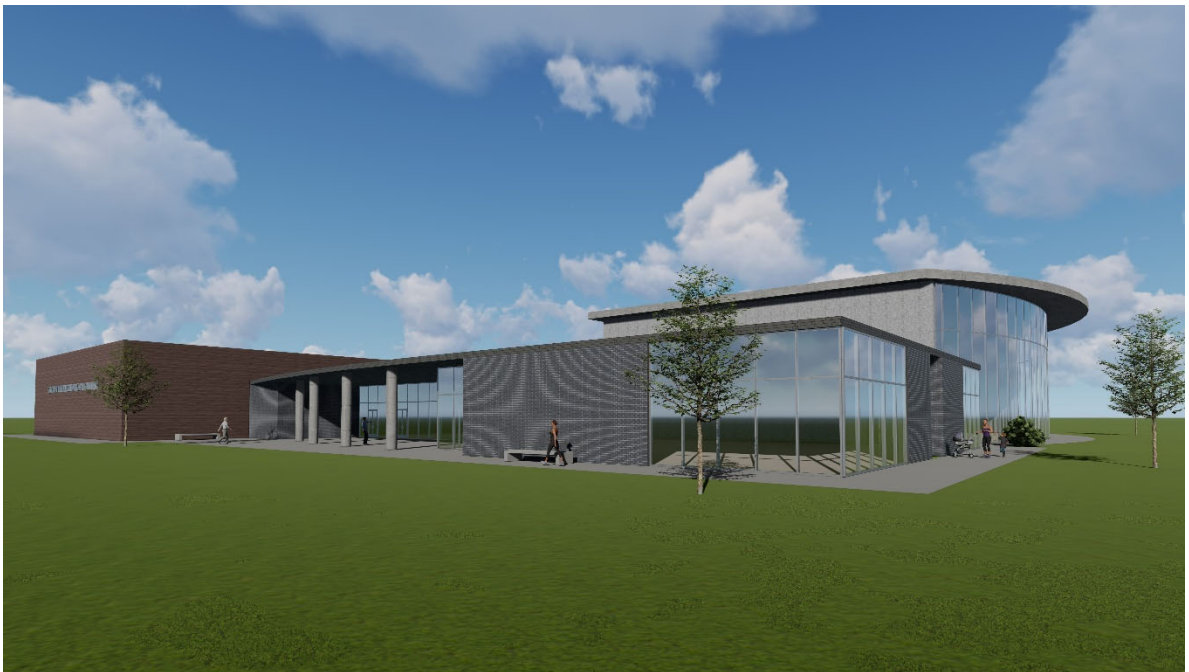
<b>Wellness/Cardio Center</b>			
Wellness/Cardio Classroom	1	600	600
Wellness/Cardio Center	1	3,500	3,500
Cardio Equipment Alcoves	2	50	100
Storage	1	200	200
Wellness Director	1	120	120
Restrooms	2	180	360
Vending	1	30	30
<b>Subtotal</b>			<b>4,910</b>

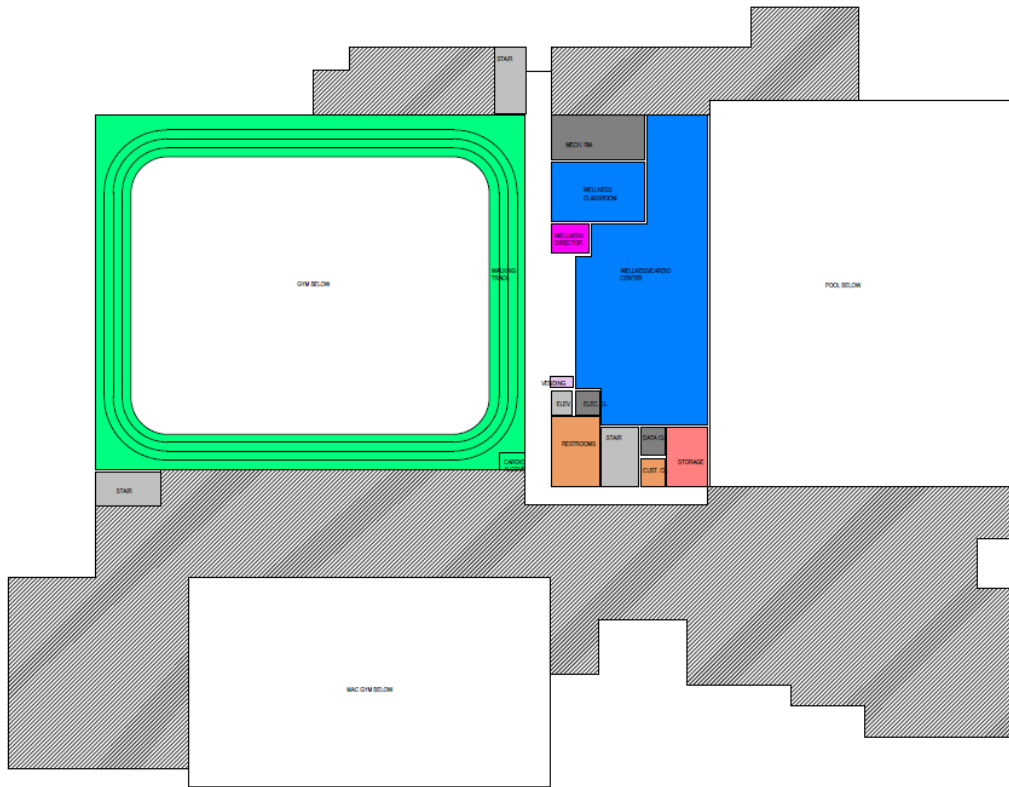
<b>Building Support</b>			
Maintenance/Weekend Supervisor Office w/Building Controls	1	200	200
Main Mechanical Room	3	800	2,400
Main Electrical Room	1	260	260
Main Data Room	1	150	150
Sprinkler Room	1	160	160
Mechanical Room - Upstairs	1	450	450
Mechanical Closet	2	85	170
Electrical Closet	2	80	160
Data Closet	2	80	160
Custodial Storage/Supply Storage	1	200	200
Custodial Closet	2	60	120
Elevator	1	80	80
Elevator	1	80	80
Elevator Equipment Room	1	80	80
<b>Subtotal</b>			<b>4,670</b>

**Building Space Total (NSF) 74,230.00**

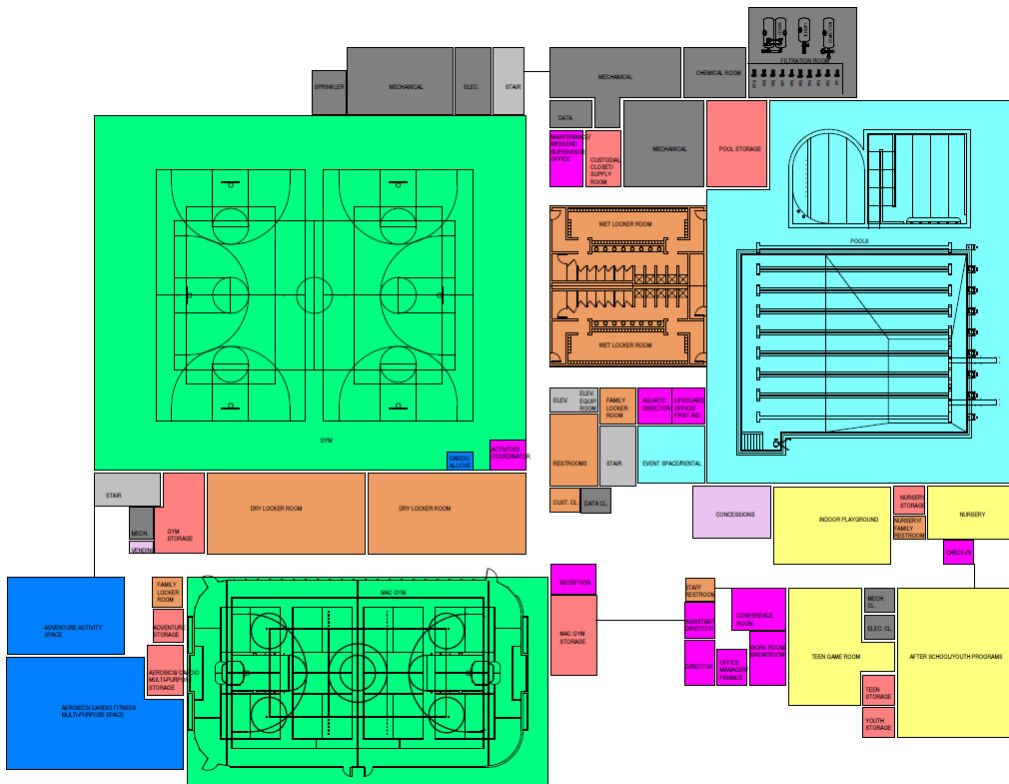
<b>Allowances:</b>		
Circulation, Walls, Stairs, Unscheduled Spaces	20.00%	14,846.00
<b>Project Total (GSF)</b>		<b>89,076.00</b>







Second Floor



First Floor

# CHAPTER 7

## ACKNOWLEDGMENT OF PROJECT RELATED REQUIREMENTS





**CHAPTER 7: ACKNOWLEDGEMENT OF PROJECT RELATED REQUIREMENTS**

**The following building codes are enforced by the City of Crossville:**

2012 International Residential Code (one- and two-family dwellings)
2012 International Building Code
2012 International Fire Code
2012 NFPA 101 Life Safety Code
2012 International Plumbing Code
2012 International Mechanical Code
2012 International Fuel Gas Code
2009 International Energy Conservation Code
2012 International Property Maintenance Code
2010 ADA Standards for Accessible Design

A concept review of the plans with local codes officials will occur at the early design stages. Close coordination with the Crossville Fire Department including a plan review will also occur at the early design stages.

The Tennessee State Fire Marshal’s office reviews and approves designer sealed building plans for new buildings, additions to existing buildings, change of occupancy projects, or building renovations for the following occupancies when they are located outside of an exempt jurisdiction. The City of Crossville does not have an exempt status.

- Assembly Occupancy of 300 or more.
- Business Occupancy three or more story buildings.
- Residential Occupancies, except 1 & 2 Family Dwellings and Townhouses
- Correctional Facilities
- Enclosed Malls
- High-Hazard Industrial (2012 IBC Groups H-1 and H-2 only; Excluding Storage)

Currently, it is anticipated that the proposed recreation facility will not fall under any of the above categories; therefore, not requiring review by the Tennessee State Fire Marshal’s office.

All elements of the facility will be designed to meet not only the accessibility requirements of the International Building Code but also the requirements of the Department of Justice’s revised regulations for Titles II and III of the Americans with Disabilities Act of 1990 (ADA). These regulations adopted revised, enforceable accessibility standards called the **2010 ADA**.

With these new and ever-changing times due to the COVID-19 pandemic, other design factors must be considered. In addition to increased cleaning and maintenance procedures and attempting to maintain proper social distancing, new aspects of the building systems must be considered, for example, the building's HVAC system. To assist in the mitigation of airborne infectious diseases, the following HVAC concepts should be explored for feasibility:

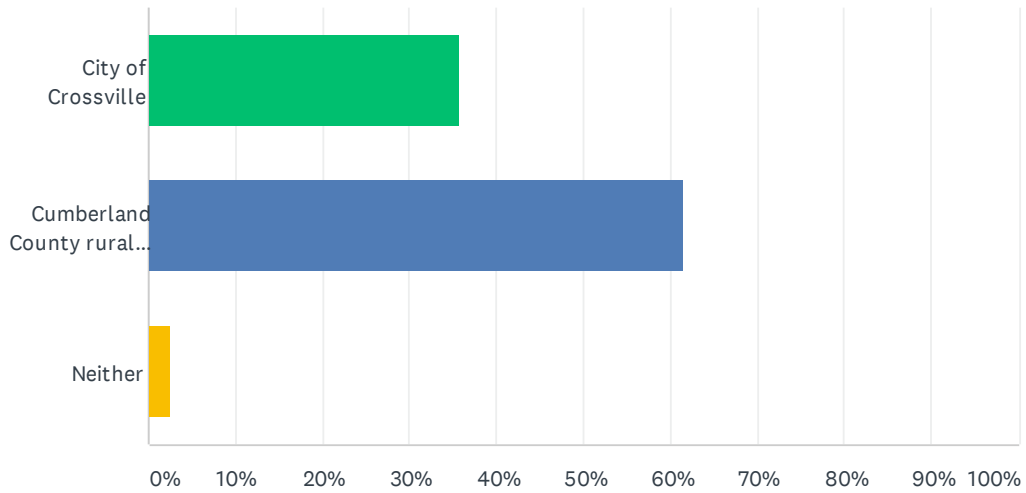
- Increase the amount of outside air to be 15-20% greater than ASHRAE 62.1. Introducing more outside air (aka fresh air, ventilation air) will have an impact on HVAC equipment sizing so it is critical to confirm the equipment cooling and heating capacities are adequate to accommodate an increase in outside air. In conjunction with capacity, proper dehumidification controls such as hot gas reheat and humidistats requirements should be determined to adequately supply "comfort" air to the spaces.
- The efficacy of the HVAC air filters should be explored. If the HVAC equipment can properly accommodate MERV 13 or higher to control the spread of airborne virus particles. The HVAC system fans may or not be adequately sized for the additional pressure drop of the higher MERV filter. Additional filters in return grilles in individual spaces may also be installed to provide "in-room containment".
- If the MERV 13 filters cannot be added at the HVAC system level, independent room filters could be installed either inside the room or above the ceiling.
- Installation of Ultraviolet Energy (UV-C) lights inside the HVAC air handling units. The typical location of the UV-C lights is prior to the cooling coil and should be downstream of minimum MERV 8 filters. Note – it is recommended to have higher MERV filtration if the HVAC system can accommodate as such. The UV-C lights will inactivate viral, bacterial, and fungal organisms to not allow them to replicate and potential cause disease. Additional benefits of UV-C lights are cleaner cooling coils and air quality.
- If UV-C lights cannot be installed in the HVAC units, room mounted UV-C lights are an option to be considered and should be mounted 7'-0" above the floor.
- Portable UV-C lights can be an alternative to consider as well. For maximum efficacy, portable UV-C lights should remain in spaces for a minimum of 50 minutes to inactive coronaviruses.

# APPENDIX A

**SURVEY DATA: CITY  
& RURAL AREAS  
COMBINED**

## Q1 Where do you live?

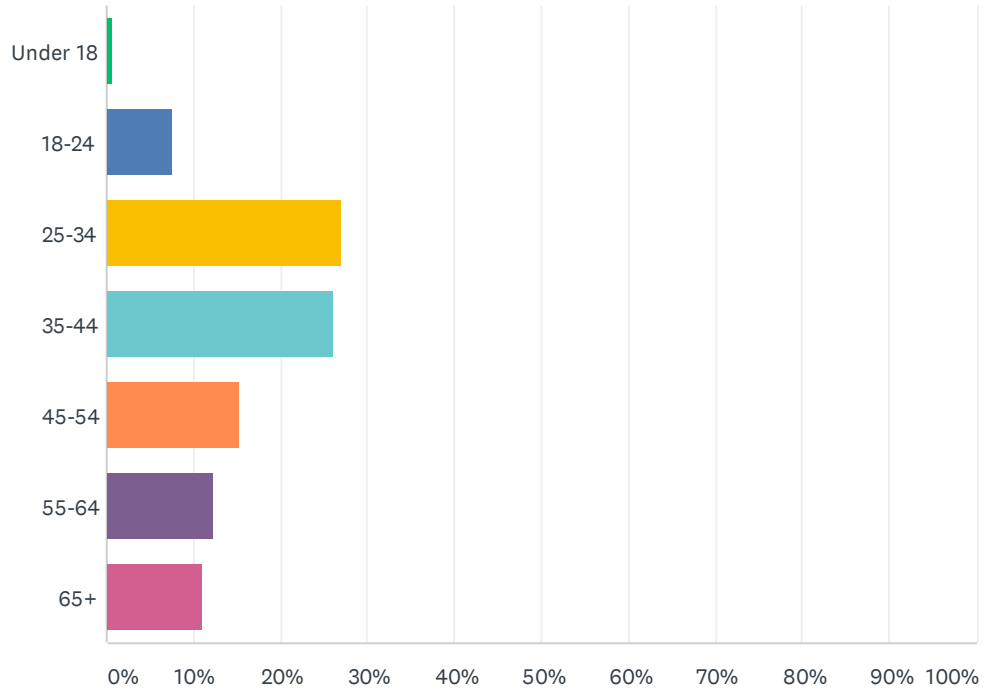
Answered: 921 Skipped: 0



ANSWER CHOICES	RESPONSES	
City of Crossville	35.83%	330
Cumberland County rural resident	61.56%	567
Neither	2.61%	24
<b>TOTAL</b>		<b>921</b>

## Q2 What is your age?

Answered: 919 Skipped: 2

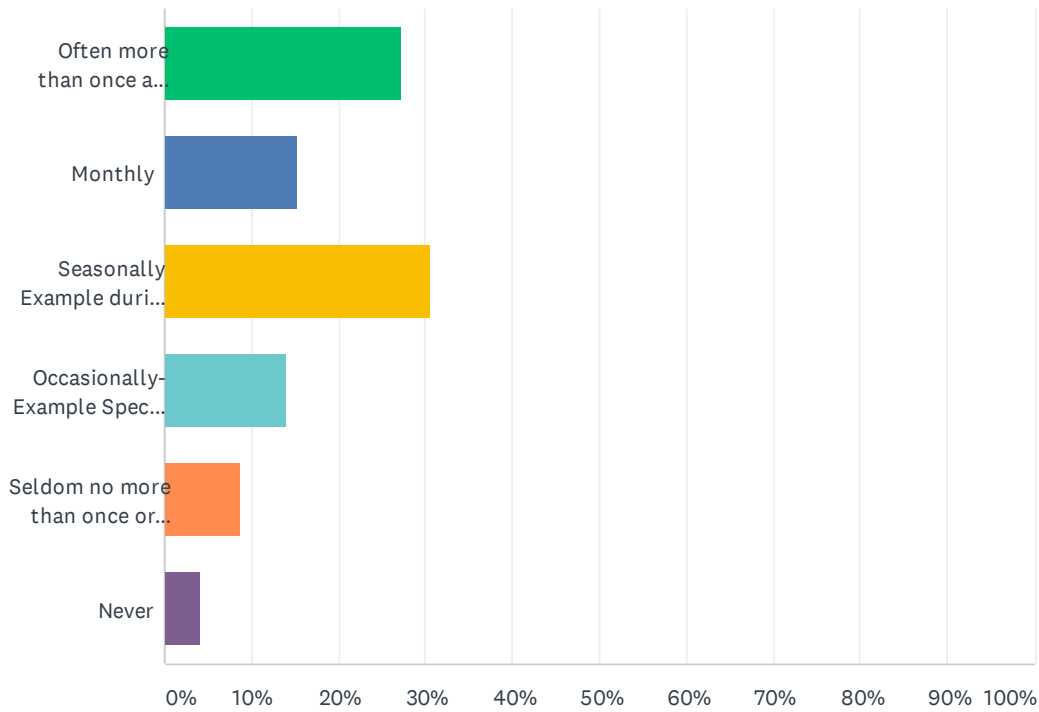


ANSWER CHOICES	RESPONSES	
Under 18	0.65%	6
18-24	7.51%	69
25-34	26.99%	248
35-44	26.12%	240
45-54	15.34%	141
55-64	12.40%	114
65+	10.99%	101
<b>TOTAL</b>		<b>919</b>



### Q3 How often do you participate in the activities of the Crossville Parks and Recreation Department or use their facilities?

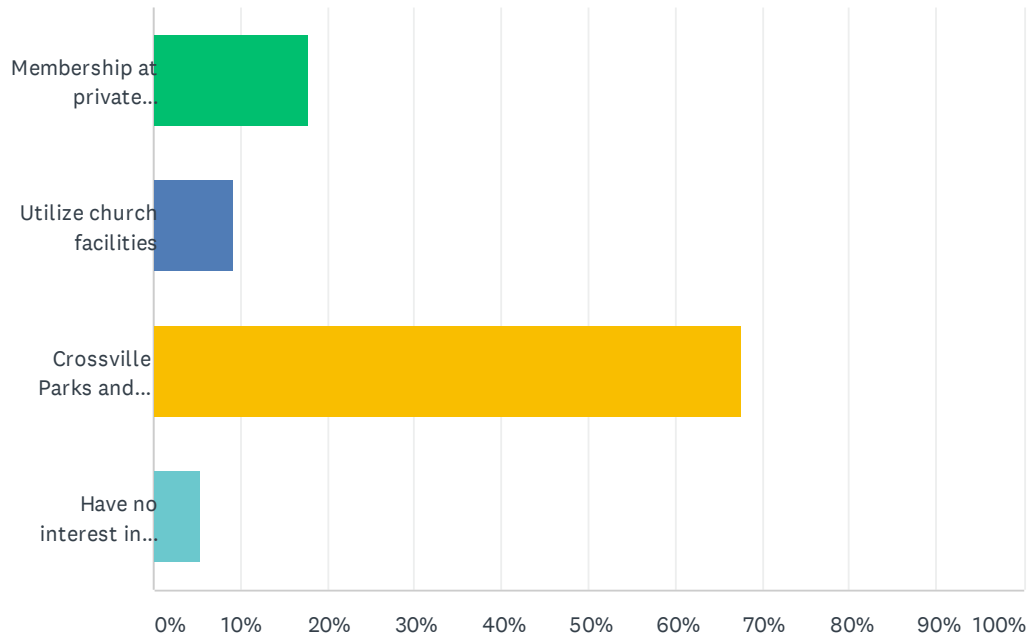
Answered: 919 Skipped: 2



ANSWER CHOICES	RESPONSES	
Often more than once a week	27.20%	250
Monthly	15.34%	141
Seasonally Example during outdoor Spring and Summer	30.58%	281
Occasionally- Example Special Events, Spectator at athletic events	13.93%	128
Seldom no more than once or twice a year	8.81%	81
Never	4.13%	38
<b>TOTAL</b>		<b>919</b>

**Q4 If you answered question 3 that you and your family used the facilities and programs of the Crossville Parks and Recreation less than monthly, please choose the answer that best represents why.**

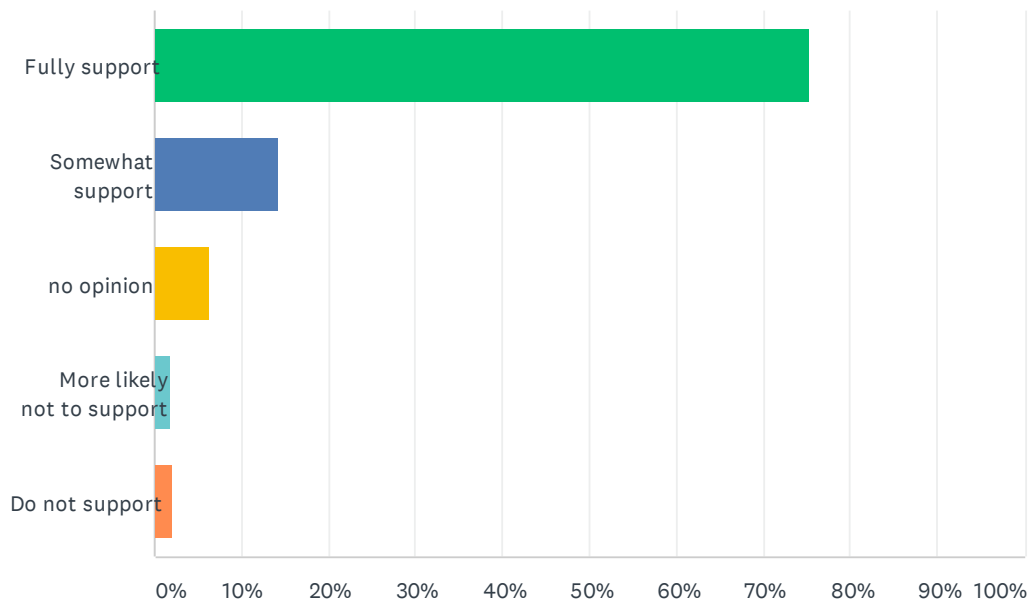
Answered: 596 Skipped: 325



ANSWER CHOICES	RESPONSES	
Membership at private provider or business	17.79%	106
Utilize church facilities	9.23%	55
Crossville Parks and Recreation does not offer the program or facilities you are interested in.	67.62%	403
Have no interest in parks and recreation services	5.37%	32
<b>TOTAL</b>		<b>596</b>

## Q5 How much do you support funding the building and operation of a mult purpose indoor Recreation Complex?

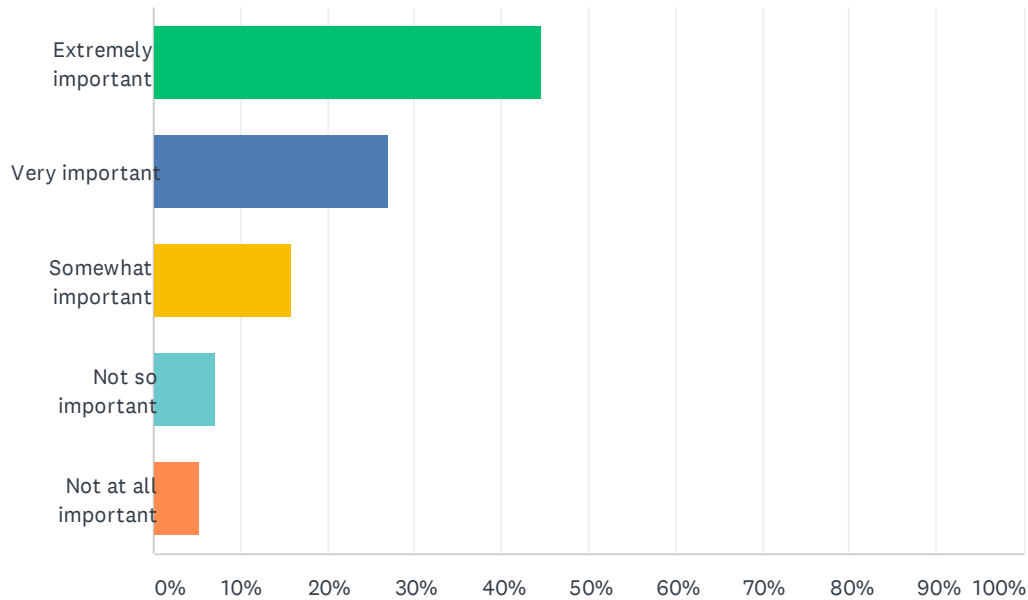
Answered: 918 Skipped: 3



ANSWER CHOICES	RESPONSES	
Fully support	75.38%	692
Somewhat support	14.27%	131
no opinion	6.32%	58
More likely not to support	1.96%	18
Do not support	2.07%	19
<b>TOTAL</b>		<b>918</b>

**Q6 Tennessee State Parks closed all outdoor pools during the COVID-19 outbreak. How important is it to you and your family that Crossville have a public outdoor pool available for use?**

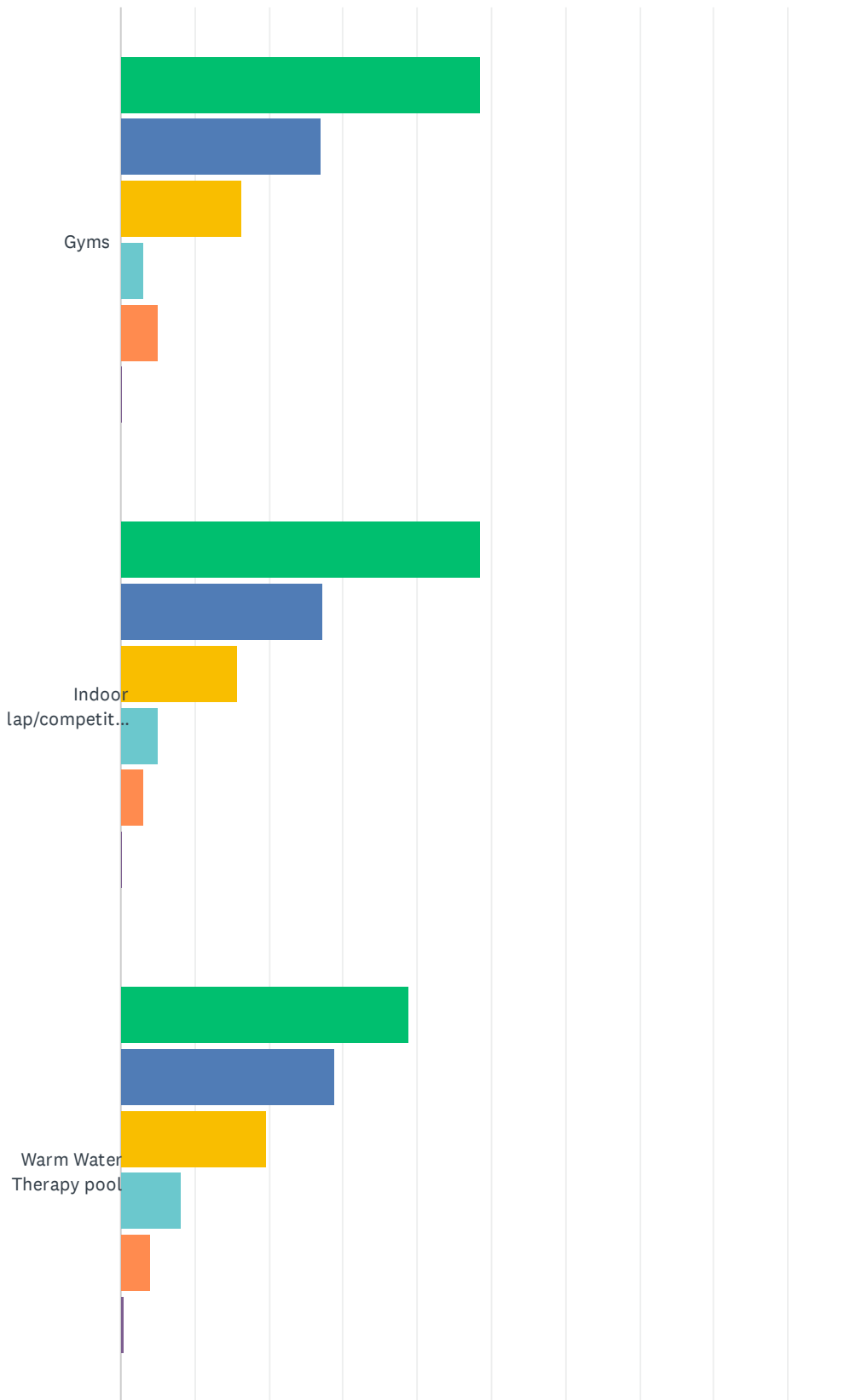
Answered: 919 Skipped: 2



ANSWER CHOICES	RESPONSES	
Extremely important	44.61%	410
Very important	26.99%	248
Somewhat important	16.00%	147
Not so important	7.18%	66
Not at all important	5.22%	48
<b>TOTAL</b>		<b>919</b>

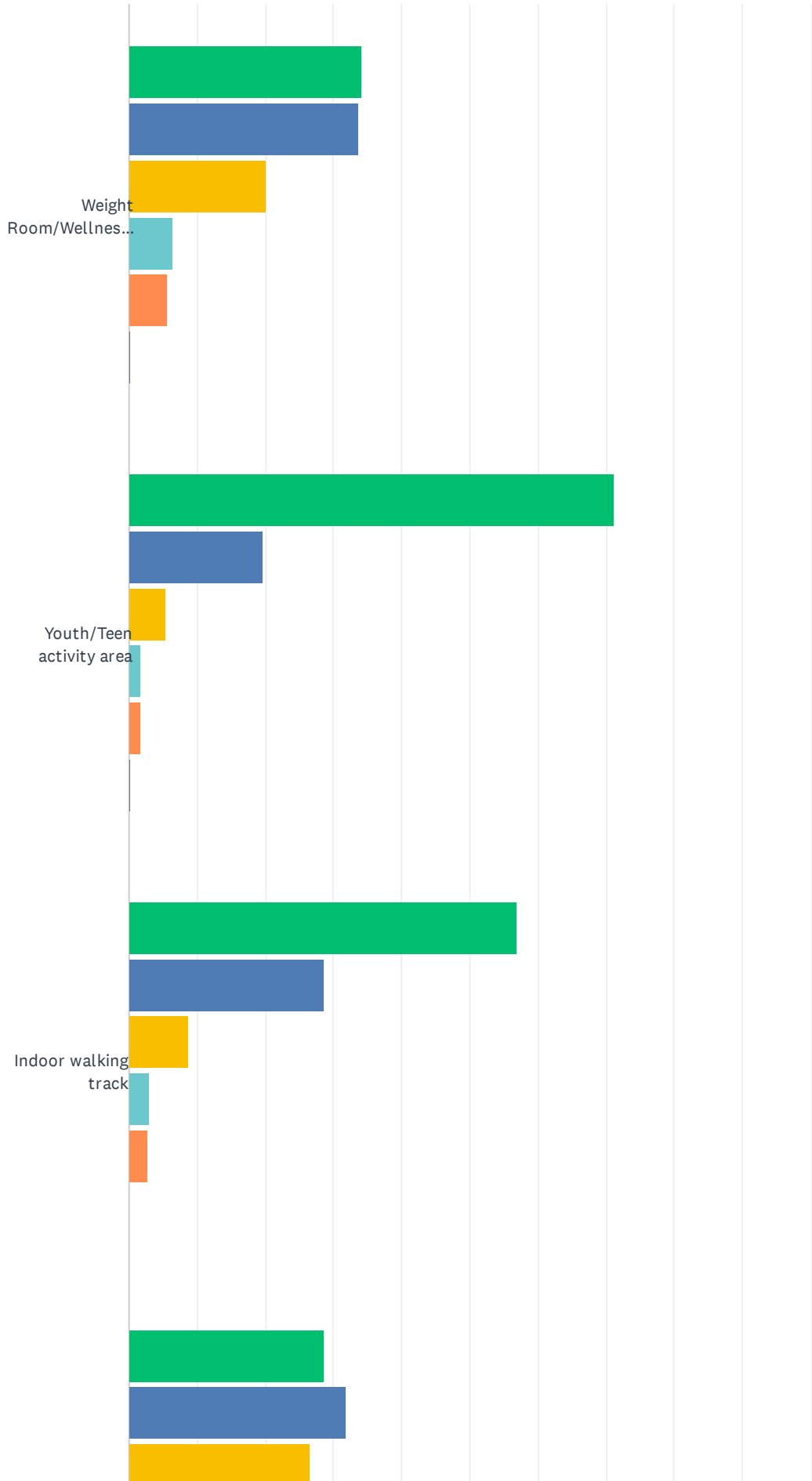
# Q7 Please indicate what you consider important components of a future Recreation Complex.

Answered: 919 Skipped: 2

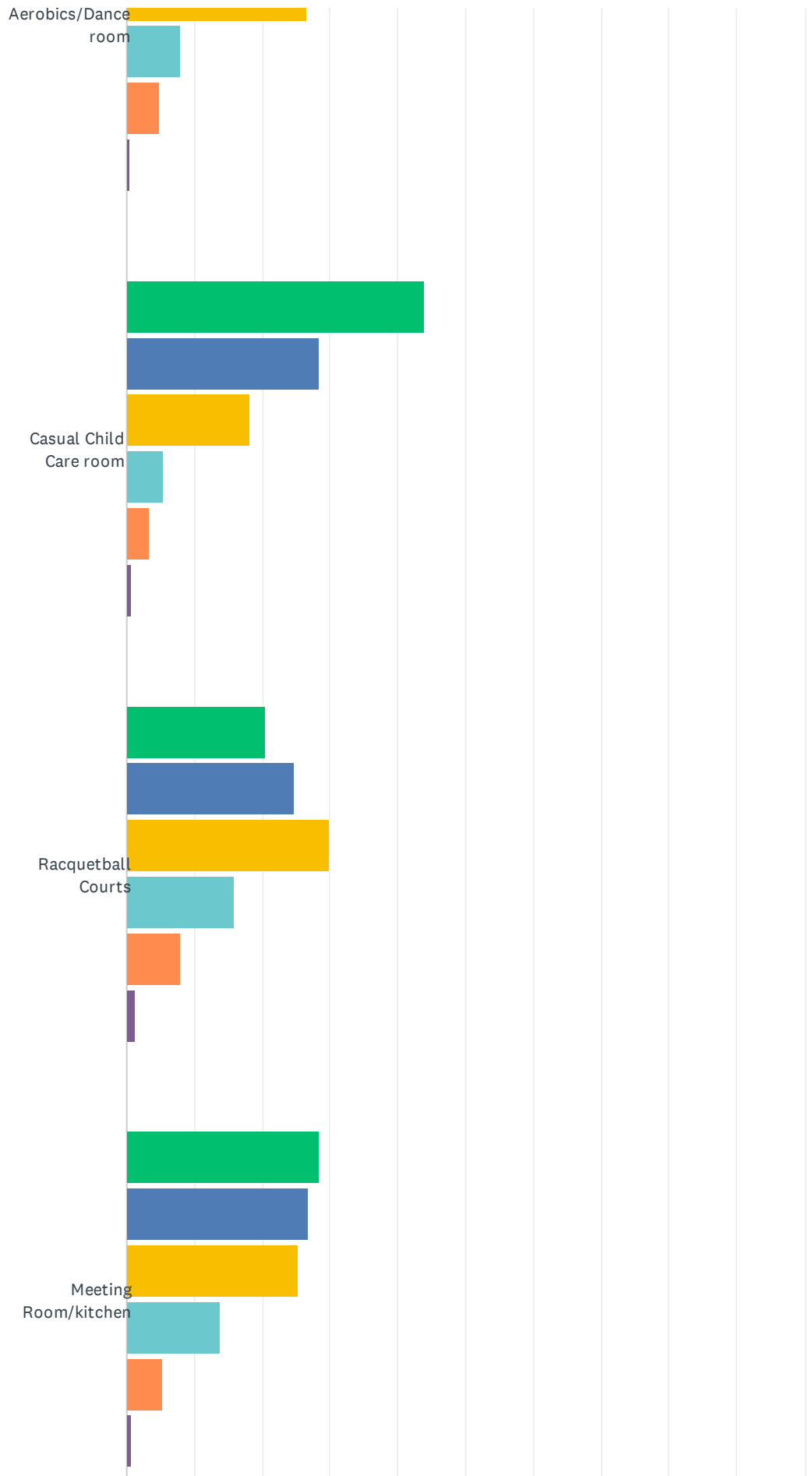




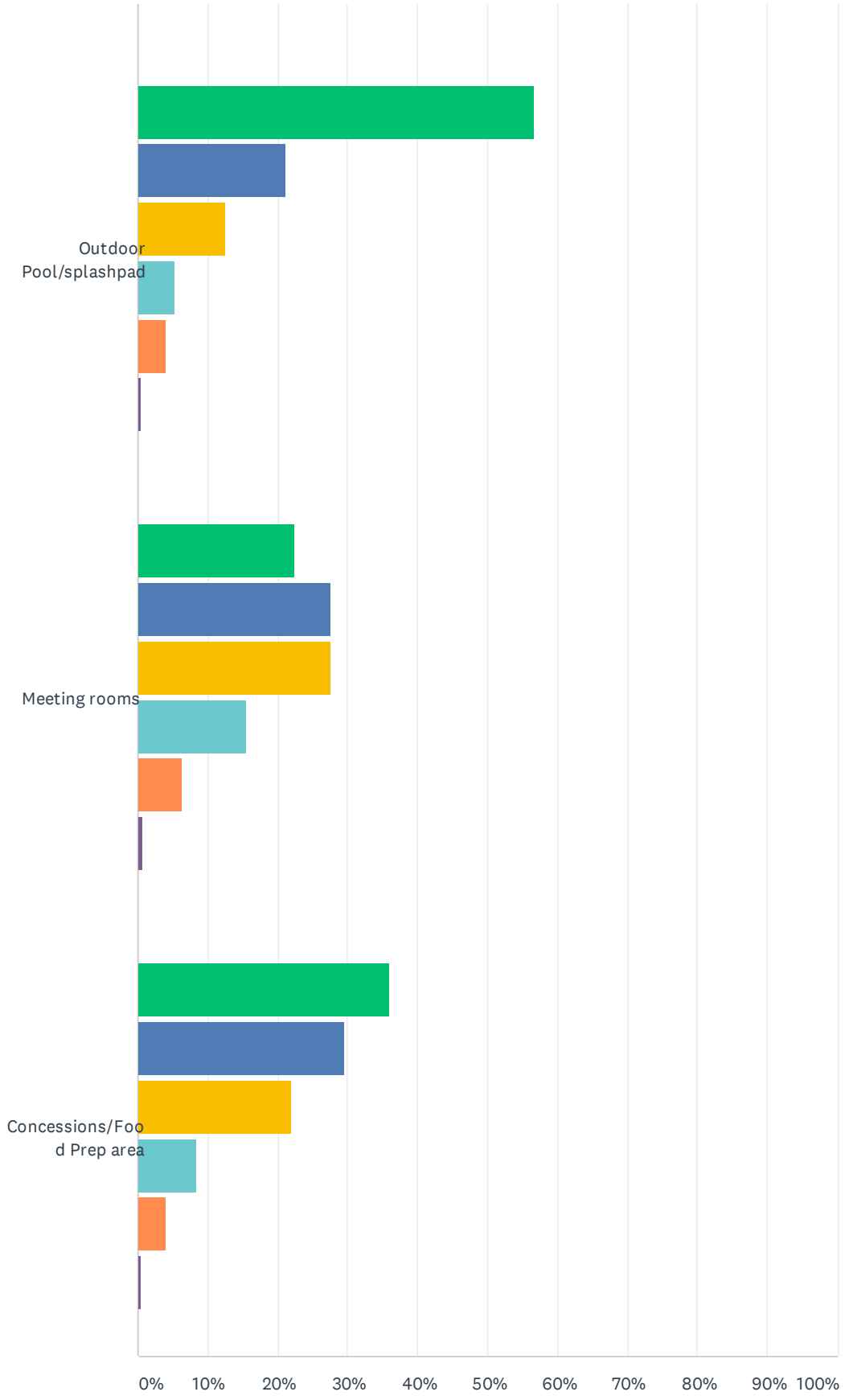
# Copy of Crossville Recreation Complex



# Copy of Crossville Recreation Complex



# Copy of Crossville Recreation Complex



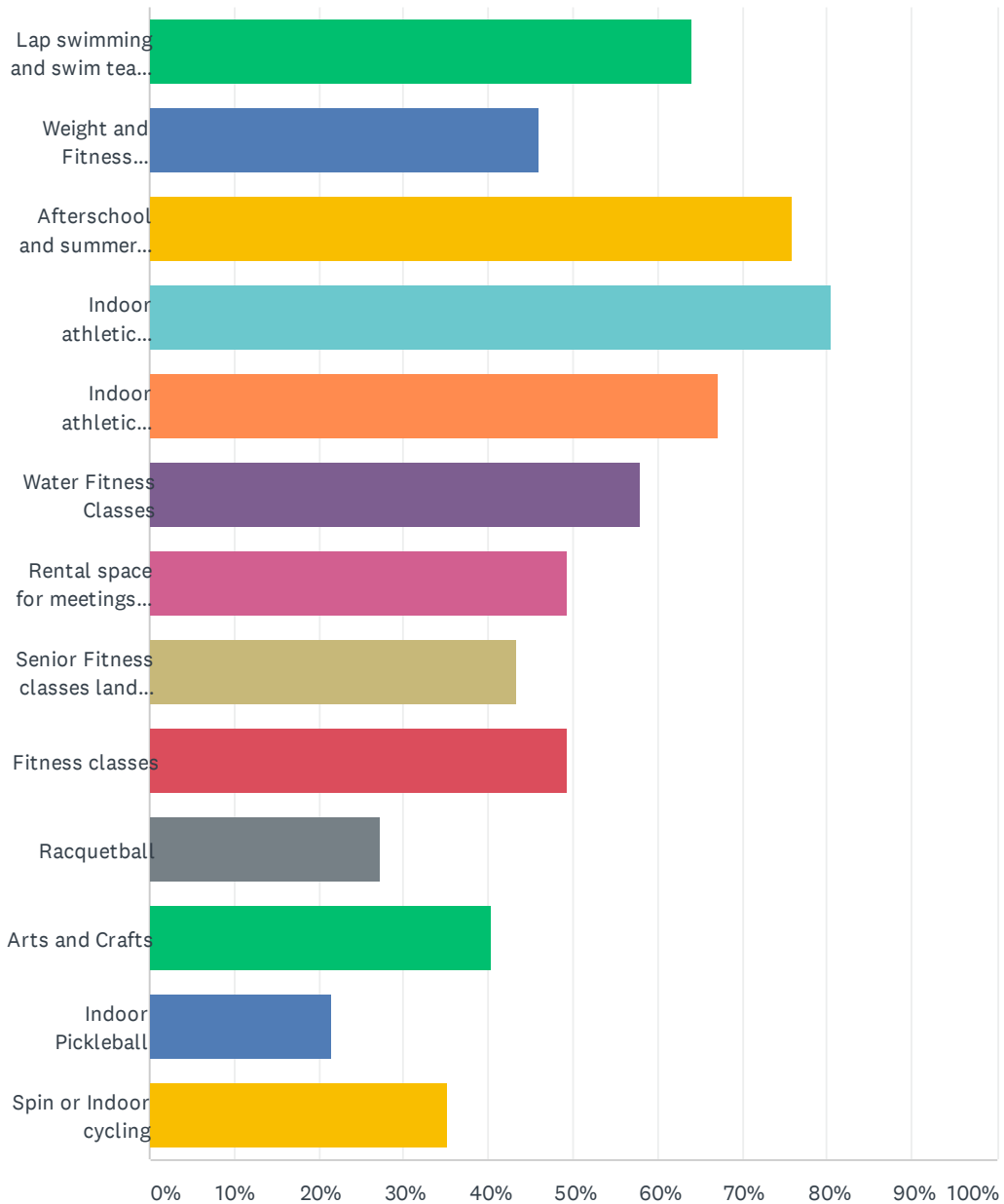
Very Important    Important    Somewhat Important    Not important  
Not needed    (no label)

Copy of Crossville Recreation Complex

	VERY IMPORTANT	IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	NOT NEEDED	(NO LABEL)	TOTAL	WEIGHTED AVERAGE
Gyms	48.45% 437	26.94% 243	16.30% 147	3.10% 28	4.99% 45	0.22% 2	902	1.85
Indoor lap/competition pool	48.62% 441	27.23% 247	15.77% 143	5.07% 46	3.09% 28	0.22% 2	907	1.84
Warm Water Therapy pool	38.94% 354	28.82% 262	19.58% 178	8.25% 75	4.07% 37	0.33% 3	909	2.06
Weight Room/Wellness room	34.14% 310	33.59% 305	20.04% 182	6.50% 59	5.62% 51	0.11% 1	908	2.10
Youth/Teen activity area	71.23% 651	19.58% 179	5.47% 50	1.75% 16	1.75% 16	0.22% 2	914	1.42
Indoor walking track	56.97% 519	28.65% 261	8.78% 80	2.85% 26	2.74% 25	0.00% 0	911	1.63
Aerobics/Dance room	28.63% 260	31.72% 288	26.54% 241	7.93% 72	4.74% 43	0.44% 4	908	2.25
Casual Child Care room	43.83% 398	28.41% 258	18.28% 166	5.51% 50	3.41% 31	0.55% 5	908	1.94
Racquetball Courts	20.51% 186	24.59% 223	29.88% 271	15.88% 144	7.94% 72	1.21% 11	907	2.61
Meeting Room/kitchen	28.45% 258	26.79% 243	25.25% 229	13.78% 125	5.18% 47	0.55% 5	907	2.36
Outdoor Pool/splashpad	56.74% 518	21.03% 192	12.60% 115	5.15% 47	4.05% 37	0.44% 4	913	1.76
Meeting rooms	22.38% 203	27.67% 251	27.67% 251	15.55% 141	6.17% 56	0.55% 5	907	2.50
Concessions/Food Prep area	35.89% 328	29.43% 269	21.99% 201	8.42% 77	3.94% 36	0.33% 3	914	2.12

### Q8 What activities or programs do you think are the most important to have in a future indoor Recreation Complex? You may select more than one answer.

Answered: 908 Skipped: 13



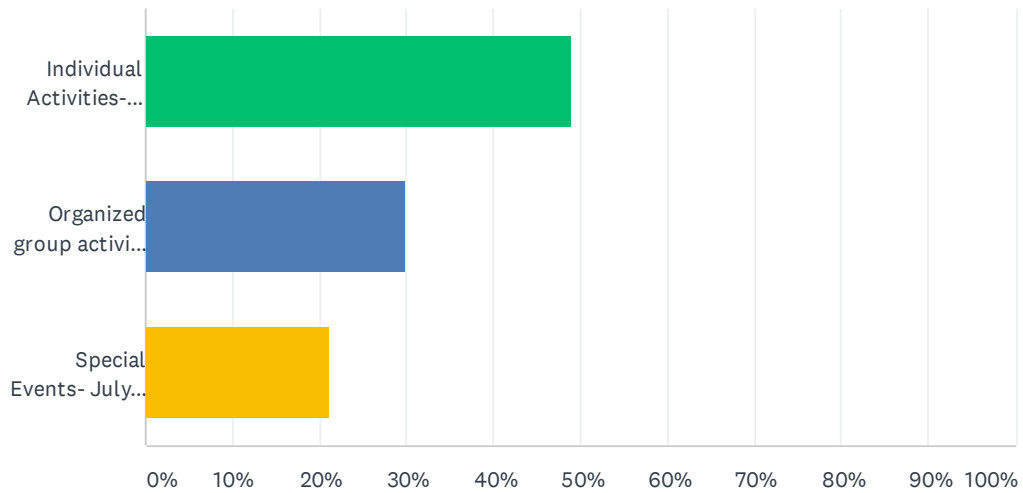


Copy of Crossville Recreation Complex

ANSWER CHOICES	RESPONSES	
Lap swimming and swim team development	63.99%	581
Weight and Fitness training	46.04%	418
Afterschool and summer programming for children	75.88%	689
Indoor athletic activities for youth	80.51%	731
Indoor athletic activities for adults	67.18%	610
Water Fitness Classes	57.93%	526
Rental space for meetings and family gatherings	49.45%	449
Senior Fitness classes land and water	43.39%	394
Fitness classes	49.45%	449
Racquetball	27.09%	246
Arts and Crafts	40.42%	367
Indoor Pickleball	21.59%	196
Spin or Indoor cycling	35.24%	320
Total Respondents: 908		

## Q9 What are your favorite events or programs offered by Crossville Parks and Recreation?

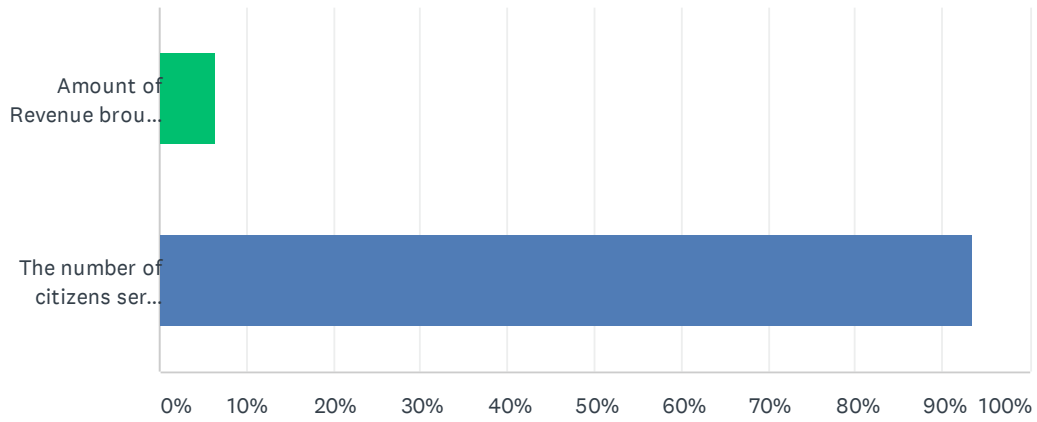
Answered: 906 Skipped: 15



ANSWER CHOICES	RESPONSES	
Individual Activities- Walking, Cycling, fishing, picnicking, using a playground.	48.90%	443
Organized group activity- Tennis, Soccer, Baseball, Softball etc	29.91%	271
Special Events- July 4th, Christmas Parade, performances at the Historic Palace Theatre?	21.19%	192
<b>TOTAL</b>		<b>906</b>

## Q10 What is more important to you?

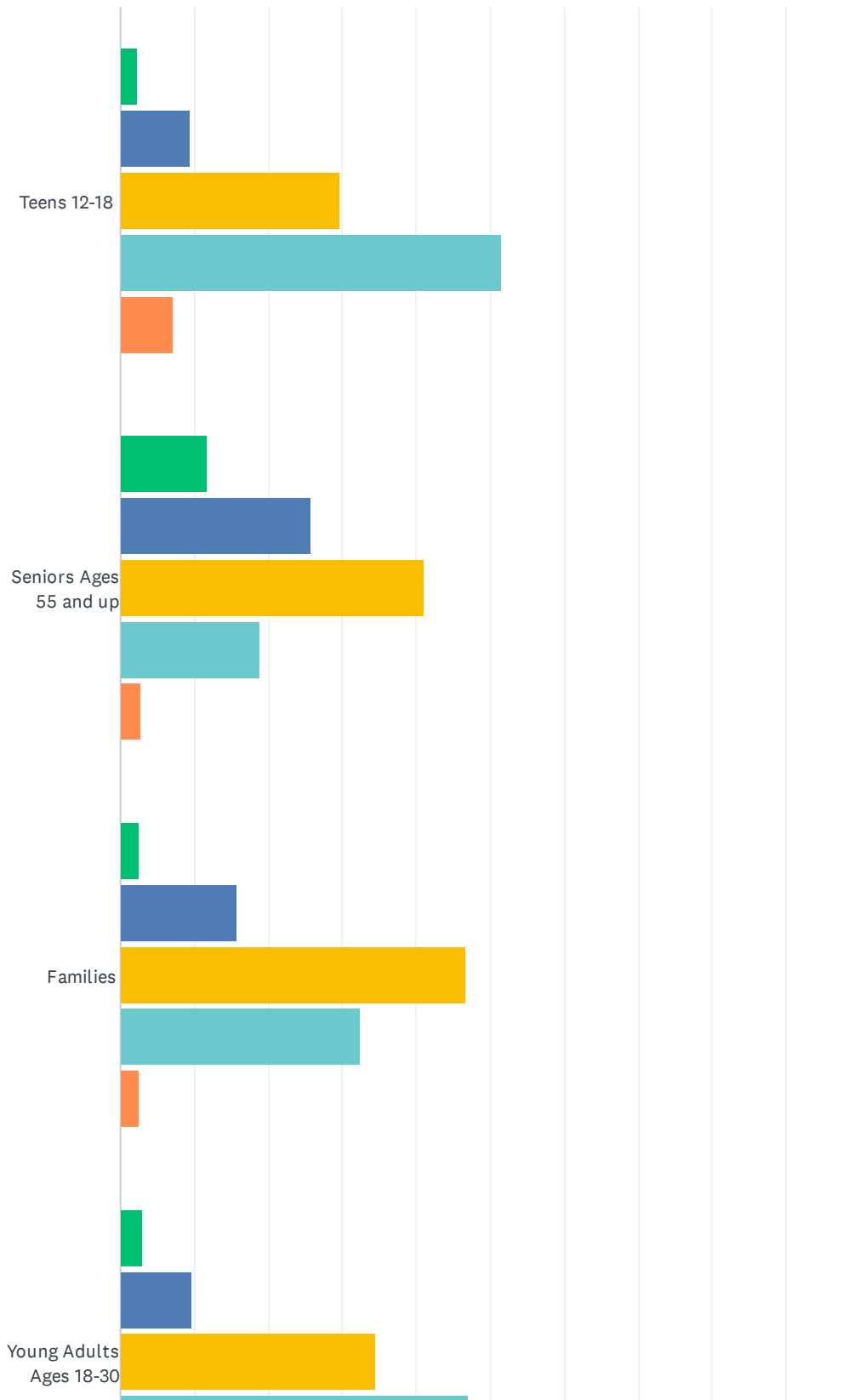
Answered: 911 Skipped: 10



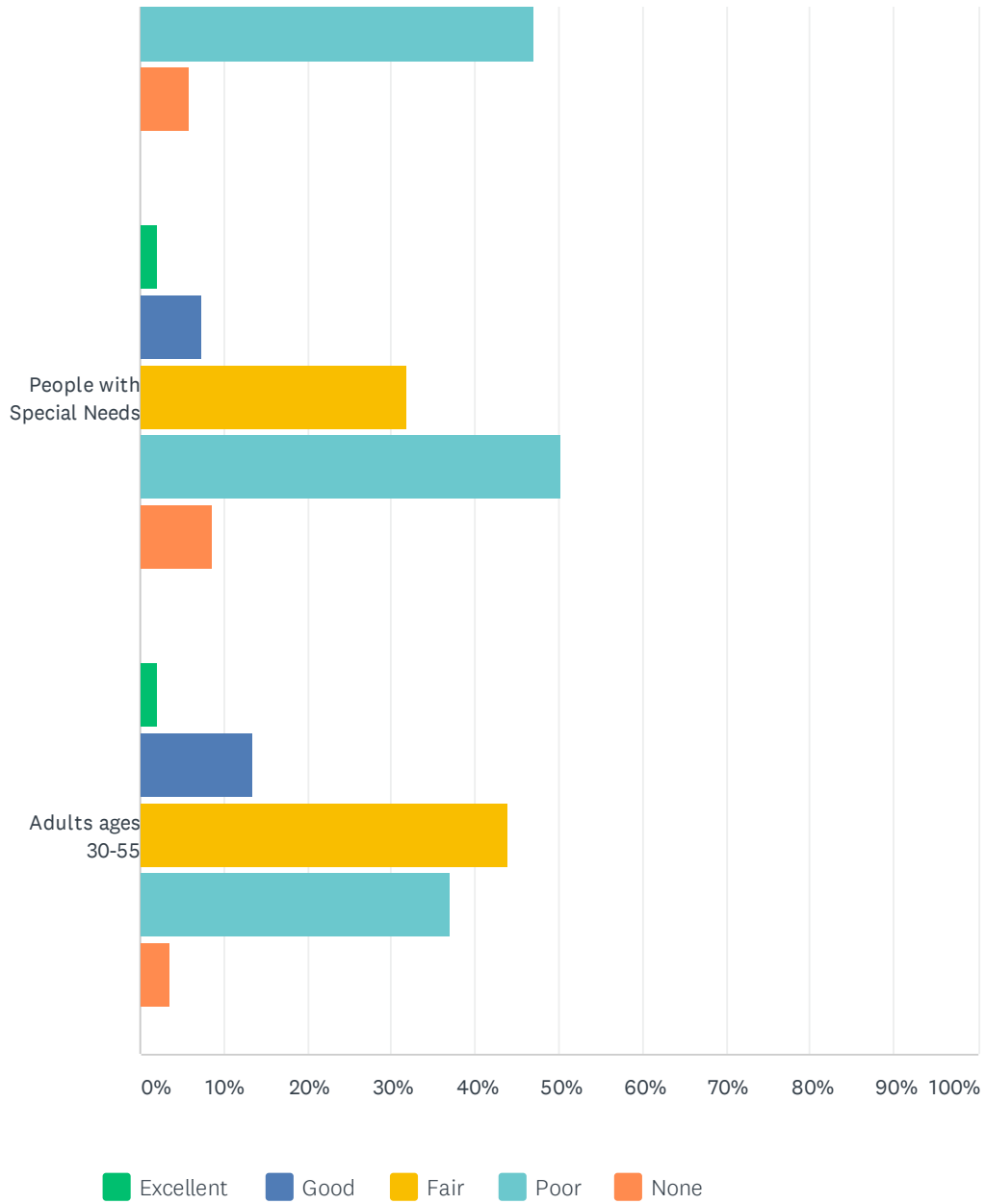
ANSWER CHOICES	RESPONSES	
Amount of Revenue brought in from use.	6.59%	60
The number of citizens served who can use the facility.	93.41%	851
<b>TOTAL</b>		<b>911</b>

# Q11 Please rank the amount of activities available currently in the City of Crossville.

Answered: 897 Skipped: 24



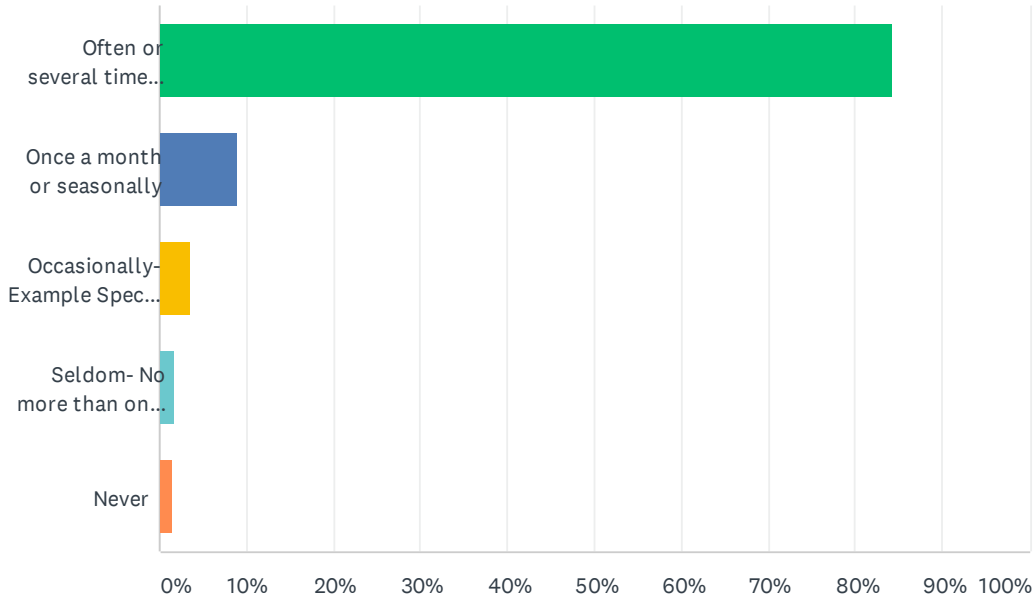
### Copy of Crossville Recreation Complex



	EXCELLENT	GOOD	FAIR	POOR	NONE	TOTAL
Teens 12-18	2.39% 21	9.45% 83	29.61% 260	51.37% 451	7.18% 63	878
Seniors Ages 55 and up	11.61% 103	25.82% 229	41.04% 364	18.83% 167	2.71% 24	887
Families	2.60% 23	15.61% 138	46.72% 413	32.47% 287	2.60% 23	884
Young Adults Ages 18-30	2.95% 26	9.52% 84	34.47% 304	47.17% 416	5.90% 52	882
People with Special Needs	2.18% 19	7.22% 63	31.88% 278	50.11% 437	8.60% 75	872
Adults ages 30-55	2.16% 19	13.41% 118	43.86% 386	37.05% 326	3.52% 31	880

**Q12 The City of Crossville constructs an indoor Recreation Complex with pools, gyms, fitness/weight room, aerobics room, indoor walking track, and childcare. How often would you use the facility?**

Answered: 914 Skipped: 7

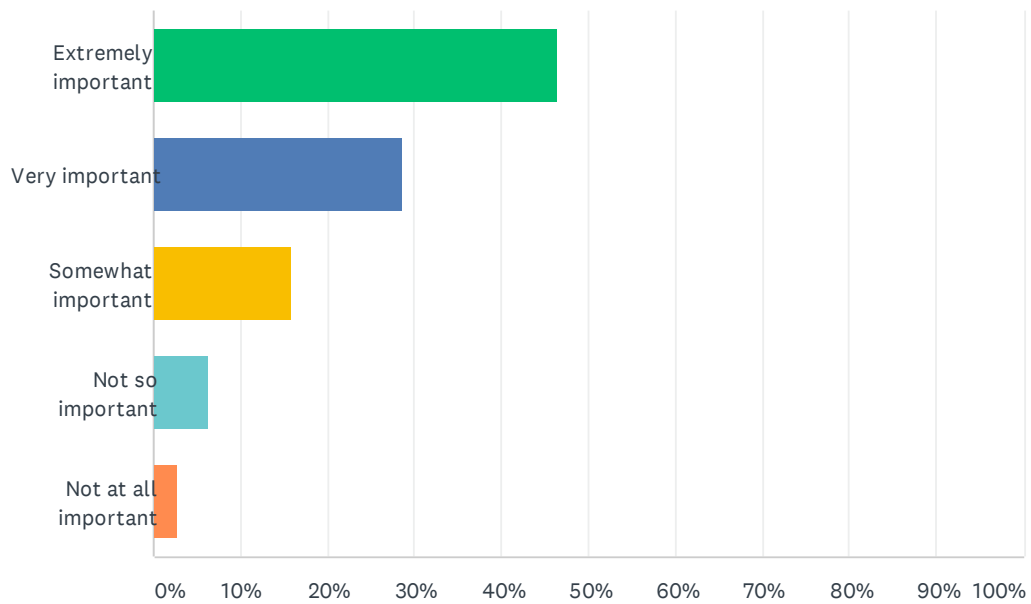


ANSWER CHOICES	RESPONSES	
Often or several times a month	84.25%	770
Once a month or seasonally	9.08%	83
Occasionally- Example Special Events, Spectator at an athletic event	3.50%	32
Seldom- No more than once or twice a year.	1.64%	15
Never	1.53%	14
<b>TOTAL</b>		<b>914</b>



### Q13 How important is it that a future Recreation Complex include areas to conduct childcare, afterschool program, and a summer day camp?

Answered: 915 Skipped: 6



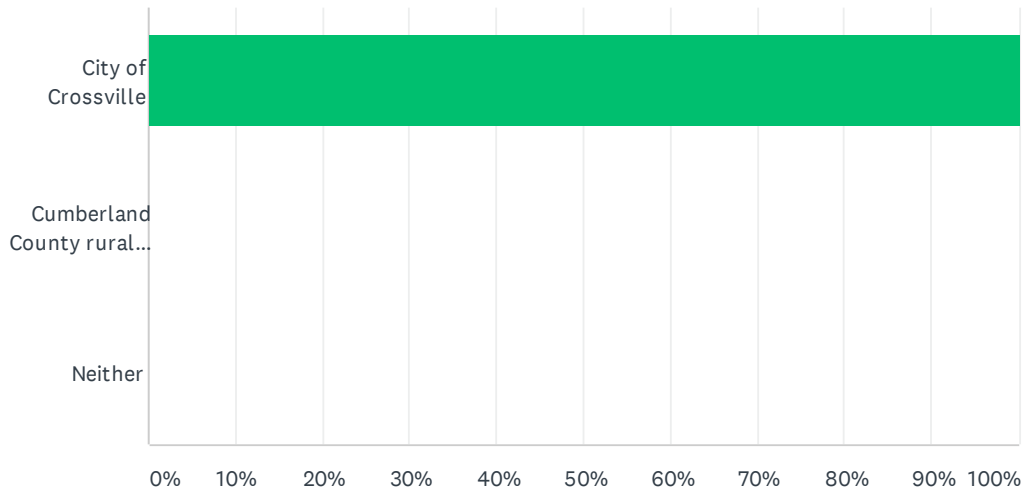
ANSWER CHOICES	RESPONSES	
Extremely important	46.45%	425
Very important	28.74%	263
Somewhat important	15.85%	145
Not so important	6.34%	58
Not at all important	2.62%	24
<b>TOTAL</b>		<b>915</b>

# APPENDIX B

## SURVEY DATA: CITY OF CROSSVILLE

# Q1 Where do you live?

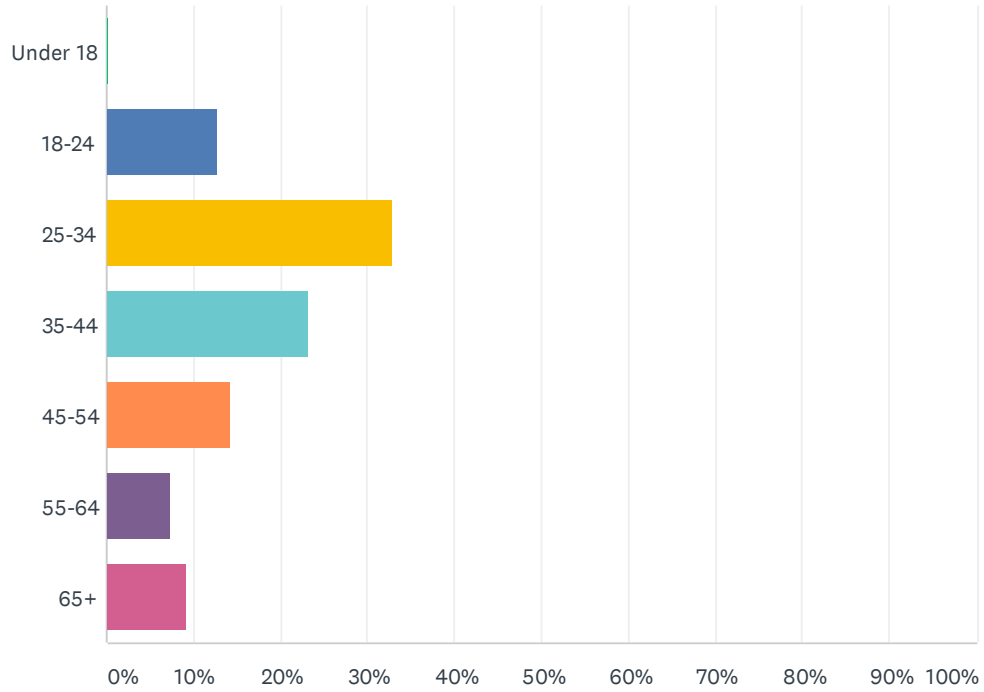
Answered: 330 Skipped: 0



ANSWER CHOICES	RESPONSES	
City of Crossville	100.00%	330
Cumberland County rural resident	0.00%	0
Neither	0.00%	0
<b>TOTAL</b>		<b>330</b>

## Q2 What is your age?

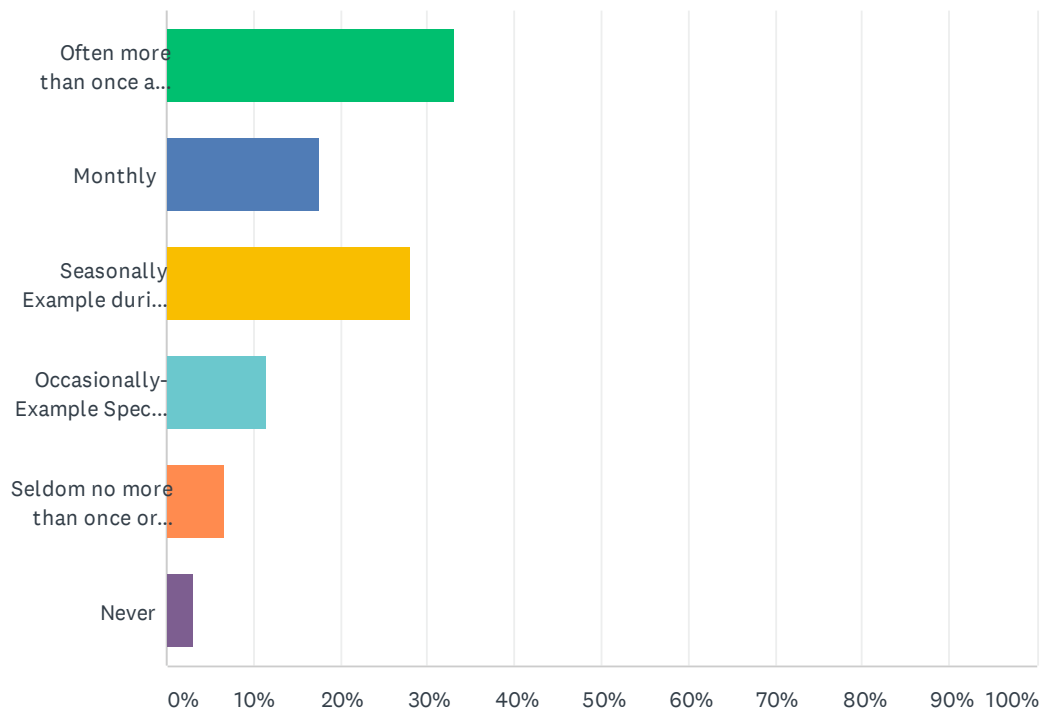
Answered: 328 Skipped: 2



ANSWER CHOICES	RESPONSES	
Under 18	0.30%	1
18-24	12.80%	42
25-34	32.93%	108
35-44	23.17%	76
45-54	14.33%	47
55-64	7.32%	24
65+	9.15%	30
<b>TOTAL</b>		<b>328</b>

### Q3 How often do you participate in the activities of the Crossville Parks and Recreation Department or use their facilities?

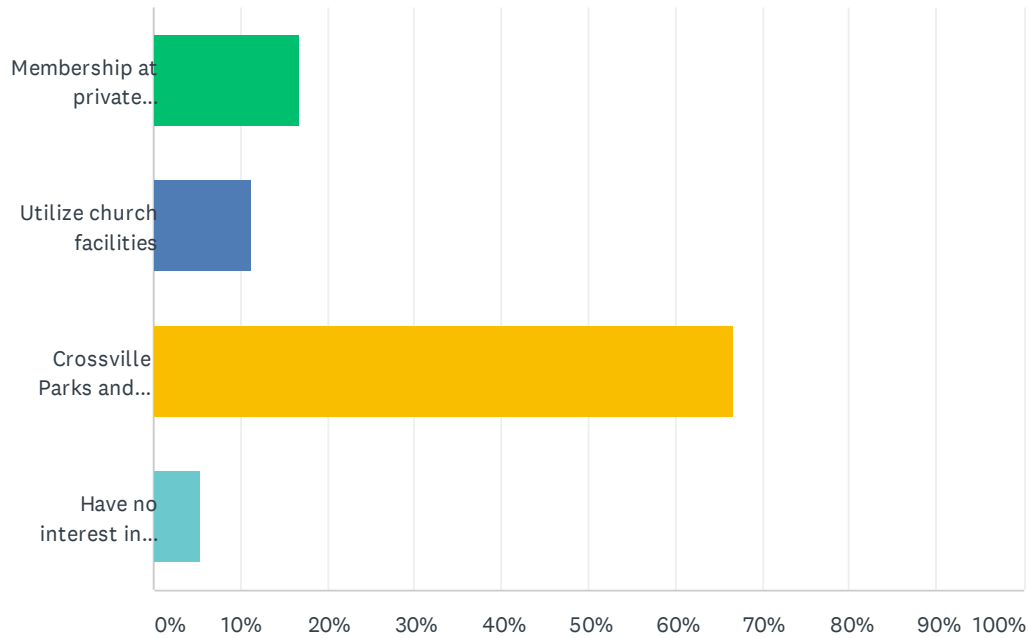
Answered: 329 Skipped: 1



ANSWER CHOICES	RESPONSES	
Often more than once a week	33.13%	109
Monthly	17.63%	58
Seasonally Example during outdoor Spring and Summer	27.96%	92
Occasionally- Example Special Events, Spectator at athletic events	11.55%	38
Seldom no more than once or twice a year	6.69%	22
Never	3.04%	10
<b>TOTAL</b>		<b>329</b>

**Q4 If you answered question 3 that you and your family used the facilities and programs of the Crossville Parks and Recreation less than monthly, please choose the answer that best represents why.**

Answered: 204 Skipped: 126

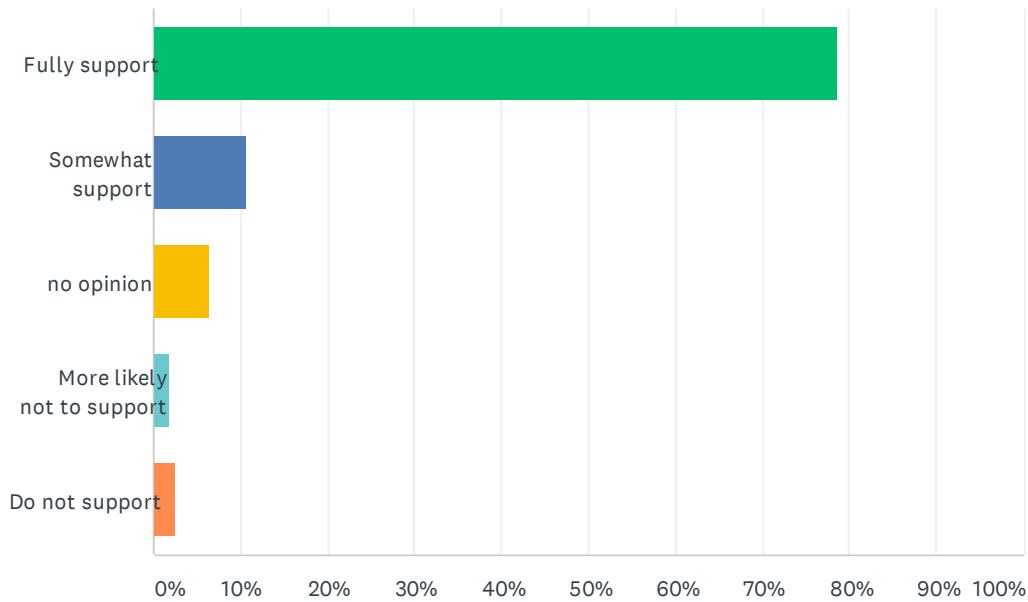


ANSWER CHOICES	RESPONSES	
Membership at private provider or business	16.67%	34
Utilize church facilities	11.27%	23
Crossville Parks and Recreation does not offer the program or facilities you are interested in.	66.67%	136
Have no interest in parks and recreation services	5.39%	11
<b>TOTAL</b>		<b>204</b>



## Q5 How much do you support funding the building and operation of a mult purpose indoor Recreation Complex?

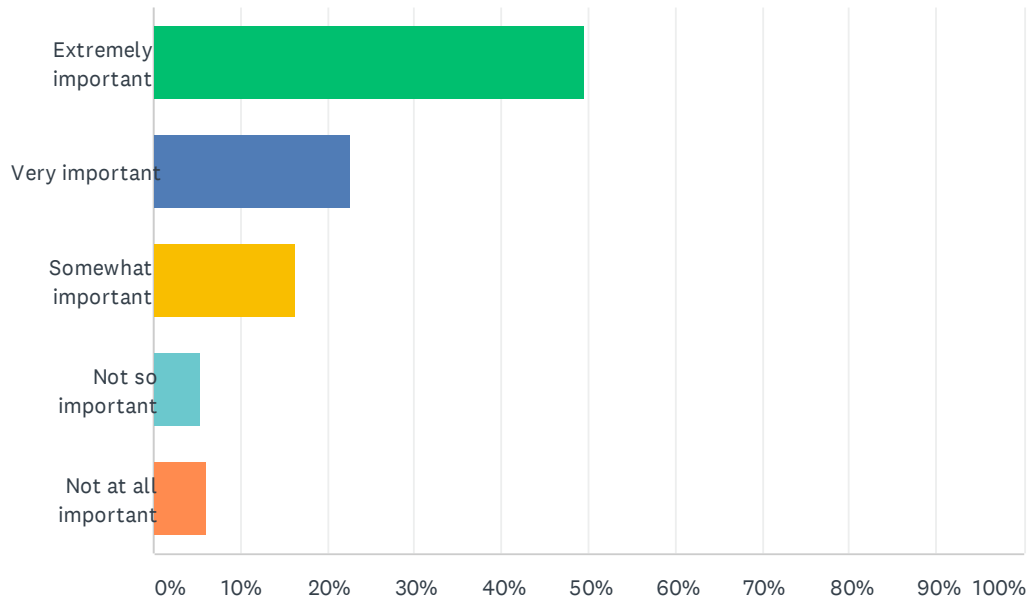
Answered: 329 Skipped: 1



ANSWER CHOICES	RESPONSES	
Fully support	78.72%	259
Somewhat support	10.64%	35
no opinion	6.38%	21
More likely not to support	1.82%	6
Do not support	2.43%	8
<b>TOTAL</b>		<b>329</b>

## Q6 Tennessee State Parks closed all outdoor pools during the COVID-19 outbreak. How important is it to you and your family that Crossville have a public outdoor pool available for use?

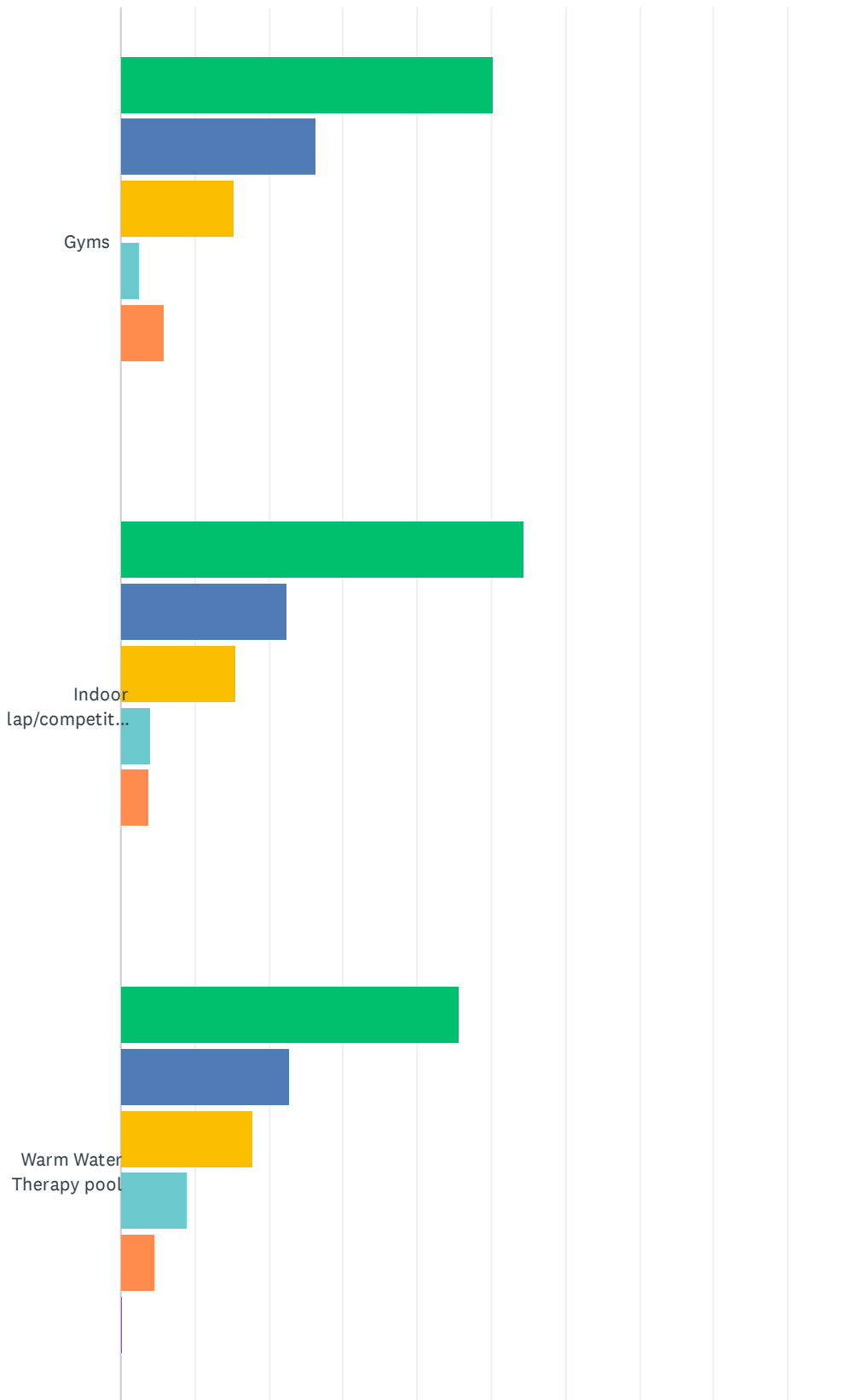
Answered: 329 Skipped: 1



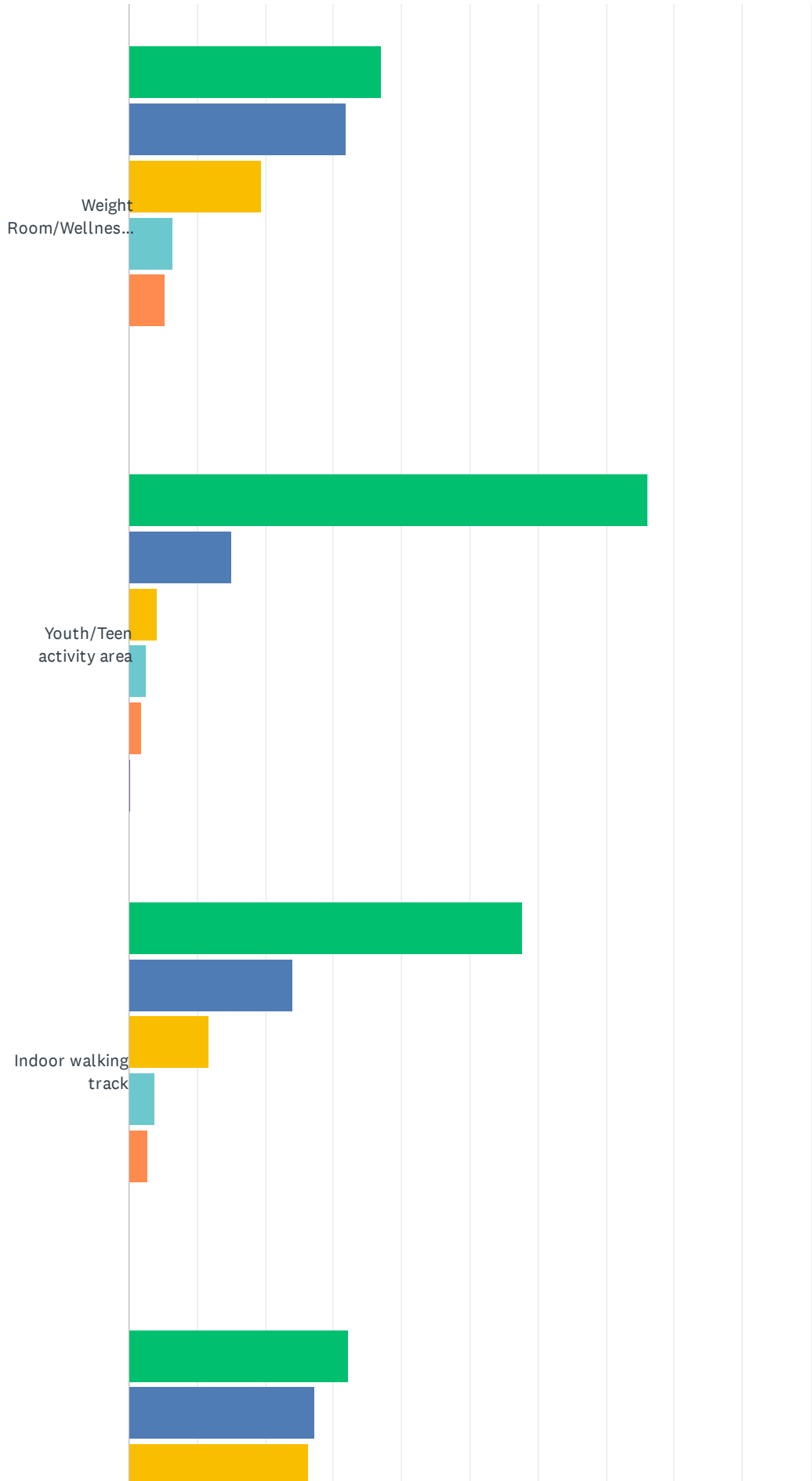
ANSWER CHOICES	RESPONSES	
Extremely important	49.54%	163
Very important	22.49%	74
Somewhat important	16.41%	54
Not so important	5.47%	18
Not at all important	6.08%	20
<b>TOTAL</b>		<b>329</b>

# Q7 Please indicate what you consider important components of a future Recreation Complex.

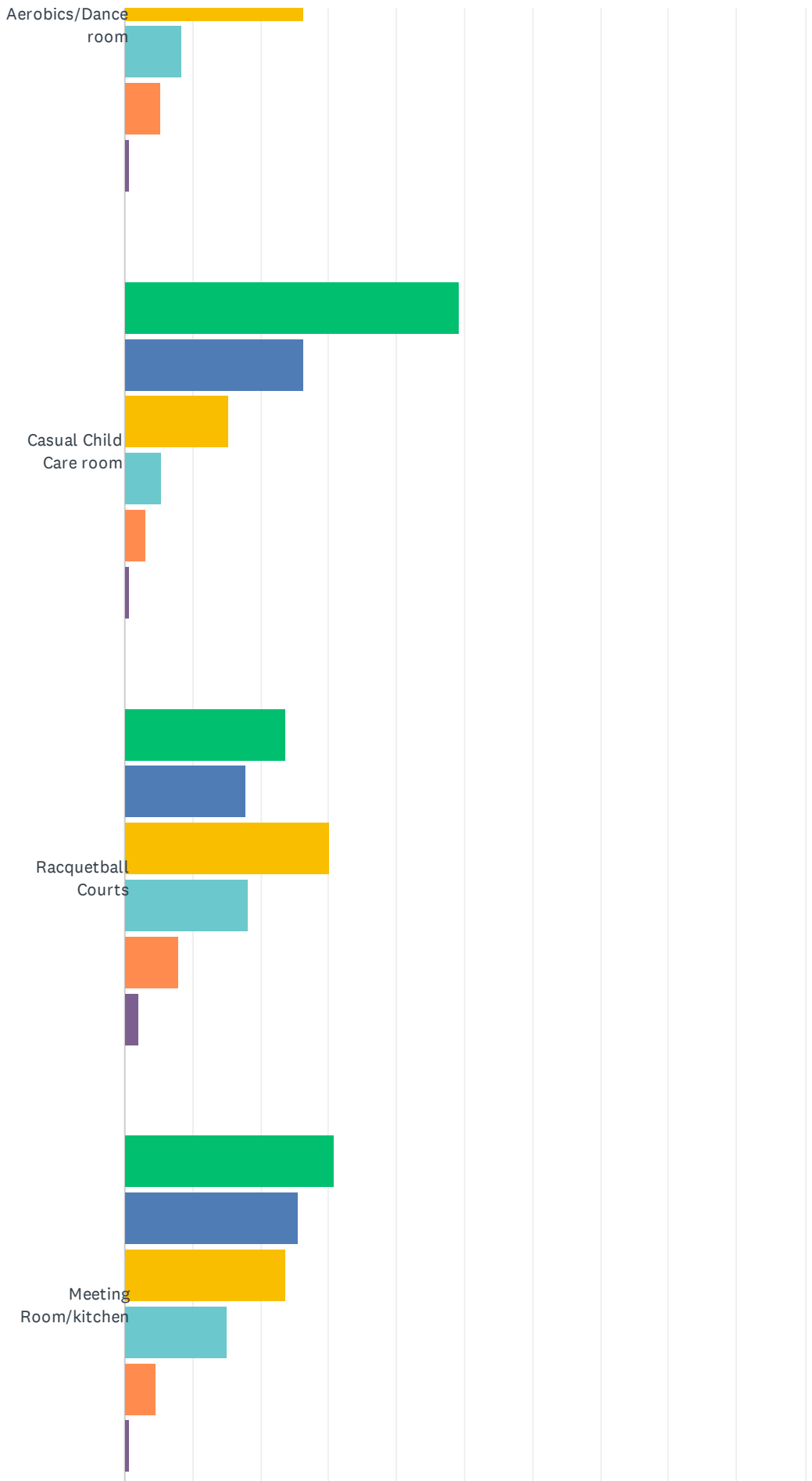
Answered: 329 Skipped: 1



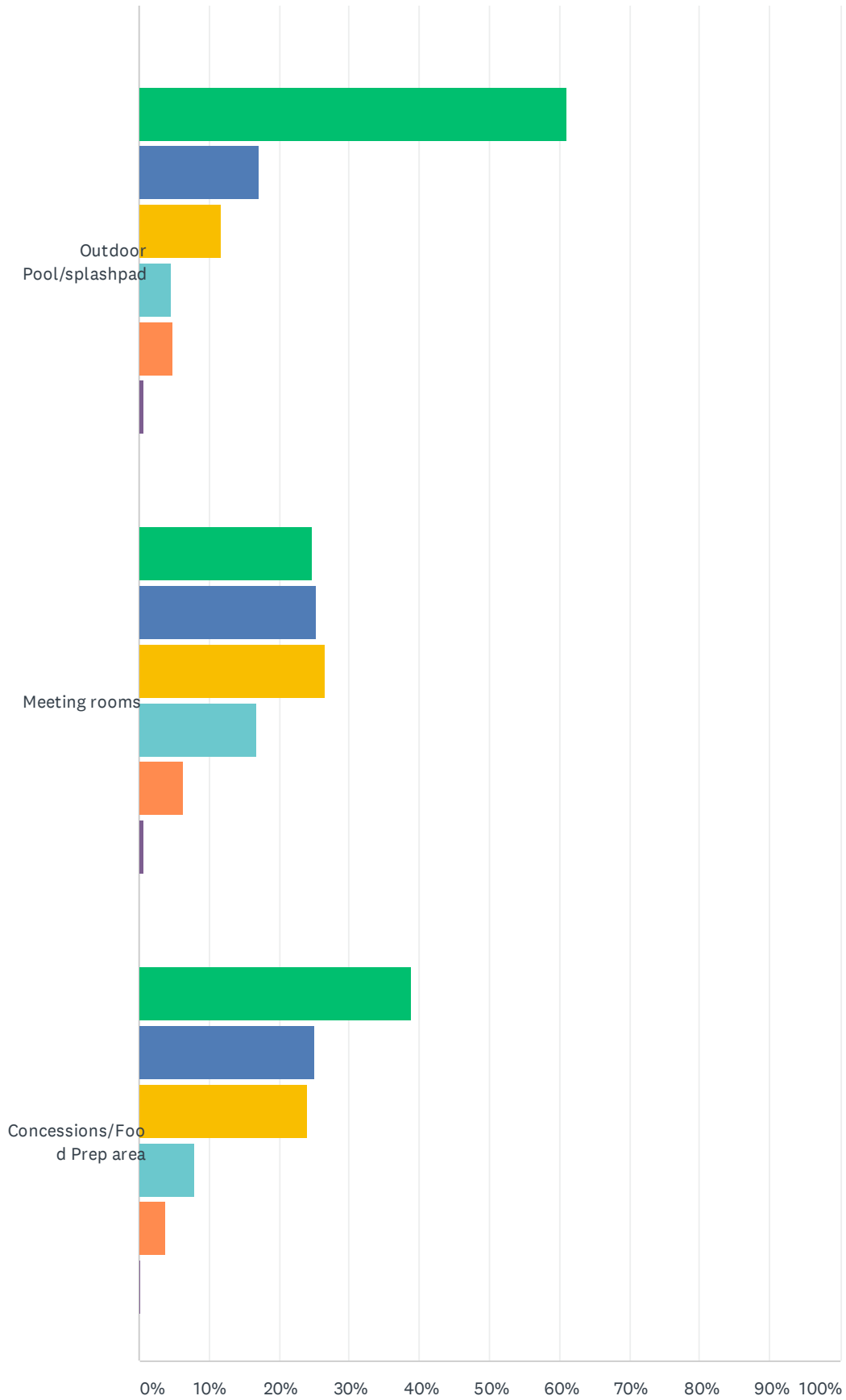
# Copy of Crossville Recreation Complex



# Copy of Crossville Recreation Complex



# Copy of Crossville Recreation Complex



Very Important Important Somewhat Important Not important  
Not needed (no label)

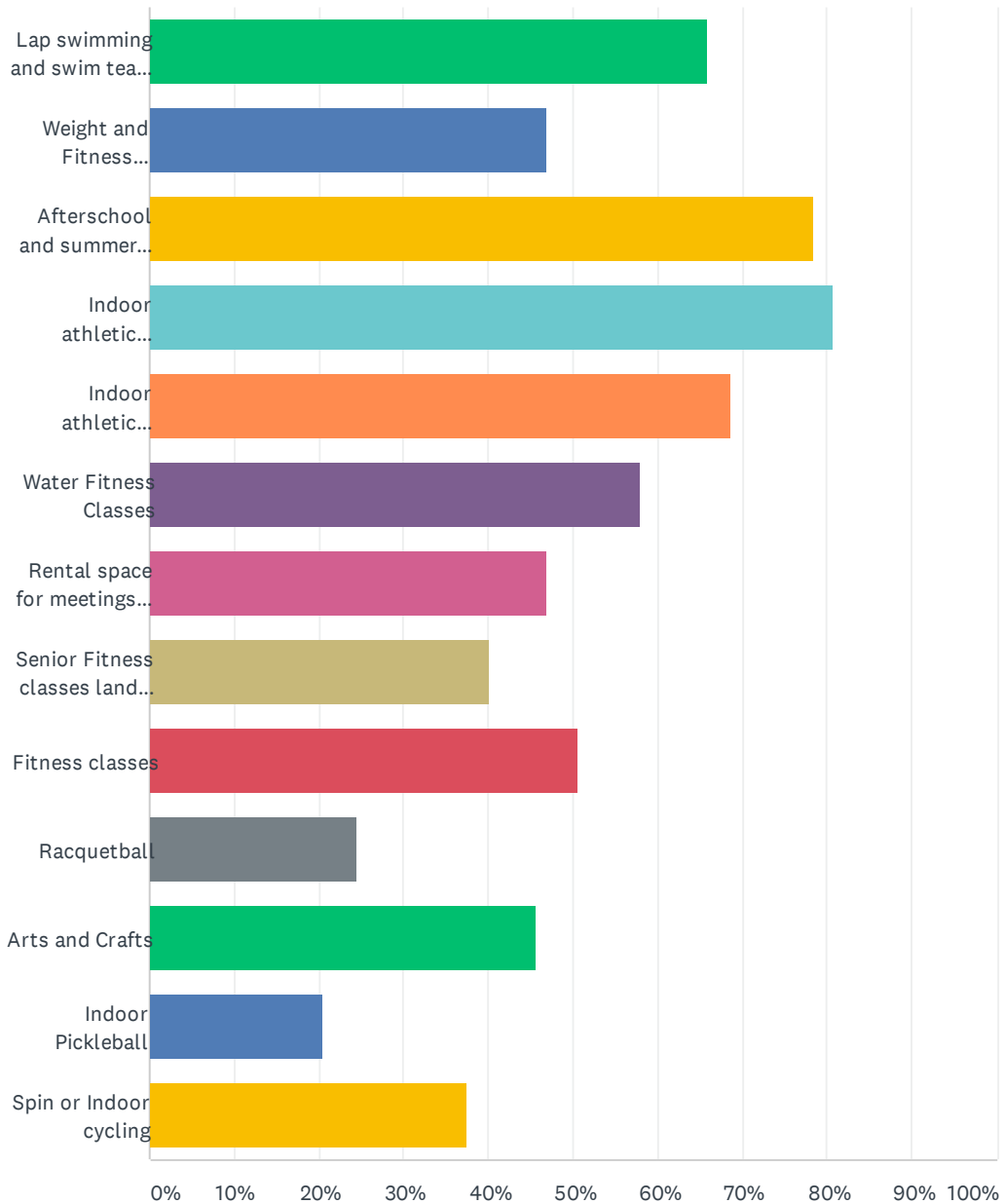


Copy of Crossville Recreation Complex

	VERY IMPORTANT	IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	NOT NEEDED	(NO LABEL)	TOTAL	WEIGHTED AVERAGE
Gyms	50.15% 162	26.32% 85	15.17% 49	2.48% 8	5.88% 19	0.00% 0	323	1.82
Indoor lap/competition pool	54.35% 175	22.36% 72	15.53% 50	4.04% 13	3.73% 12	0.00% 0	322	1.77
Warm Water Therapy pool	45.54% 148	22.77% 74	17.85% 58	8.92% 29	4.62% 15	0.31% 1	325	2.00
Weight Room/Wellness room	37.04% 120	31.79% 103	19.44% 63	6.48% 21	5.25% 17	0.00% 0	324	2.06
Youth/Teen activity area	76.15% 249	14.98% 49	4.28% 14	2.45% 8	1.83% 6	0.31% 1	327	1.38
Indoor walking track	57.80% 189	24.16% 79	11.62% 38	3.67% 12	2.75% 9	0.00% 0	327	1.67
Aerobics/Dance room	32.21% 105	27.30% 89	26.38% 86	8.28% 27	5.21% 17	0.61% 2	326	2.23
Casual Child Care room	49.08% 160	26.38% 86	15.34% 50	5.52% 18	3.07% 10	0.61% 2	326	1.85
Racquetball Courts	23.69% 77	17.85% 58	30.15% 98	18.15% 59	8.00% 26	2.15% 7	325	2.65
Meeting Room/kitchen	30.67% 100	25.46% 83	23.62% 77	15.03% 49	4.60% 15	0.61% 2	326	2.34
Outdoor Pool/splashpad	61.16% 200	17.13% 56	11.62% 38	4.59% 15	4.89% 16	0.61% 2	327	1.71
Meeting rooms	24.69% 80	25.31% 82	26.54% 86	16.67% 54	6.17% 20	0.62% 2	324	2.49
Concessions/Food Prep area	38.84% 127	25.08% 82	24.16% 79	7.95% 26	3.67% 12	0.31% 1	327	2.09

### Q8 What activities or programs do you think are the most important to have in a future indoor Recreation Complex? You may select more than one answer.

Answered: 326 Skipped: 4

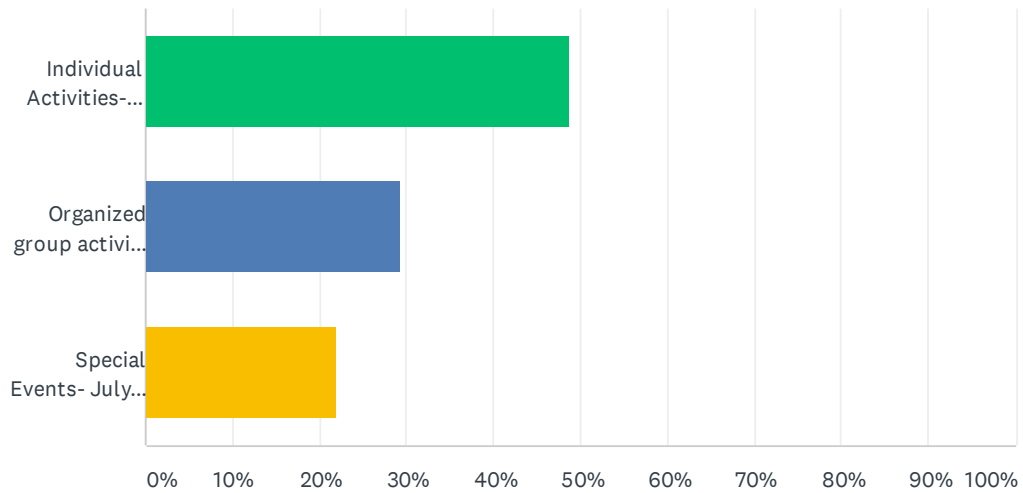


Copy of Crossville Recreation Complex

ANSWER CHOICES	RESPONSES	
Lap swimming and swim team development	65.95%	215
Weight and Fitness training	46.93%	153
Afterschool and summer programming for children	78.53%	256
Indoor athletic activities for youth	80.67%	263
Indoor athletic activities for adults	68.71%	224
Water Fitness Classes	57.98%	189
Rental space for meetings and family gatherings	46.93%	153
Senior Fitness classes land and water	40.18%	131
Fitness classes	50.61%	165
Racquetball	24.54%	80
Arts and Crafts	45.71%	149
Indoor Pickleball	20.55%	67
Spin or Indoor cycling	37.42%	122
Total Respondents: 326		

## Q9 What are your favorite events or programs offered by Crossville Parks and Recreation?

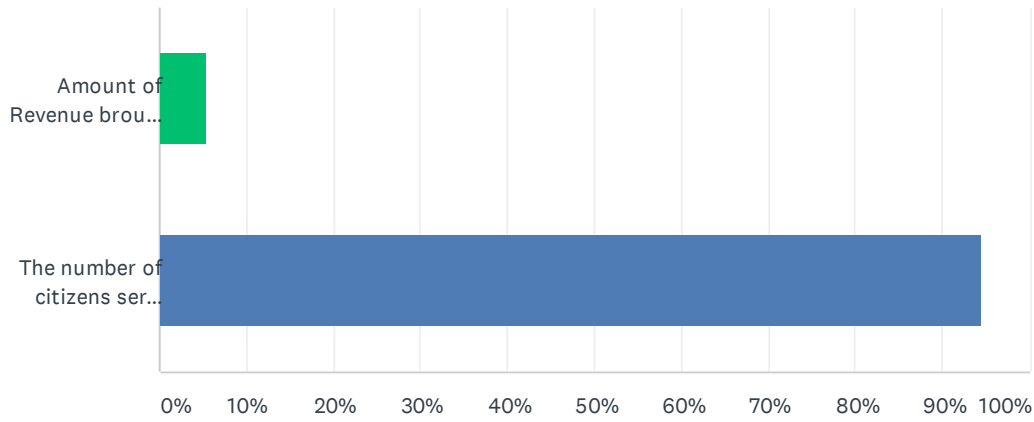
Answered: 328 Skipped: 2



ANSWER CHOICES	RESPONSES	
Individual Activities- Walking, Cycling, fishing, picnicking, using a playground.	48.78%	160
Organized group activity- Tennis, Soccer, Baseball, Softball etc	29.27%	96
Special Events- July 4th, Christmas Parade, performances at the Historic Palace Theatre?	21.95%	72
<b>TOTAL</b>		<b>328</b>

## Q10 What is more important to you?

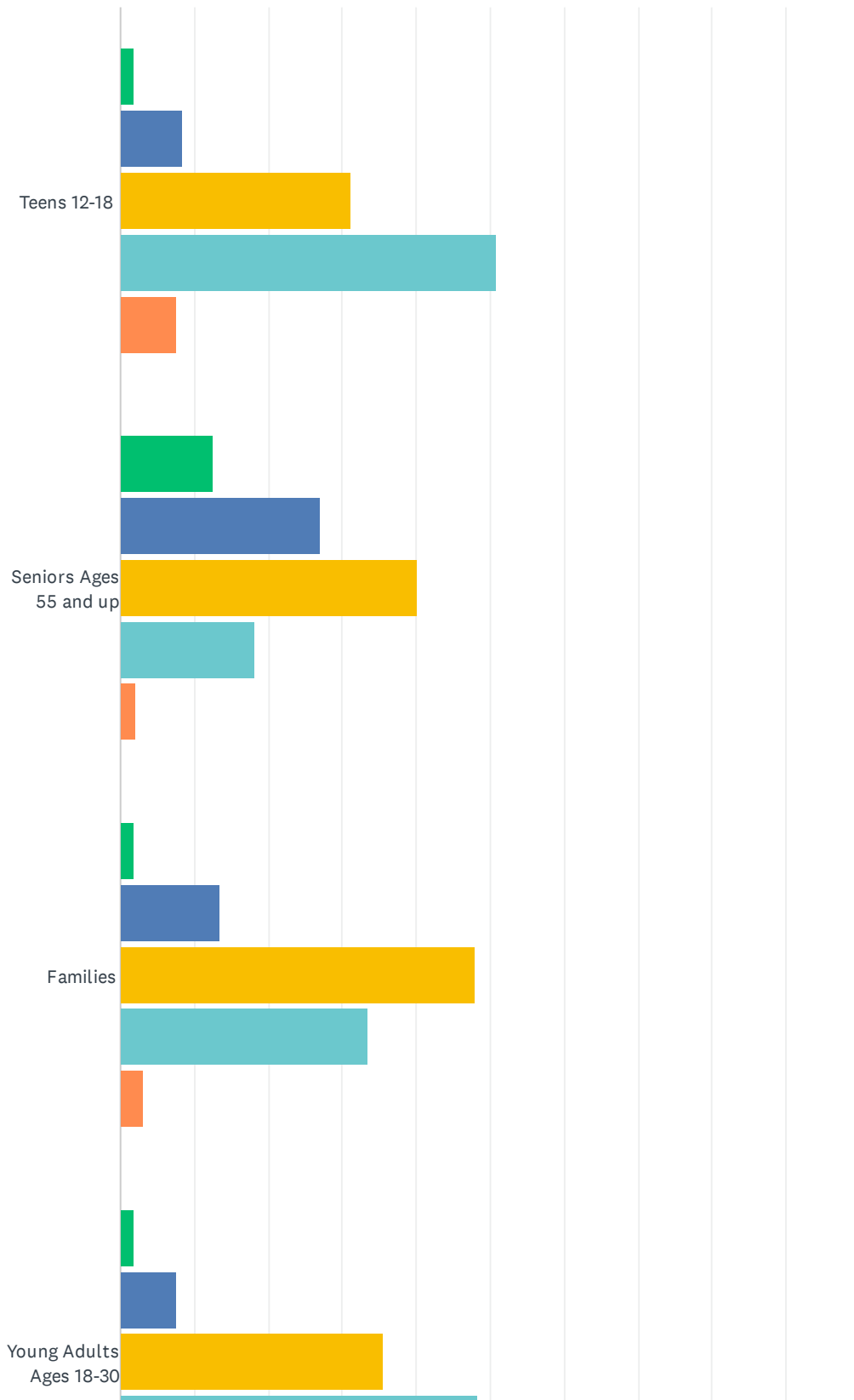
Answered: 327 Skipped: 3



ANSWER CHOICES	RESPONSES	
Amount of Revenue brought in from use.	5.50%	18
The number of citizens served who can use the facility.	94.50%	309
TOTAL		327

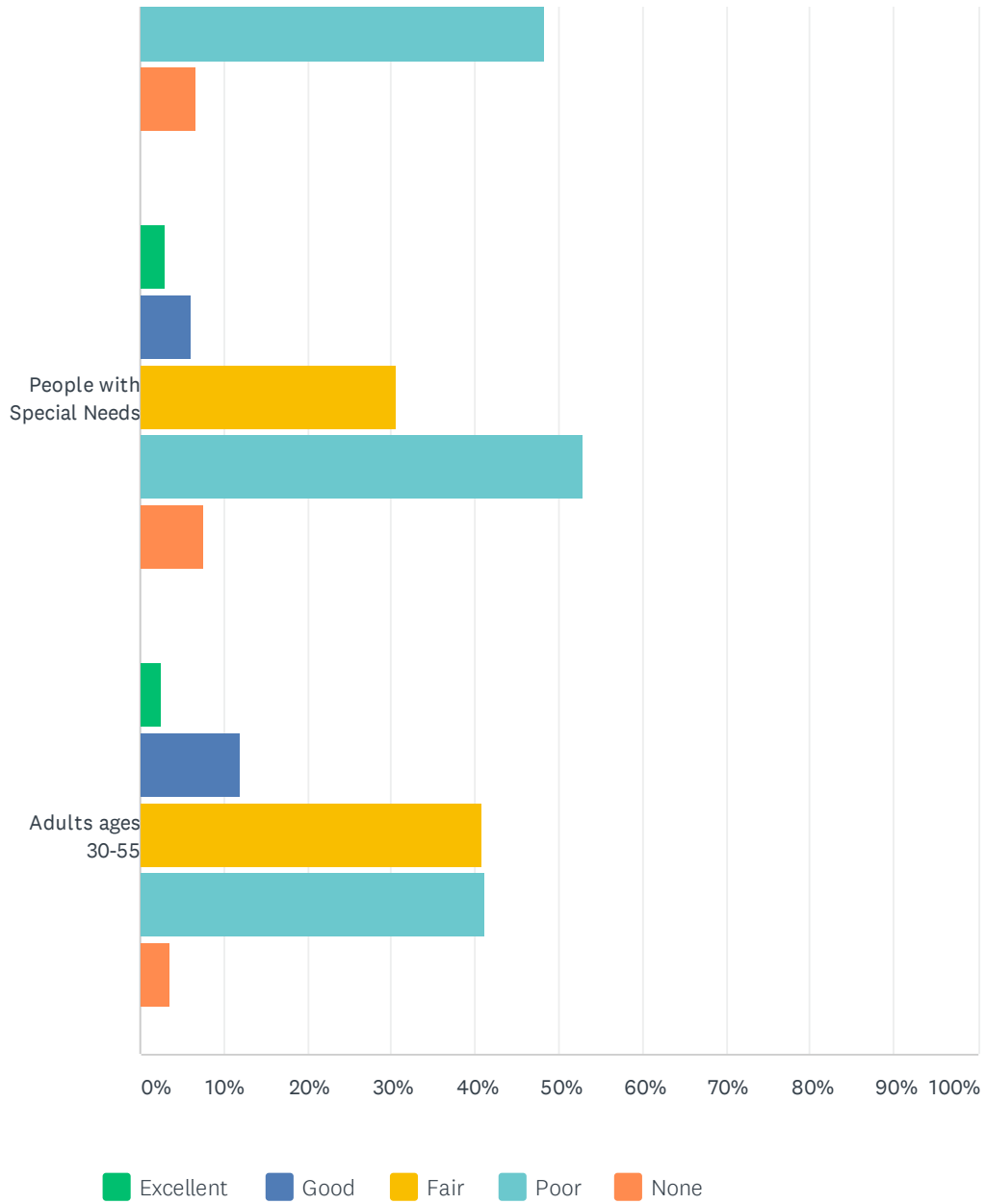
# Q11 Please rank the amount of activities available currently in the City of Crossville.

Answered: 324 Skipped: 6





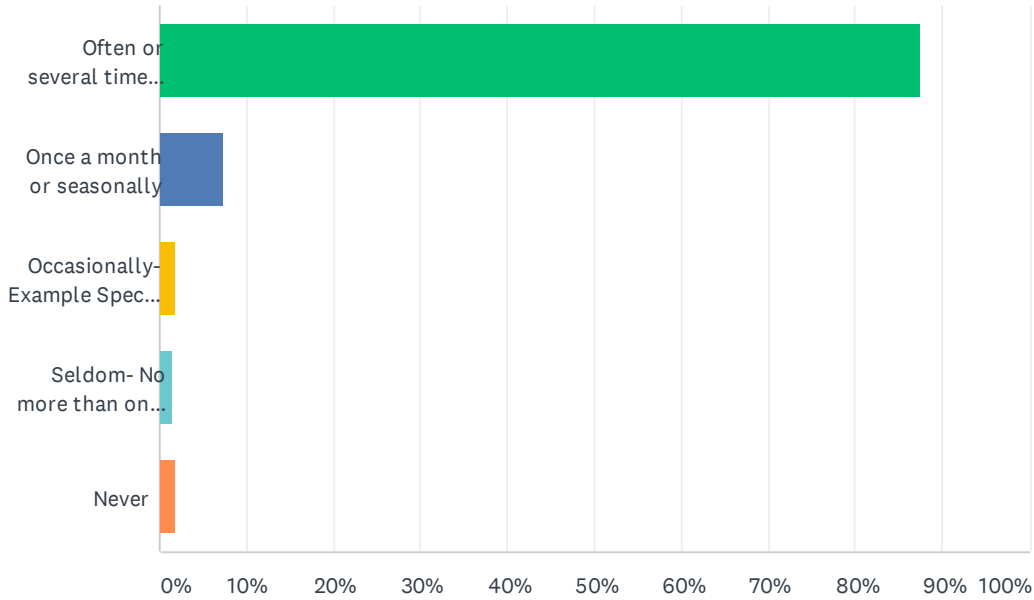
### Copy of Crossville Recreation Complex



	EXCELLENT	GOOD	FAIR	POOR	NONE	TOTAL
Teens 12-18	1.88% 6	8.44% 27	31.25% 100	50.94% 163	7.50% 24	320
Seniors Ages 55 and up	12.54% 40	26.96% 86	40.13% 128	18.18% 58	2.19% 7	319
Families	1.88% 6	13.48% 43	47.96% 153	33.54% 107	3.13% 10	319
Young Adults Ages 18-30	1.89% 6	7.57% 24	35.65% 113	48.26% 153	6.62% 21	317
People with Special Needs	2.86% 9	6.03% 19	30.48% 96	53.02% 167	7.62% 24	315
Adults ages 30-55	2.52% 8	11.95% 38	40.88% 130	41.19% 131	3.46% 11	318

**Q12 The City of Crossville constructs an indoor Recreation Complex with pools, gyms, fitness/weight room, aerobics room, indoor walking track, and childcare. How often would you use the facility?**

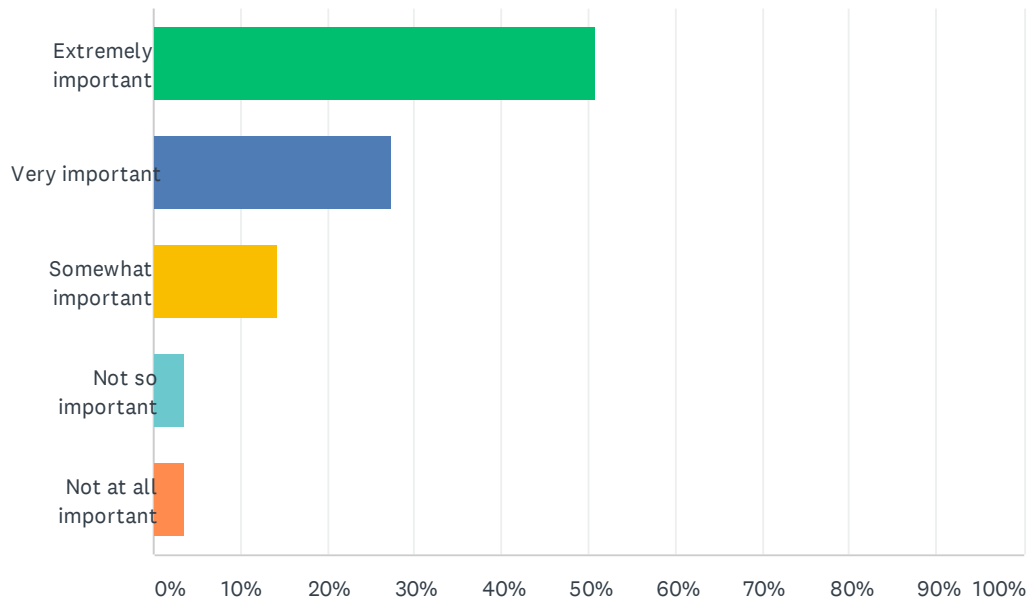
Answered: 327 Skipped: 3



ANSWER CHOICES	RESPONSES	
Often or several times a month	87.46%	286
Once a month or seasonally	7.34%	24
Occasionally- Example Special Events, Spectator at an athletic event	1.83%	6
Seldom- No more than once or twice a year.	1.53%	5
Never	1.83%	6
<b>TOTAL</b>		<b>327</b>

### Q13 How important is it that a future Recreation Complex include areas to conduct childcare, afterschool program, and a summer day camp?

Answered: 328 Skipped: 2



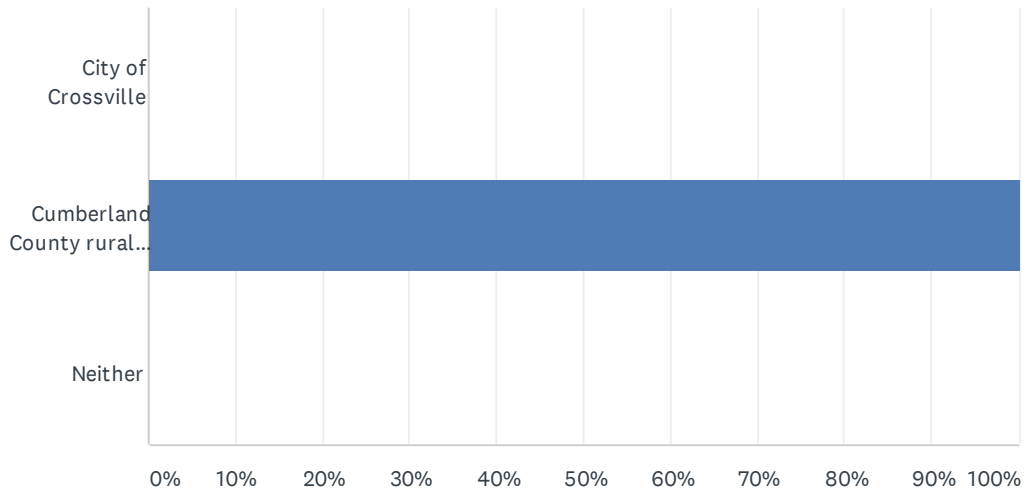
ANSWER CHOICES	RESPONSES	
Extremely important	50.91%	167
Very important	27.44%	90
Somewhat important	14.33%	47
Not so important	3.66%	12
Not at all important	3.66%	12
<b>TOTAL</b>		<b>328</b>

# APPENDIX C

## SURVEY DATA: RURAL AREAS

## Q1 Where do you live?

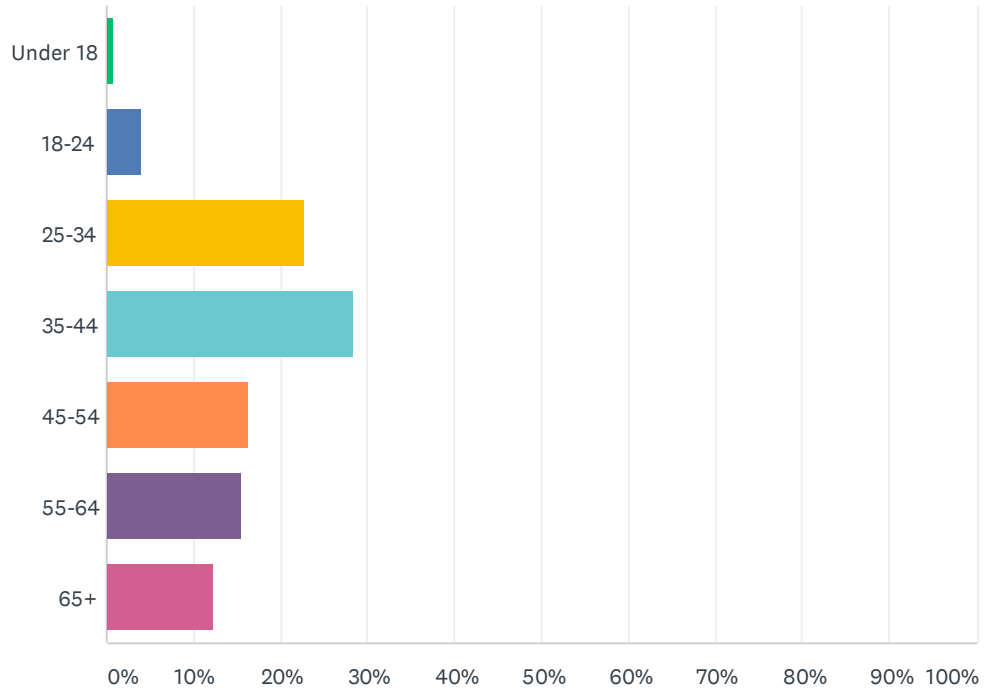
Answered: 567 Skipped: 0



ANSWER CHOICES	RESPONSES
City of Crossville	0.00% 0
Cumberland County rural resident	100.00% 567
Neither	0.00% 0
<b>TOTAL</b>	<b>567</b>

## Q2 What is your age?

Answered: 567 Skipped: 0

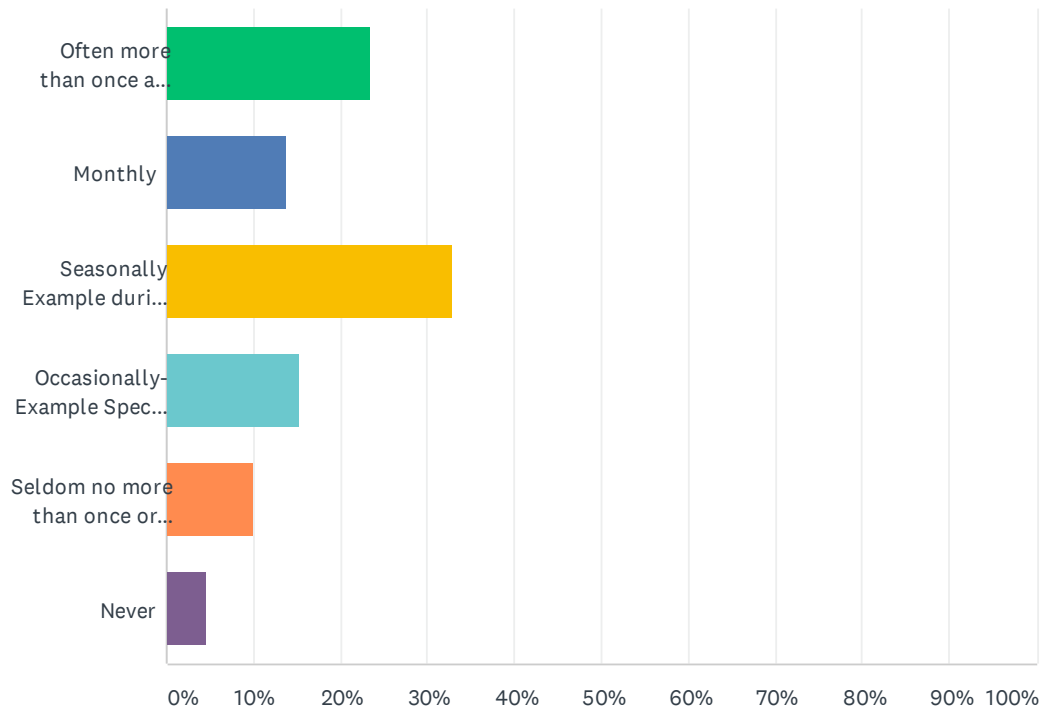


ANSWER CHOICES	RESPONSES	
Under 18	0.88%	5
18-24	3.88%	22
25-34	22.75%	129
35-44	28.40%	161
45-54	16.23%	92
55-64	15.52%	88
65+	12.35%	70
<b>TOTAL</b>		<b>567</b>



### Q3 How often do you participate in the activities of the Crossville Parks and Recreation Department or use their facilities?

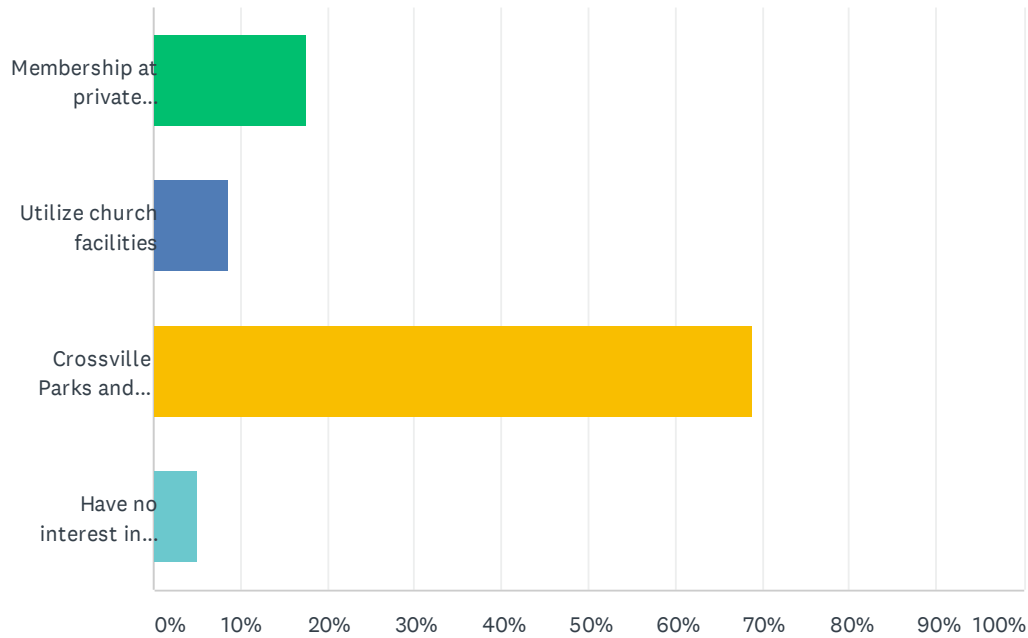
Answered: 566 Skipped: 1



ANSWER CHOICES	RESPONSES	
Often more than once a week	23.50%	133
Monthly	13.78%	78
Seasonally Example during outdoor Spring and Summer	32.86%	186
Occasionally- Example Special Events, Spectator at athletic events	15.19%	86
Seldom no more than once or twice a year	10.07%	57
Never	4.59%	26
<b>TOTAL</b>		<b>566</b>

**Q4 If you answered question 3 that you and your family used the facilities and programs of the Crossville Parks and Recreation less than monthly, please choose the answer that best represents why.**

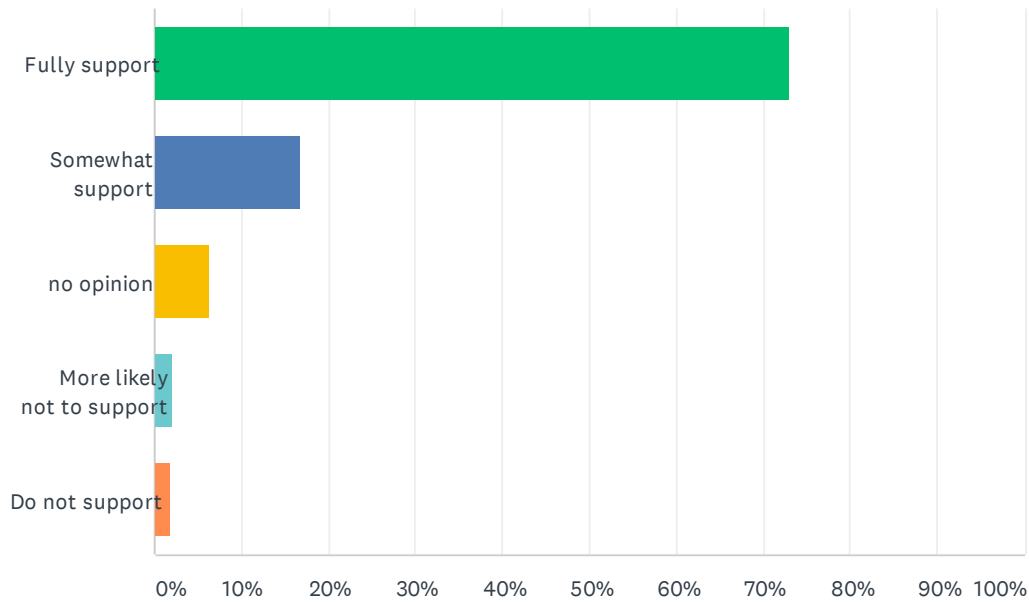
Answered: 375 Skipped: 192



ANSWER CHOICES	RESPONSES	
Membership at private provider or business	17.60%	66
Utilize church facilities	8.53%	32
Crossville Parks and Recreation does not offer the program or facilities you are interested in.	68.80%	258
Have no interest in parks and recreation services	5.07%	19
<b>TOTAL</b>		<b>375</b>

## Q5 How much do you support funding the building and operation of a mult purpose indoor Recreation Complex?

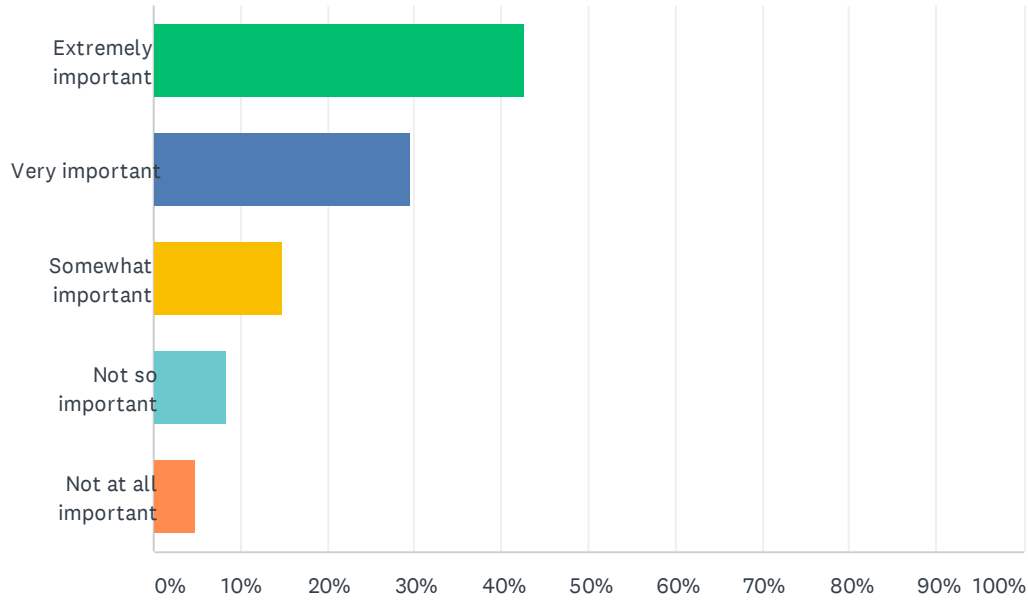
Answered: 565 Skipped: 2



ANSWER CHOICES	RESPONSES	
Fully support	72.92%	412
Somewhat support	16.64%	94
no opinion	6.37%	36
More likely not to support	2.12%	12
Do not support	1.95%	11
<b>TOTAL</b>		<b>565</b>

## Q6 Tennessee State Parks closed all outdoor pools during the COVID-19 outbreak. How important is it to you and your family that Crossville have a public outdoor pool available for use?

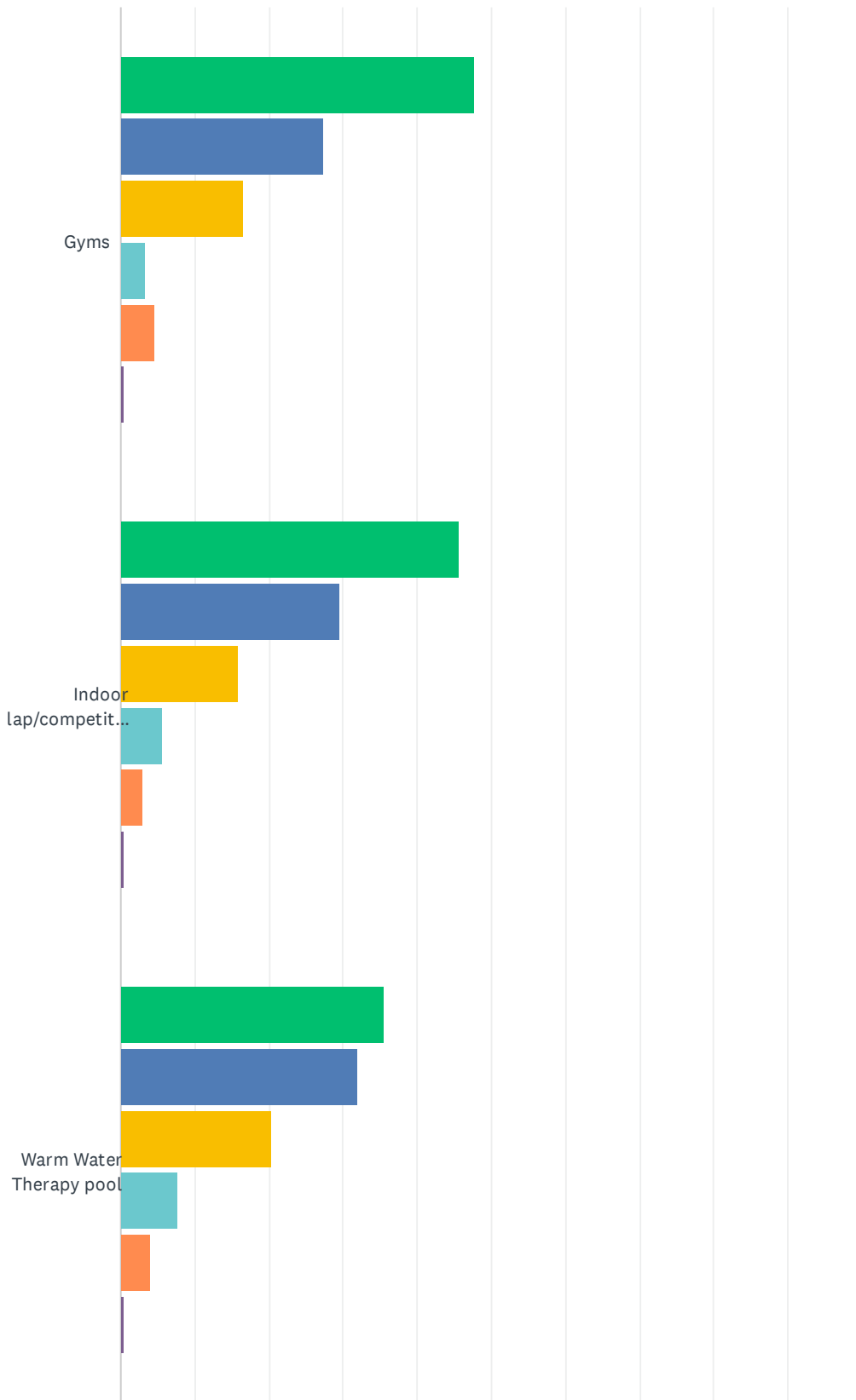
Answered: 566 Skipped: 1



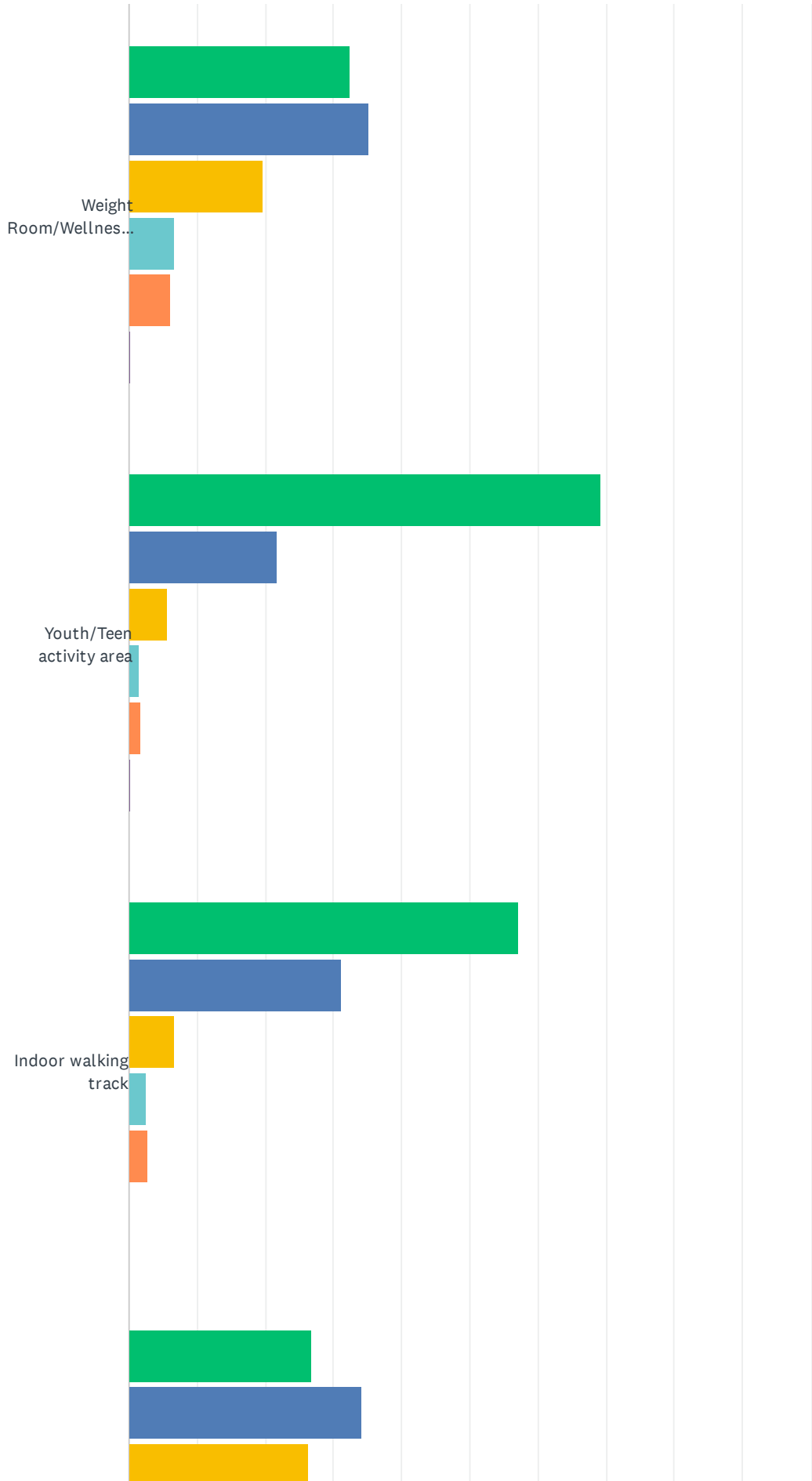
ANSWER CHOICES	RESPONSES	
Extremely important	42.58%	241
Very important	29.51%	167
Somewhat important	14.84%	84
Not so important	8.30%	47
Not at all important	4.77%	27
<b>TOTAL</b>		<b>566</b>

# Q7 Please indicate what you consider important components of a future Recreation Complex.

Answered: 566 Skipped: 1

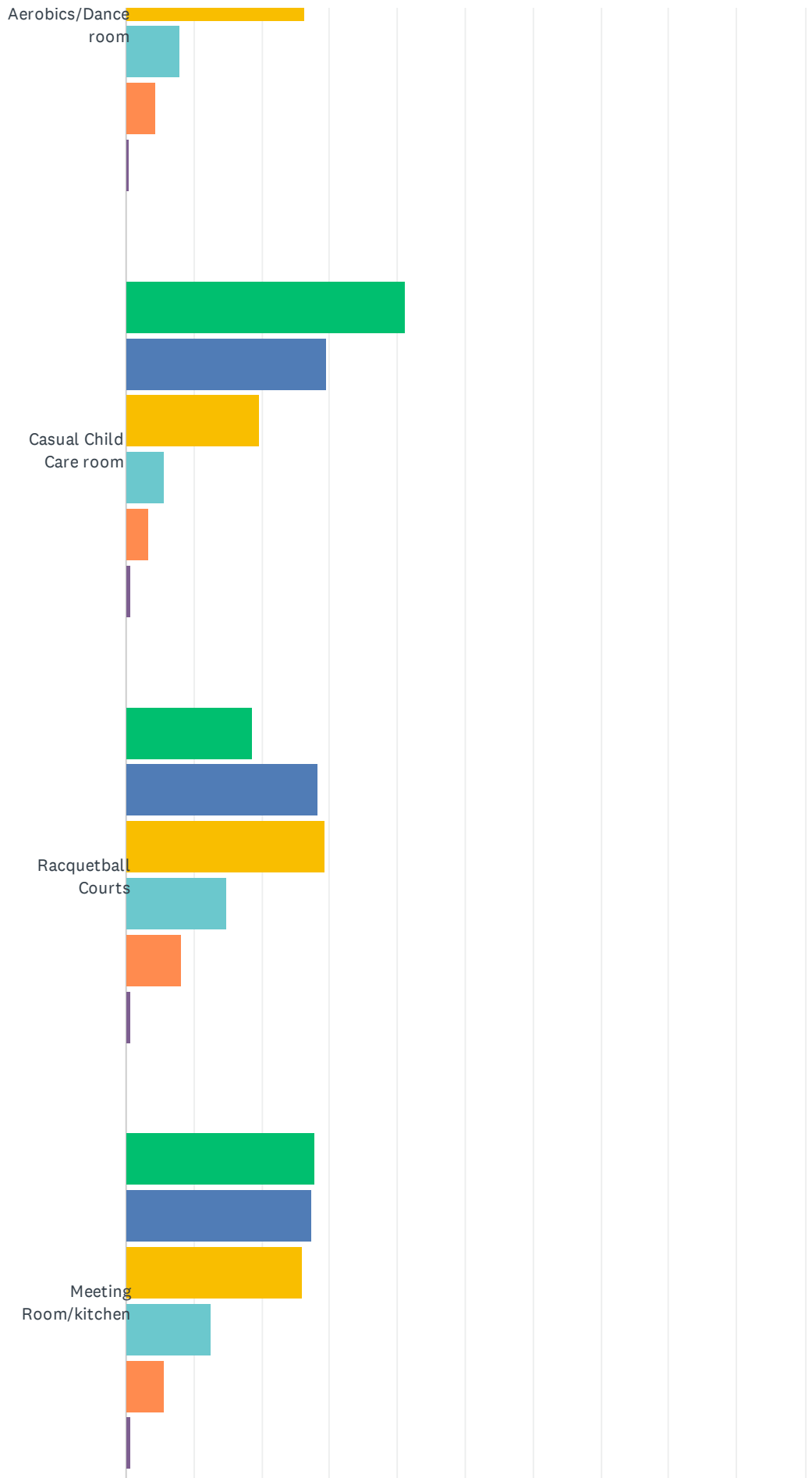


# Copy of Crossville Recreation Complex

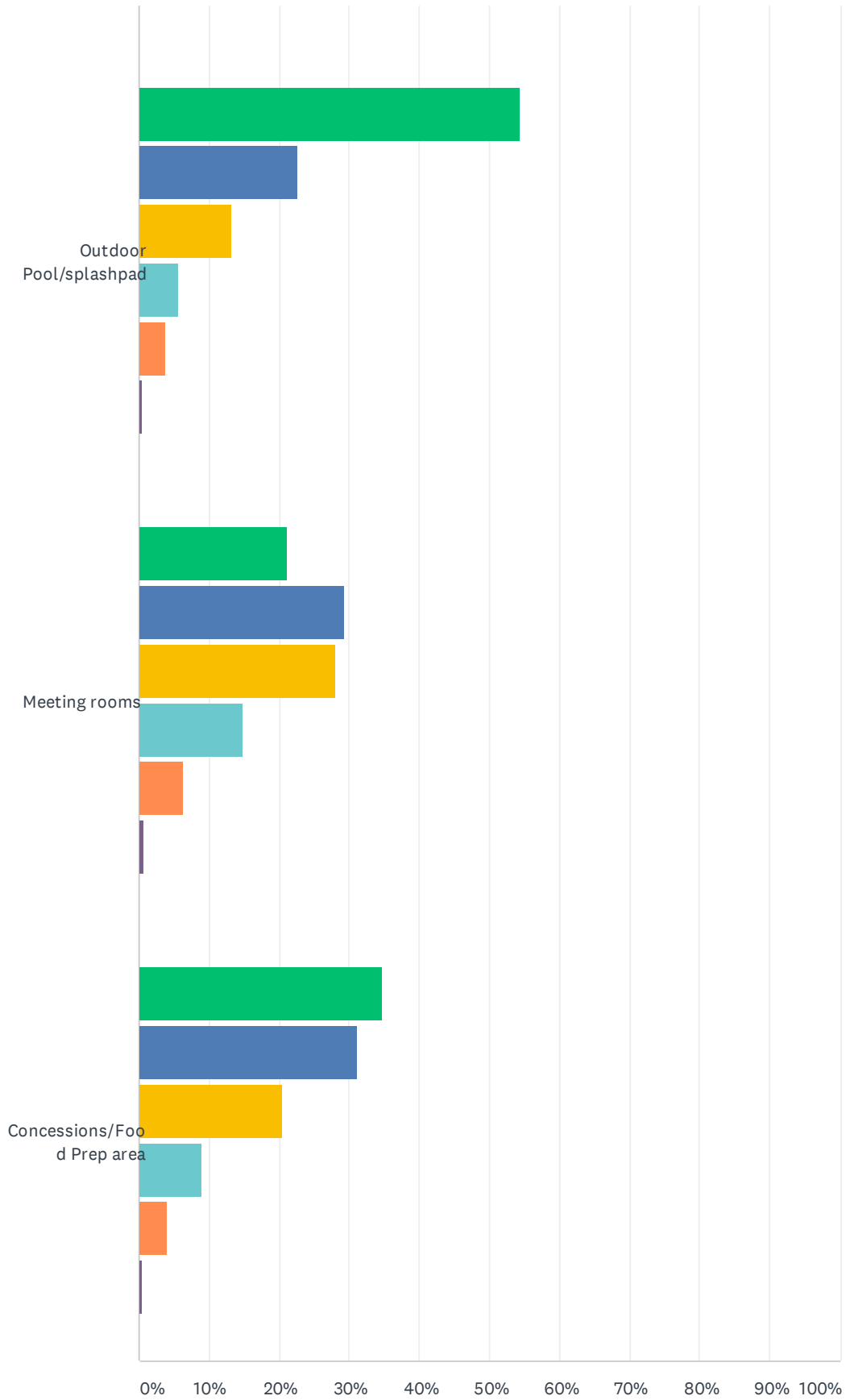




# Copy of Crossville Recreation Complex



# Copy of Crossville Recreation Complex



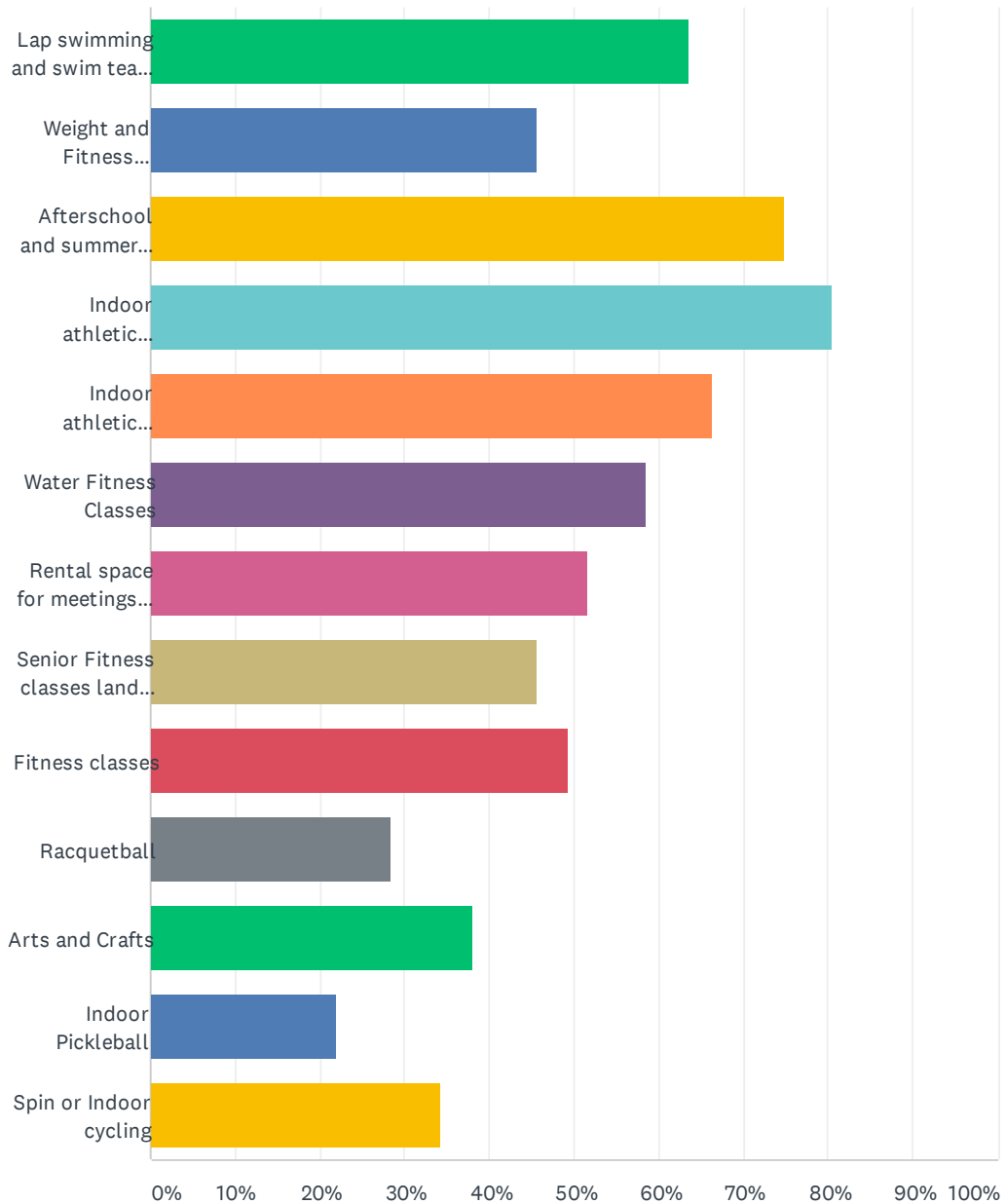
Very Important    Important    Somewhat Important    Not important  
Not needed    (no label)

Copy of Crossville Recreation Complex

	VERY IMPORTANT	IMPORTANT	SOMEWHAT IMPORTANT	NOT IMPORTANT	NOT NEEDED	(NO LABEL)	TOTAL	WEIGHTED AVERAGE
Gyms	47.66% 265	27.34% 152	16.55% 92	3.42% 19	4.68% 26	0.36% 2	556	1.86
Indoor lap/competition pool	45.63% 256	29.59% 166	15.86% 89	5.70% 32	2.85% 16	0.36% 2	561	1.88
Warm Water Therapy pool	35.47% 199	32.09% 180	20.32% 114	7.84% 44	3.92% 22	0.36% 2	561	2.09
Weight Room/Wellness room	32.44% 182	35.12% 197	19.61% 110	6.60% 37	6.06% 34	0.18% 1	561	2.13
Youth/Teen activity area	69.27% 390	21.67% 122	5.68% 32	1.42% 8	1.78% 10	0.18% 1	563	1.43
Indoor walking track	57.04% 320	31.19% 175	6.60% 37	2.50% 14	2.67% 15	0.00% 0	561	1.60
Aerobics/Dance room	26.83% 150	34.17% 191	26.30% 147	7.87% 44	4.47% 25	0.36% 2	559	2.25
Casual Child Care room	41.14% 230	29.52% 165	19.68% 110	5.72% 32	3.40% 19	0.54% 3	559	1.98
Racquetball Courts	18.60% 104	28.26% 158	29.34% 164	14.85% 83	8.23% 46	0.72% 4	559	2.59
Meeting Room/kitchen	27.78% 155	27.42% 153	25.99% 145	12.54% 70	5.73% 32	0.54% 3	558	2.36
Outdoor Pool/splashpad	54.45% 306	22.60% 127	13.17% 74	5.69% 32	3.74% 21	0.36% 2	562	1.79
Meeting rooms	21.07% 118	29.29% 164	28.04% 157	14.82% 83	6.25% 35	0.54% 3	560	2.51
Concessions/Food Prep area	34.75% 196	31.21% 176	20.57% 116	9.04% 51	4.08% 23	0.35% 2	564	2.13

### Q8 What activities or programs do you think are the most important to have in a future indoor Recreation Complex? You may select more than one answer.

Answered: 558 Skipped: 9

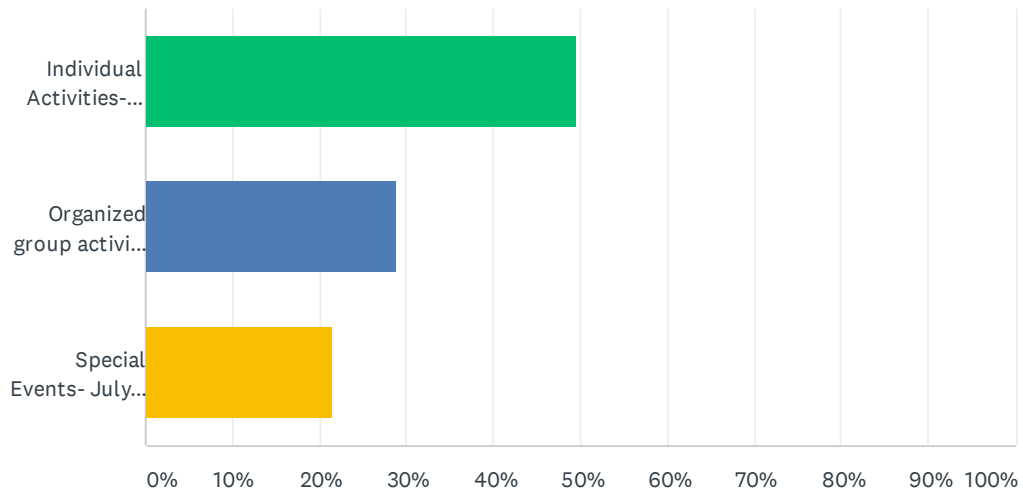


Copy of Crossville Recreation Complex

ANSWER CHOICES	RESPONSES	
Lap swimming and swim team development	63.62%	355
Weight and Fitness training	45.70%	255
Afterschool and summer programming for children	74.91%	418
Indoor athletic activities for youth	80.65%	450
Indoor athletic activities for adults	66.31%	370
Water Fitness Classes	58.60%	327
Rental space for meetings and family gatherings	51.61%	288
Senior Fitness classes land and water	45.70%	255
Fitness classes	49.28%	275
Racquetball	28.49%	159
Arts and Crafts	37.99%	212
Indoor Pickleball	22.04%	123
Spin or Indoor cycling	34.23%	191
Total Respondents: 558		

## Q9 What are your favorite events or programs offered by Crossville Parks and Recreation?

Answered: 554 Skipped: 13

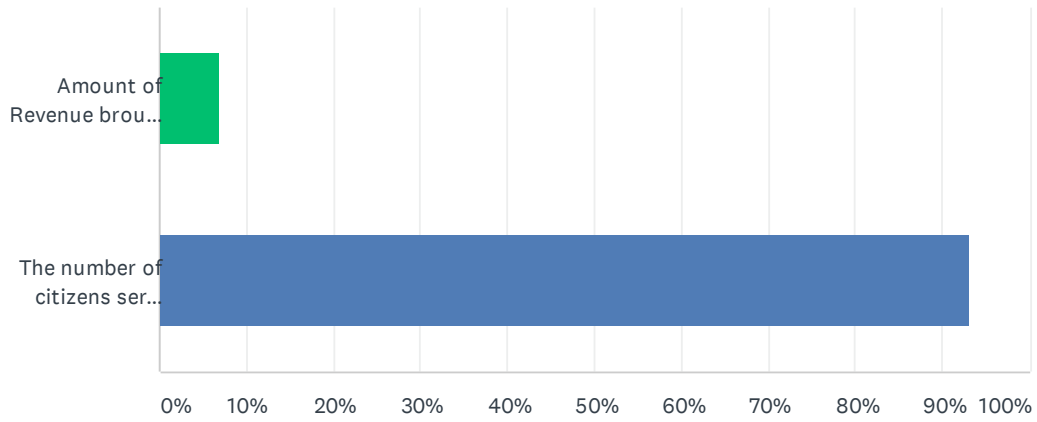


ANSWER CHOICES	RESPONSES	
Individual Activities- Walking, Cycling, fishing, picnicking, using a playground.	49.64%	275
Organized group activity- Tennis, Soccer, Baseball, Softball etc	28.88%	160
Special Events- July 4th, Christmas Parade, performances at the Historic Palace Theatre?	21.48%	119
<b>TOTAL</b>		<b>554</b>



## Q10 What is more important to you?

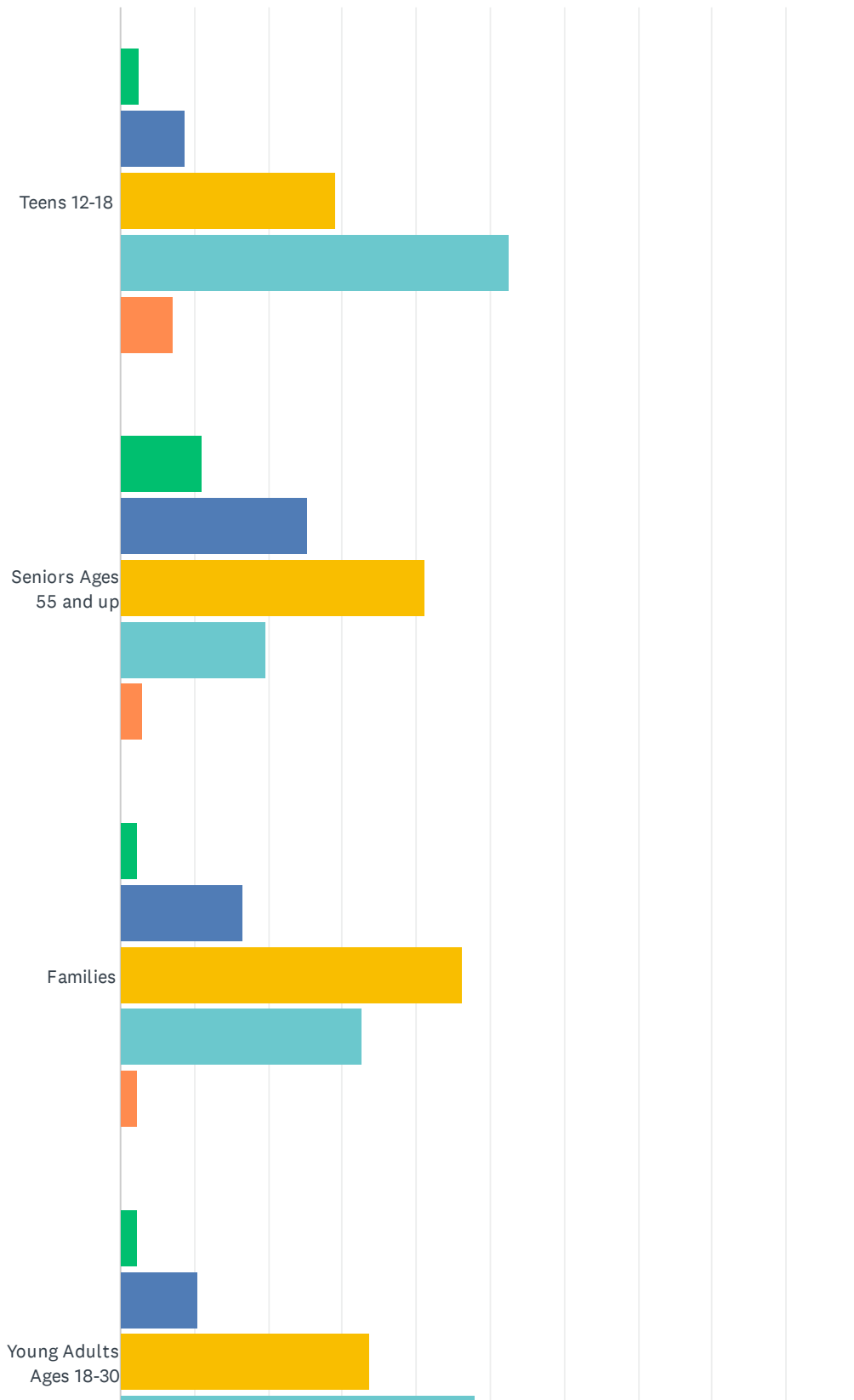
Answered: 560 Skipped: 7



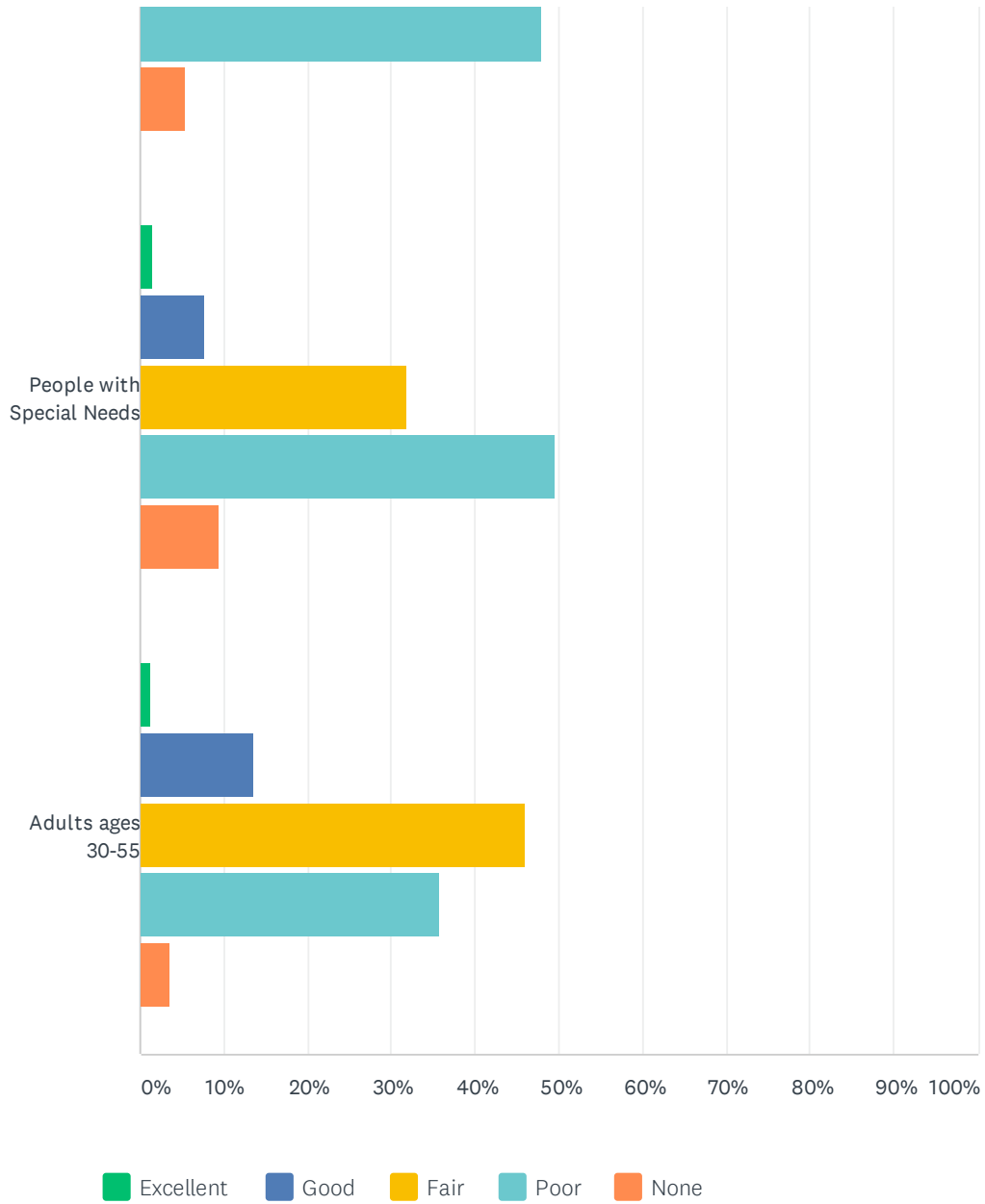
ANSWER CHOICES	RESPONSES	
Amount of Revenue brought in from use.	6.96%	39
The number of citizens served who can use the facility.	93.04%	521
TOTAL		560

# Q11 Please rank the amount of activities available currently in the City of Crossville.

Answered: 550 Skipped: 17



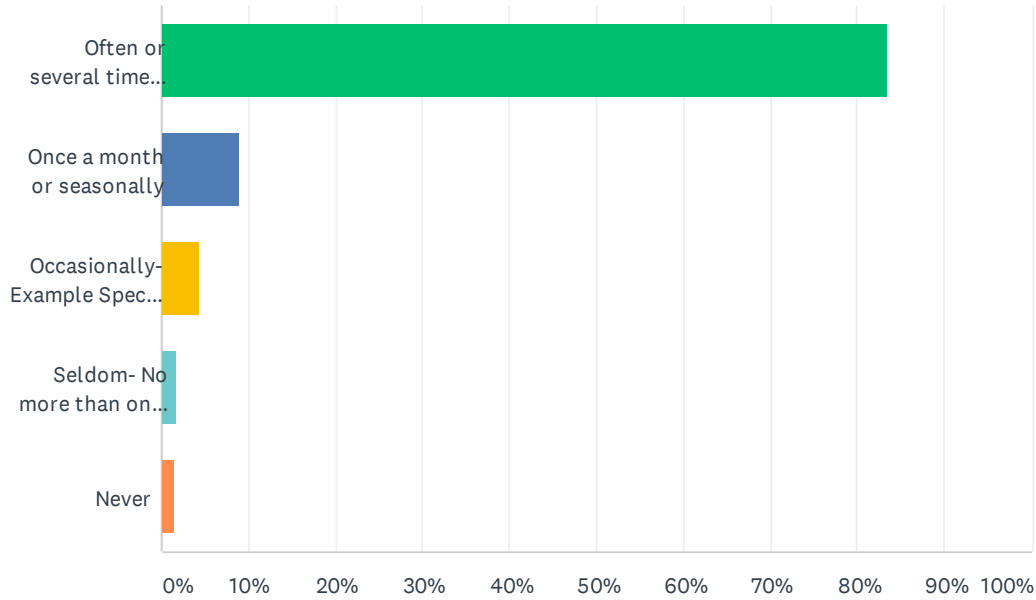
### Copy of Crossville Recreation Complex



	EXCELLENT	GOOD	FAIR	POOR	NONE	TOTAL
Teens 12-18	2.43% 13	8.79% 47	29.16% 156	52.52% 281	7.10% 38	535
Seniors Ages 55 and up	10.99% 60	25.27% 138	41.21% 225	19.60% 107	2.93% 16	546
Families	2.21% 12	16.61% 90	46.31% 251	32.66% 177	2.21% 12	542
Young Adults Ages 18-30	2.21% 12	10.52% 57	33.76% 183	47.97% 260	5.54% 30	542
People with Special Needs	1.50% 8	7.68% 41	31.84% 170	49.63% 265	9.36% 50	534
Adults ages 30-55	1.30% 7	13.52% 73	45.93% 248	35.74% 193	3.52% 19	540

**Q12 The City of Crossville constructs an indoor Recreation Complex with pools, gyms, fitness/weight room, aerobics room, indoor walking track, and childcare. How often would you use the facility?**

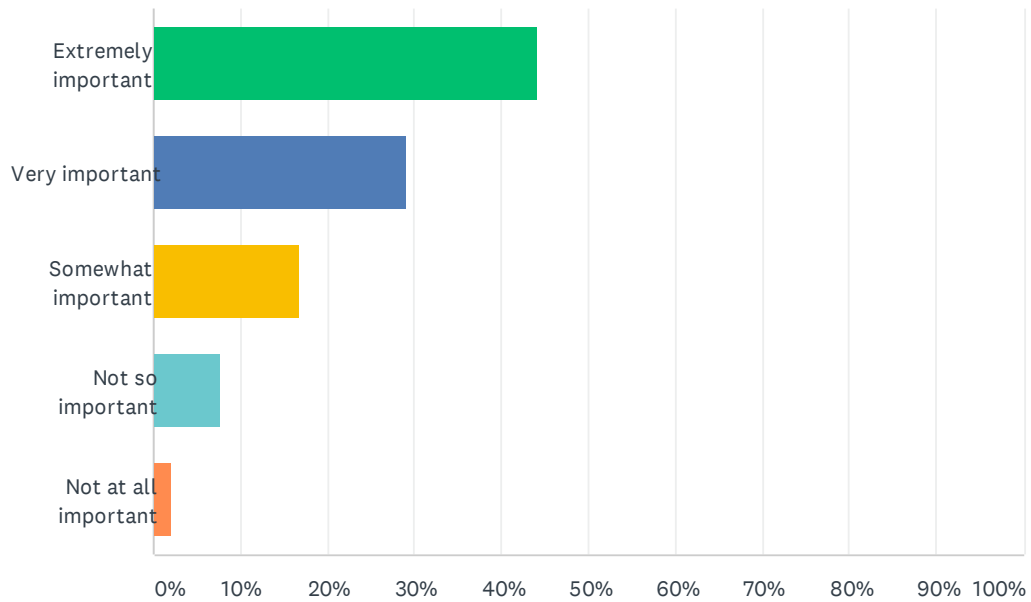
Answered: 563 Skipped: 4



ANSWER CHOICES	RESPONSES	
Often or several times a month	83.48%	470
Once a month or seasonally	9.06%	51
Occasionally- Example Special Events, Spectator at an athletic event	4.44%	25
Seldom- No more than once or twice a year.	1.60%	9
Never	1.42%	8
<b>TOTAL</b>		<b>563</b>

### Q13 How important is it that a future Recreation Complex include areas to conduct childcare, afterschool program, and a summer day camp?

Answered: 563 Skipped: 4



ANSWER CHOICES	RESPONSES	
Extremely important	44.23%	249
Very important	29.13%	164
Somewhat important	16.70%	94
Not so important	7.82%	44
Not at all important	2.13%	12
<b>TOTAL</b>		<b>563</b>

# APPENDIX D

# STAKEHOLDER & PUBLIC MEETING DOCUMENTATION





**Date:** November 10, 2020

**Comm. No:** 2020020

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**Subject:** Crossville Indoor Recreation Facility Feasibility Study  
September 10, 2020  
Stakeholder Meeting, 2:00 p.m.

**Discussion Topics:**

**A. Introductions of Consultant Staff/ City of Crossville Staff**

1. Market facilities and amenities to families and senior citizens.
2. The SurveyMonkey responses came from equal representation between city and county citizens.
3. A need was expressed for more and new retail businesses in Crossville.
4. Someone expressed the knowledge that “if Manchester can sustain a Recreation Center, then Crossville can”.
5. Question arose about Manchester Recreation Center response to COVID-19: Center was closed early on, but it re-opened after a month. The school children had no place to go, when classes went totally virtual, many students came to the Center for wi-fi connection. Once class time was over the Center was open for participation. The Center was fully open during the summer months. They opened the outdoor aquatic activities.
6. The Manchester Recreation Center ran the summer day camp. No COVID outbreaks.
7. People locate to city’s based on amenities: from the survey 71% mentioned it was important to have youth activities/amenities.
8. It was mentioned that with Crossville’s location within the State, the fact it’s directly off of Interstate 40, and with the amenities it provides, people come to Crossville to spend money.
9. High numbers of possibilities for outdoor pool, it becomes a destination point.
10. Understanding that indoor pools bring separation of filtration systems and water temperature.
11. Recreation Department aims to be a facilitator—to serve community and to bring in revenue.
12. Programming to include senior citizens in the new center. Currently, the senior citizens have outgrown the current facility.
13. A new center could provide programming to reach the Silver Sneakers and other similar senior citizen functions.



# MEETING SIGN IN

Date: September 10, 2020

Project: Crossville Indoor Recreation Center

Feasibility Study

Commission No.: 2020020

Place/Room: Crossville Depot

Conference Room, Main Street

Please Print Clearly

Full Name:	Company:	Phone Number:	E-Mail:
Scott Maddox	Cumb Co Schools	931-200-3182	maddoxsk@ccschools.k12tn.net
Eric Ritzman	Cumb Co 911	931-510-0273	eric.ritzman@cumberlandtn911.com
Marsha Melleret	Resident	931-456-4680	mlm9979@y2hoo.com
Michael Lindsay	Crossville Chronicle	931-484-5145	sports@crossville-chronicle.com
Scot Shanks	City of Cr.	931-261-5155	scot.shanks@gmail.com
Doug PARKER	Sports Council	931-260-0204	gdparky@gmail.com
Heath Swallows	JFK	931-787-8714	his933@y2hoo.com
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Rob Harrison	"	931 484 5948	robharrison@crossvilletn.gov





# STAKEHOLDER MEETING

Date: September 10, 2020  
Project: Crossville Indoor Recreation Center  
Feasibility Study  
Commission No.: 2020020  
Place/Room: Crossville Depot  
Conference Room, Main Street

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## WHAT'S ON YOUR WISH LIST????

PLEASE LIST YOUR FAVORITE / IDEAL RECREATION CENTER COMPONENTS

Basketball Courts  
child care  
Indoor/outdoor pools



# STAKEHOLDER MEETING

Date: September 10, 2020

Project: Crossville Indoor Recreation Center

Feasibility Study

Commission No.: 2020020

Place/Room: Crossville Depot

Conference Room, Main Street

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## WHAT'S ON YOUR WISH LIST????

PLEASE LIST YOUR FAVORITE / IDEAL RECREATION CENTER COMPONENTS

Basketball courts

workout area

Golf simulator? we are the golf capital. or driving range



**Date:** November 10, 2020

**Comm. No:** 2020020

---

**Subject:** Crossville Indoor Recreation Feasibility Study  
September 10, 2020  
Stakeholder Meeting 4:00 PM

**Discussion Topics:**

**A. Introductions of Consultant Staff/ City of Crossville Staff**

1. Swimming pool—how deep would the water be?
2. Would there be a balance between free time usage at the swimming pool and lap swim?
3. Successful programming all about scheduling of activities/ programs.
4. Create a good plan for membership charges/ day passes/ family passes/ and senior citizen fees.
5. How much would a center cost?
6. City needs to commit to a huge capital outlay.
7. Allow for expenses to include increased staffing, increased operational costs.
8. Staffing should allow for multi-tasking of responsibilities.
9. Provide meeting space for 150 people for special events. Provide for flexibility in services.
10. City has an active soccer community—some are asking for availability for indoor soccer tournament capabilities.
11. Indoor spaces for softball and baseball practice venue.
12. Additional discussion on alternate sources of funding for construction costs, including Local Parks and Recreation Fund money from the State, municipal bonding, etc.





MEETING SIGN IN

Date: September 10, 2020
Project: Crossville Indoor Recreation Center
Feasibility Study
Commission No.: 2020020
Place/Room: Crossville Depot
Conference Room, Main Street

Please Print Clearly

Table with 4 columns: Full Name, Company, Phone Number, E-Mail. Contains handwritten entries for Tom DeKuntel, Sally Neckvatal, Art Gernt, Bob Cole, Erik Bergin, Casey Worsham, Mark Fox, Shane Flowers, and Mark Houston.



STAKEHOLDER MEETING

Date: September 10, 2020

Project: Crossville Indoor Recreation Center

Feasibility Study

Commission No.: 2020020

Place/Room: Crossville Depot

Conference Room, Main Street

per time  
or ~~per~~ annual  
or ?

WHAT'S ON YOUR WISH LIST????

PLEASE LIST YOUR FAVORITE / IDEAL RECREATION CENTER COMPONENTS

Fee based? competitive with existing gyms?  
Board game / card room? therapy pool?  
large <sup>year round!</sup> pool, swimming lessons all ages  
special community events flexible spaces  
ability to reserve certain spaces  
Central location Ninja course! yes!

Concern: I've seen, in other communities, that so much of the pool time & court time was devoted to competitive events that left little time for general public usage -- Life is not all about competition. Many many unhappy residents

Senior Olympics teen council - excellent!  
Building teamwork, responsibility, skills etc  
Excellent!!



# STAKEHOLDER MEETING

Date: September 10, 2020

Project: Crossville Indoor Recreation Center

Feasibility Study

Commission No.: 2020020

Place/Room: Crossville Depot

Conference Room, Main Street

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## WHAT'S ON YOUR WISH LIST????

PLEASE LIST YOUR FAVORITE / IDEAL RECREATION CENTER COMPONENTS

Large Conference Room for meetings  
Indoor Pool / Sauna / Swim lessons / Laps  
Multiple Full size Basketball Courts with Multipurpose floor  
Racketball Courts  
Indoor / Outdoor walking Track(s)  
Outdoor Covered Pavillions / Picnic Tables / grills  
Commercial Kitchen and Concessions Area  
Strong Internet Capabilities  
Large Aerobic Training Equipment Resources  
Emergency Generator to Power entire facility  
Outdoor Pool  
Climbing Wall and Indoor Playground  
Ceiling Mounted; drop-down, batting cage

Mark Fox



**MEETING SIGN IN**

Date: September 24, 2020  
 Project: Crossville Indoor Recreation Center  
Feasibility Study  
 Commission No.: 2020020  
 Place/Room: City Hall  
392 N. Main Street

Please Print Clearly

Full Name:	Company:	Phone Number:	E-Mail:
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Ethan Medley	C.O.C.	423 617 5268	Ethan.Medley@crossvilleTN.gov
Jim GILLIAM	WHFR	615 370-8500	jgilliam@hfrdesign.com
Marines Curlett		(931) 456-2575	beniram76@gmail.com
Ralph Clayton		931-787-2756	Breadth@redvolartist.net
Mike Mason			Chronicle
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Karl Threet		931-200-3339	karlthreet@gmail.com
Tyler Richards		405-7658723	tyler-richards-0129@gmail.com
FRANK McCLUNG		931 484 1171	frank@frankmcclung.com

Art Gernt

931.260-4849

art@gernt.com

David & Sarah

931-200-8522

Southall





**PUBLIC MEETING**

Date: September 24, 2020  
Project: Crossville Indoor Recreation Center  
Feasibility Study  
Commission No.: 2020020  
Place/Room: City Hall  
392 N. Main Street

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**WHAT'S ON YOUR WISH LIST????**

PLEASE LIST YOUR FAVORITE / IDEAL RECREATION CENTER COMPONENTS

Component

Name

*Installing enough electrical outlets  
portable jacks to host on-line  
game clubs and tournaments,  
Could be component to meeting room.*

*Mike Maser*





**SURVEY RESULTS**  
**6/26/2020 to 8/29/2020**

# SURVEY OVERVIEW & INSIGHTS

**Date Range:** 6/26/2020 to 8/29/2020

**Total Responses:** 700

**Average Time:** 4m

**Most Skipped Question:** #20 – Please provide your name, email address and mobile phone number if you would like to receive. Skipped: 388 out of 700

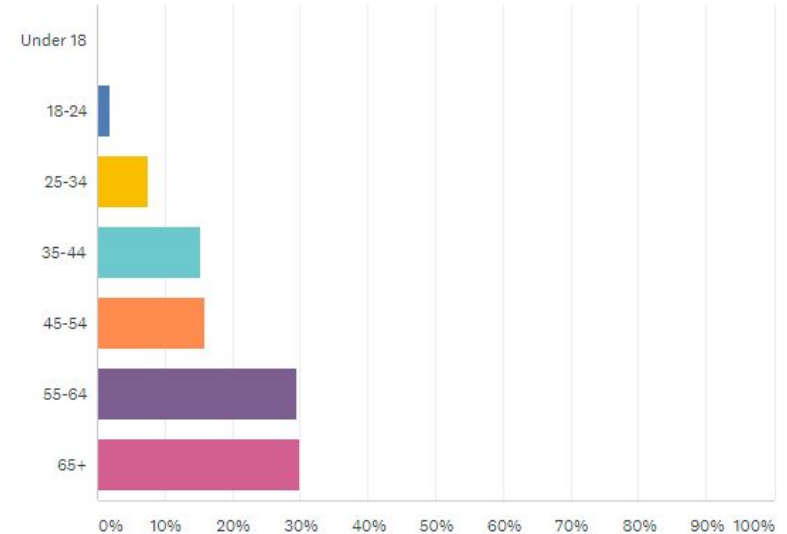
# Question 1 Results – What part of Cumberland County do you live? (Choose one.)

ANSWER CHOICE	RESPONSE	TOTALS
Bakers Crossroads/Creston	1.71%	12
Bowman/Rinnie/Woody	5.43%	38
Chestnut Hill	1.29%	9
Crab Orchard/Hebbertsburg	2.43%	17
Crossville City Limits	16.86%	118
Cumberland Cove/Cumberland Lakes	2.00%	14
Fairfield Glade	23.00%	161
Genesis/Oak Hill/Slate Springs	3.00%	21
Grassy Cove/Alloway	0.43%	3
Holiday Hills/Howard Springs	3.43%	24
Homestead/Linary/Meridian	9.43%	66

Mayland	1.14%	8
Midway/Big Lick/Vandever	2.33%	17
Oaklawn/Deep Draw	0.14%	1
Peavine Road	0.71%	5
Pleasant Hill	2.14%	15
Pomona	0.86%	6
Tansi/Meadowpark Lake	8.29%	58
Taylors Chapel	2.71%	19
Vandever/Clifty	1.71%	12
Westel/Dogwood/Ozone	1.00%	7
Other	9.86%	69
TOTAL		700

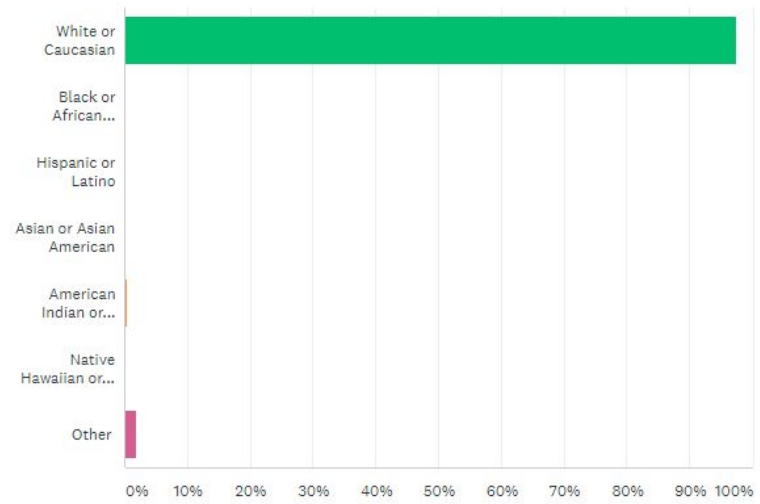
## Question 2 Results – What age category are you? (Choose one.)

ANSWER CHOICE	RESPONSE	TOTALS
Under 18	0.29%	2
18-24	1.86%	13
25-34	7.43%	52
35-44	15.29%	107
45-54	16.00%	112
55-64	29.43%	206
65+	29.71%	208



# Question 3 Results – What is your ethnicity? (Choose one.)

ANSWER CHOICE	RESPONSE	TOTALS
White or Caucasian	97.42%	680
Black or African American	0%	0
Hispanic or Latino	0.14%	1
Asian or Asian American	0.14%	1
American Indian or Alaska Native	0.43%	3
Native Hawaiian or Other Pacific Islander	0%	0
Other	1.86%	13
Total		698



# Question 4 Results – What area activities and events do you currently participate in? (Choose all that apply.)

ANSWER CHOICE	RESPONSE	TOTALS
Arts & Crafts	29.11%	202
ATV/Off-Road	14.70%	102
Biking	12.97%	89
Camping	27.95%	194
Dining Out	81.41%	565
Downtown Events	52.16%	362
Golfing	20.89%	145
Hiking/Rappelling	39.05%	271
Horseback Riding	6.63%	46

Horseshoes	3.46%	24
Hunting	12.97%	90
Kids Activities/Sports	18.73%	130
Motorcycling	9.65%	67
Non-Profit Events	25.94%	180
Parks & Recreation	21.61%	150
Shopping	64.70%	449
Theatre (Palace, Playhouse, Amp)	53.46%	371
Other	19.45%	135

# Question 4 Results – What area activities and events do you currently participate in? (Other responses.)

## Items listed in the Other category include:

Adult Learning  
Antique Autos/Farm Tractors  
Art Circle Library x2  
Auto/Drag Racing x3  
Board Gaming  
Boating/Fishing/Water Sports x 24  
Bowling x2  
British Car Events  
Car Shows/Cruise-Ins x 6  
Caving  
Church & Bible Study x7  
Civic  
Community Band/Various Choirs x2  
Concerts x3  
Cooking/Baking  
Crossville Model RR Club  
Dog Park/Activities x3  
Entertainment/Pro Wrestling  
Exercise/Fitness x6  
FFG Sportsman Club/Shooting x6  
Flea Market  
Gardening x4  
Gun & Knife Shows  
Hiking

History/Archives x2  
Hospital Improvements/Level 2 Trauma Center x3  
Kayaking x6  
Line Dancing x2  
Live Music Grinder House  
Marathon/Running/Swimming/Triathlon, Rock Climbing x2  
Metal Detecting  
Microbrews  
Miniature Golf  
Motorcycling  
Movie Theatre/Drive-In x3  
Museum x2  
Musician - not local  
Nightlife/Venues x4  
Photography  
Restaurants/Stores Business Venues/Festivals  
Search & Rescue  
Senior Center x3  
Sightseeing x2  
STEM and Maker Camp Educator  
Tennis/Pickleball x2  
Thrift Stores x2  
Truck Pulling  
Walking x3  
Young Marines/Marine Corps League



# Question 5 Results – What area activities would you participate in if you were more aware of them? (Choose all that apply.)

ANSWER CHOICE	RESPONSE	TOTALS
Arts & Crafts	38.14%	230
ATV/Off-Road	11.44%	69
Biking	12.94%	78
Camping	17.08%	103
Dining Out	41.29%	249
Downtown Events	56.88%	343
Golfing	6.30%	38
Hiking/Rappelling	18.91%	114
Horseback Riding	12.44%	75

Horseshoes	4.48%	27
Hunting	6.30%	38
Kids Activities/Sports	14.43%	87
Motorcycling	6.63%	40
Non-Profit Events	38.31%	231
Parks & Recreation	17.08%	103
Shopping	37.81%	228
Theatre (Palace, Playhouse, Amp)	34.99%	211
Other	15.42%	93

# Question 5 Results – What area activities would you participate in if you were more aware of them? (Other responses.)

## Items listed in the Other category include:

Adult Learning/Technical  
Agri-Tourism  
Community Education/Classes  
Bocce Ball  
-Birding  
-Computer Classes/Education  
-Edible Foraging Plants  
-Financial Wellness Seminars/Teaching  
-Historical Education On How To Do Things  
    -Tanning Hides  
    -Wool Spinning  
Car Shows w/Vendor Set Up  
Comedy Show  
Community Activities/Clean Up Parks,  
Communities, Etc  
Community Center/Recreation Area  
Community Symphony Orchestra  
Concerts/Outdoor Concerts/Christian Concerts x13  
Convention Center/Activities Building  
Dance Hall  
-Line Dancing  
-Square Dancing  
-Teen Dance/Event/Venue x3  
Dog Park/Agility  
Downtown Events x4

Entertainment x2  
Family Activities  
Farmer's Market/Downtown Farmer's Market  
x2  
Festivals/Carnivals/Bluegrass Festivals/Arts &  
Craft Fairs x7  
Fitness  
-5Ks, 10Ks, Marathons  
-Aqua Aerobics  
-Running/Walking Trails  
-Swimming/Swimming for Seniors  
-Water Park w/Swimming Center/Pool  
-YMCA x 3  
Gardening  
Golf  
-Disc Golf x3  
-TopGolf  
Greenways  
History/Pioneer Clubs & Events  
Holiday Events/Christmas Walk Through The  
City  
Homeschooling Events  
Hospital Improvements/Level 2 Trauma  
Center x4  
Internet Improvements  
Jobs/Factories/Expansion of Industrial  
Business Park x4  
Keto Group

## Lake Activities

-Boating  
-Fishing  
-Kayaking x4  
Medical Helicopter Station x3  
Movie Theatre/Drive-In x4  
Museum Promotion x3  
Nightlife/Venues/Bars/Live Music x11  
Outdoor Entertainment  
Parks x2  
Patriotic Events  
Politics  
Regional Tours  
Retail & Restaurants - Aldi's, Fazoli's, Fine  
Dining, Hobby Lobby, Mall, Meijers, Menards,  
Publix x2, Local Restaurants, Retail Shops,  
Souper Salad, Target, Trader Joes x2, Whole  
Foods x23  
Rock Climbing  
Senior Activities x2  
Shooting/Recreational x2  
Special Events  
Swinging/Outdoor Nudity  
Travel Groups  
Water Sports  
Wineries  
Workshops -Agriculture  
Ziplining

## Question 5 Results – What area activities would you participate in if you were more aware of them? (Detailed Responses – Other responses.)

We need Venues, concerts, bars/nightlife, wineries, crafts/festivals here in Crossville to promote this city and bring more people to relocate here but also to attract businesses/factories here. We also need a bigger/better Hospital here, that is one thing that is hurting our city for positive growth, we don't have the necessities/specialists here to care for the residents we have they transfer patients all over TN for care when we should be building up this hospital here and get doctors/nurses/staff here to build up this hospital, we need a 300+ bed Level 2 trauma center here also have doctors here to do Neuro (Strokes), Heart Attacks, GI, Pulmonary/Critical Care, Surgeons, Pediatrics, Vascular, to care for us here; we need this here bad, could get Vanderbilt to purchase this hospital and change it we need a positive growth here. We also need retail development here with good stores, public, restaurants, here we need to say "YES" to this projects, other cities around us are growing with businesses its time for us, lets start now!

Nothing. We moved here because we like it quiet and we don't want it to change and get bigger & more crowded. We like the plateau just the way it is .... except for our Frontier internet connection.

Venues, downtown life events, live concerts, nightlife better bars for single people/young couples to go too, better restaurants/retail stores/malls, we need a drive inn theater here, another bigger/better hospital here like Vanderbilt Medical Center, we need more jobs/factories, another college here to expand programs like EMT, Paramedic, RN program, Radiology this will keep younger people here to grow the city/county but also bring in newer people here and a bigger/better hospital would attract Drs., Nurses, and staff here; no reason why we shouldn't have a 300 bed Level 2 Trauma hospital here to care for trauma, heart attacks, strokes, but also have a pediatric inpatient here as well we are a large county with lots of children here so it would make sense to have a larger hospital here to expand the care and services here in Crossville besides transferring patients all over TN from Nashville to Chattanooga to Knoxville and everywhere in between, to grow the plateau we first need to grow our hospital then that would attract companies/factories/residents/jobs (Doctors to Nurses to other staff throughout the hospital) to bringing in another college here to expand healthcare programs like (EMT/paramedic/RN/Radiology/OT/PT/Speech/Etc.) all of this would grow Crossville into the right direction, and we could even have a Medical Helicopter stationed here in Crossville as well to help transfer patients into Crossville from surrounding counties being a Level 2 Trauma Center here in Crossville would be the right move for our city county and surrounding counties and state that desperately needs it lets make this happen! Thank you! a lot of citizens agree with this and is behind this growth to better our Hospital that we need here.

Government but disabled participation is difficult therefore seems unwanted.

# Question 6 Results – How do you like living in the Crossville–Cumberland County area?

ANSWER CHOICE	RESPONSE	TOTALS
I love it here and would highly recommend it to my friends and family.	48.64%	339
I like it here and enjoy the area.	33.43%	233
I'm okay with living here.	14.06%	98
I don't like it here.	1.87%	13
I'm looking to move away from the area.	2.01%	14
Total		697

82.07% of people surveyed say they love it here and would highly recommend it to friends and family or like it here and enjoy the area.

# Question 7 Results – How satisfied are you with the following in the area: ARTS & CULTURE?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	8.79%	61
Satisfied	31.70%	220
Neither Satisfied nor Dissatisfied	39.48%	274
Dissatisfied	9.51%	66
Very Dissatisfied	3.31%	23
N/A	7.20%	50
Total		694

40.49% are either satisfied or very satisfied with the arts & culture in the area.

# Question 8 Results – How satisfied are you with the following in the area: CLIMATE?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	36.91%	258
Satisfied	48.50%	339
Neither Satisfied nor Dissatisfied	12.59%	88
Dissatisfied	1.57%	11
Very Dissatisfied	0.43%	3
Total		699

85.41% are either satisfied or very satisfied with the climate in the area.

# Question 9 Results – How satisfied are you with the following in the area: COST OF LIVING?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	45.78%	320
Satisfied	39.48%	276
Neither Satisfied nor Dissatisfied	8.87%	62
Dissatisfied	5.15%	36
Very Dissatisfied	0.72%	5
Total		699

85.26% are either satisfied or very satisfied with the cost of living in the area.



# Question 10 Results – How satisfied are you with the following in the area: ENTERTAINMENT & EVENTS?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	6.70%	47
Satisfied	32.52%	228
Neither Satisfied nor Dissatisfied	29.96%	210
Dissatisfied	23.25%	163
Very Dissatisfied	6.42%	45
N/A	1.14%	8
Total		701

39.22% are either satisfied or very satisfied with the entertainment & events in the area.

# Question 11 Results – How satisfied are you with the following in the area: GEOGRAPHIC LOCATION?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	48.42%	338
Satisfied	41.98%	293
Neither Satisfied nor Dissatisfied	7.74%	54
Dissatisfied	1.29%	9
Very Dissatisfied	0.57%	4
Total		698

90.40% are either satisfied or very satisfied with the geographic location of the area.

# Question 12 Results – How satisfied are you with the following in the area: JOBS/CAREER OPPORTUNITIES?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	2.86%	20
Satisfied	12.86%	90
Neither Satisfied nor Dissatisfied	21.57%	151
Dissatisfied	24.00%	168
Very Dissatisfied	13.00%	91
N/A	25.71%	180
Total		700

37% are either dissatisfied or very dissatisfied with the job/career opportunities in the area.

25.71% responded with N/A.

# Question 13 Results – How satisfied are you with the following in the area: KIDS ACTIVITIES & EVENTS?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	3.20%	22
Satisfied	17.15%	118
Neither Satisfied nor Dissatisfied	59.16%	407
Dissatisfied	17.15%	118
Very Dissatisfied	3.34%	23
Total		688

# Question 14 Results – How satisfied are you with the following in the area: MEDICAL FACILITIES/PROVIDERS?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	9.17%	64
Satisfied	33.95%	237
Neither Satisfied nor Dissatisfied	22.92%	160
Dissatisfied	25.36%	177
Very Dissatisfied	8.60%	60
Total		698

43.12% are either satisfied or very satisfied with the medical facilities/providers in the area.

33.96% are either dissatisfied or very dissatisfied with the medical facilities/providers in the area.

# Question 15 Results – How satisfied are you with the following in the area: OUTDOOR ACTIVITIES?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	21.32%	149
Satisfied	49.21%	344
Neither Satisfied nor Dissatisfied	20.89%	146
Dissatisfied	6.72%	47
Very Dissatisfied	1.86%	13
Total		699

70.53% are either satisfied or very satisfied with the outdoor activities in the area.

# Question 16 Results – How satisfied are you with the following in the area: PARKS & RECREATION?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	19.05%	133
Satisfied	51.00%	356
Neither Satisfied nor Dissatisfied	22.21%	155
Dissatisfied	6.45%	45
Very Dissatisfied	1.29%	9
Total		698

70.05% are either satisfied or very satisfied with the parks & recreation in the area.



# Question 17 Results – How satisfied are you with the following in the area: RELIGIOUS OPPORTUNITIES?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	32.13%	223
Satisfied	35.16%	244
Neither Satisfied nor Dissatisfied	29.54%	205
Dissatisfied	1.59%	11
Very Dissatisfied	1.59%	11
Total		694

67.29% are either satisfied or very satisfied with the religious opportunities in the area.

# Question 18 Results – How satisfied are you with the following in the area: RESTAURANTS?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	2.72%	19
Satisfied	21.78%	152
Neither Satisfied nor Dissatisfied	14.18%	99
Dissatisfied	43.27%	302
Very Dissatisfied	18.05%	126
Total		698

61.32% are either dissatisfied or very dissatisfied with the restaurants in the area.

# Question 19 Results – How satisfied are you with the following in the area: SHOPPING?

ANSWER CHOICE	RESPONSE	TOTALS
Very Satisfied	1.57%	11
Satisfied	13.59%	95
Neither Satisfied nor Dissatisfied	18.45%	129
Dissatisfied	47.50%	332
Very Dissatisfied	18.88%	132
Total		699

66.38% are either dissatisfied or very dissatisfied with the shopping in the area.

**Question 20 Results – Please provide your name, email address and mobile phone number if you would like to receive email and text messaging notifications regarding the Cumberland County area in the future.**

<b>ANSWER CHOICE</b>	<b>RESPONSE</b>	<b>TOTALS</b>
Skipped		388
Name	99.04%	310
Email	98.08%	307
Phone Number	71.25%	223

CITY OF CROSSVILLE

# 2020 Land Use Survey Report



Prepared by Planning Administrator Kevin Dean and Intern Brenton Traxler



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## **Purpose**

The City of Crossville is renewing its 20-year land use plan in accordance with Tennessee Code Annotated Section 13-4-202. The land use plan will guide future growth in the city in a way that will be beneficial to all residents. The survey was meant to inform the public of the various issues to be addressed in the land use plan, gain public buy-in to the process, and acquire input from residents. By survey the residents the city will be able to both ascertain the priorities of its resident and plan on the most effective use of public dollars.

## **Logic**

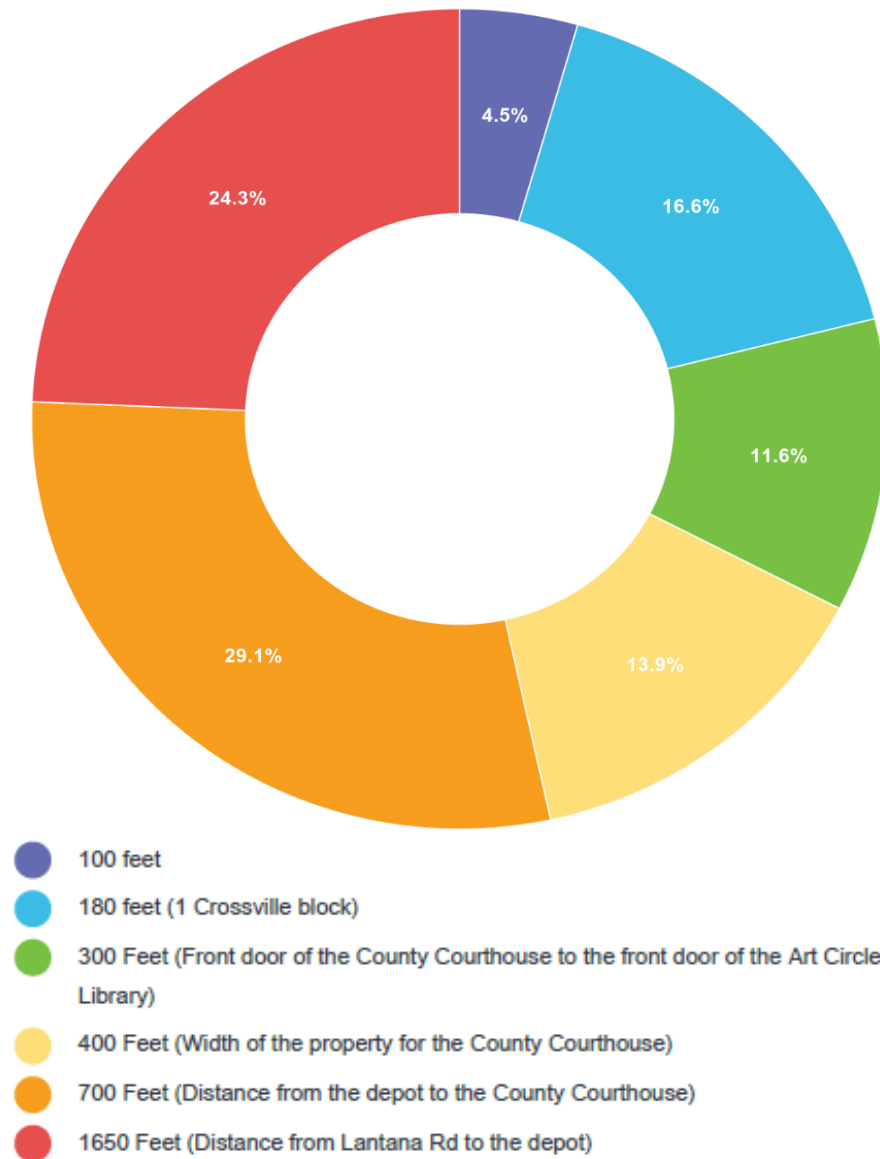
There are several reasons a survey was chose rather than another form of public engagement. First, it is the most cost-effective form of gaining public input. Second, it allows the city to gain rapid and measurable results. Finally, a survey will allow the city to inform the public of the land use plan and issues involved while gaining stakeholder; but allow for a more direct form of public engagement after a preliminary plan based on public values and desires has been created.

In regard to the specific form of the survey, it was decided to have respondents rank issues against other issues rather than ranking the degree to which they favored this issue itself for three reasons. Even though the latter is more accurate as to the public's feelings on each individual land use issue, ranked choice helps to bring out trends which will allow the city to more easily ascertain the publics desired land uses. The second option would also have been more time consuming to process the data. Finally, the time required to take the survey needed to be minimized to encourage participation. Therefore, ranking like issue allowed for fewer questions while still ensuring that each question answered a single, basic question.



## Analyses

**Q1** How far would you be willing to walk if there was a safe, protected path from your vehicle to your work, shopping, dining, or other similar interests? **(Mark one)\***

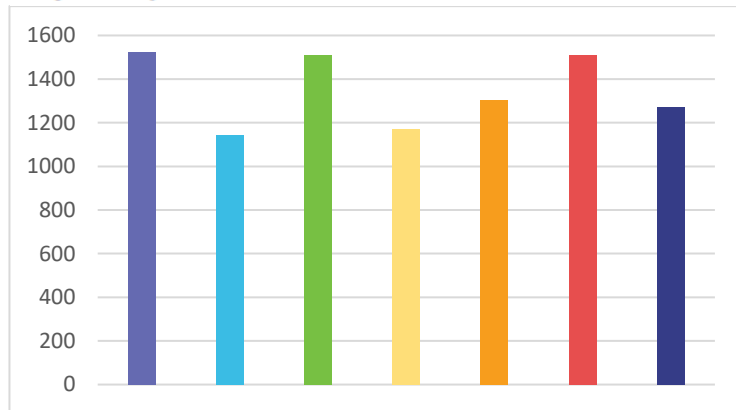


For question one there were two objectives. First, to see whether or not walking infrastructure improvements were likely to be utilized by residents if they were installed. Second, to help address the issue of parking in the downtown area. Almost all possible space that can be utilized for parking has been in the Central Business District (CBD) has been. Without destroying aspects of the downtown that define it as such, it would be nearly impossible to add

parking. A possible solution would be to add consolidated parking such as a parking garage to one corner of the city. This would orient the area towards walking and provide adequate parking to the area.

The results show that over half (53.4%) of respondents are willing to walk large portions of the CBD. While a quarter (25.5%) are willing to walk a moderate distance. The remaining fifth (21.1%) are only willing to walk a short distance. These results demonstrate the possibility of building walking-oriented development in the CBD.

**Q2 Which is the most important land use issue? (Rank from 1 (Most) to 7 (Least important))\***



- Public Spaces (i.e. Parks, recreational areas, community centers, walking and hiking routes)
- Vehicular access/parking
- Pedestrian access/safety (i.e. Crosswalk safety features (such as flashing lights and marked crosswalks), more crosswalks, more sidewalks, safe walking routes between neighborhoods and shopping/recreational areas, consolidated off street parking)
- City streetscaping (i.e. Trees and grow boxes along sidewalks and in the median, wider sidewalks, decorative lighting, attractive store fronts, benches along the sidewalk, space in front of stores for tables and chairs)
- Developing commercial areas 1 (i.e. Shopping centers, retail stores, strip malls, large box stores such as Wal-mart and Lowes)
- Developing commercial areas 2 (i.e. Encouraging commercial in the historic downtown, such building new stores, restaurants, grocery stores, and revitalizing this areas as the business center of Crossville)
- Developing industrial areas (i.e. installing utilities to prepare areas for developers, identifying new sites for development, marketing these sites)

For question two there were two objectives. First, to see if residents sought walking or vehicular oriented development. Second, to see if respondents were more concerned with economic development or the creation of public spaces.

The top three choices indicate walking is a high priority as all three are oriented towards walking. Pedestrian access specifically states this. Public Spaces are typically more walking oriented. The CBD is much denser development and encourages walking. Residents value commercial development but would like it to be located in the older part of town. This coupled with the other two answers in the section demonstrates a focus on public

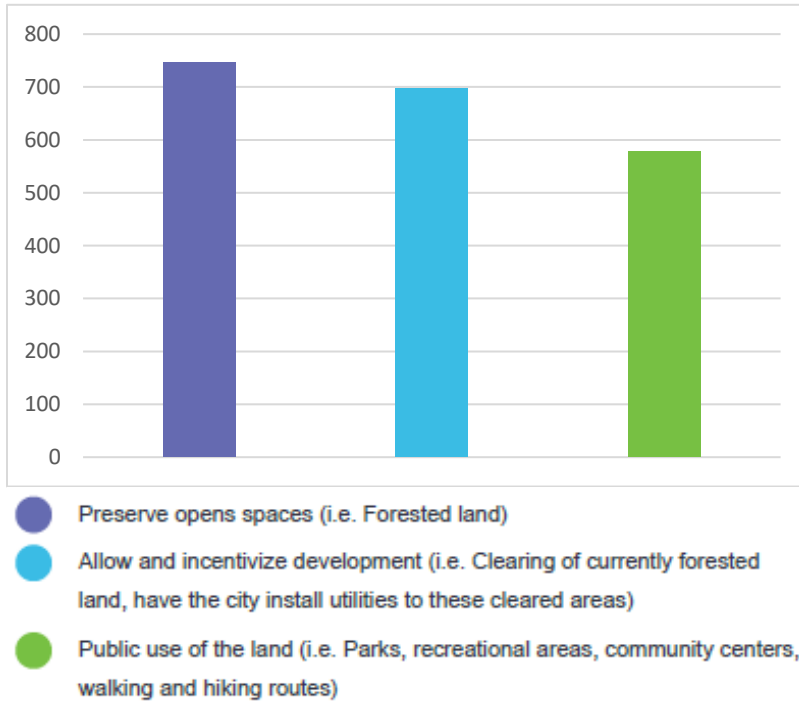
space over economic development.

The second tier of responses demonstrate a much greater focus on economic development. These answer could be either walking or vehicular focused.

The final tier demonstrates that streetscaping and vehicular access is the least important.

Taken as whole the answers indicate that the city’s residents would like to see growth of parks and public spaces and the revitalization of the downtown. They also put a high priority to growing economic opportunities. The majority favor development of pedestrian access over vehicular access.

**Q3 For undeveloped land in the city, which is a priority? (Rank from 1 (Most) to 3 (Least) important)\***



For question three the objective was to see if the city favored conservation or expanded development.

The top two options are mutually exclusive, with the majority favoring preservation of open spaces. Close behind is a desire to clear this land for new development. This demonstrates a strong divide over the desired direction for the city.

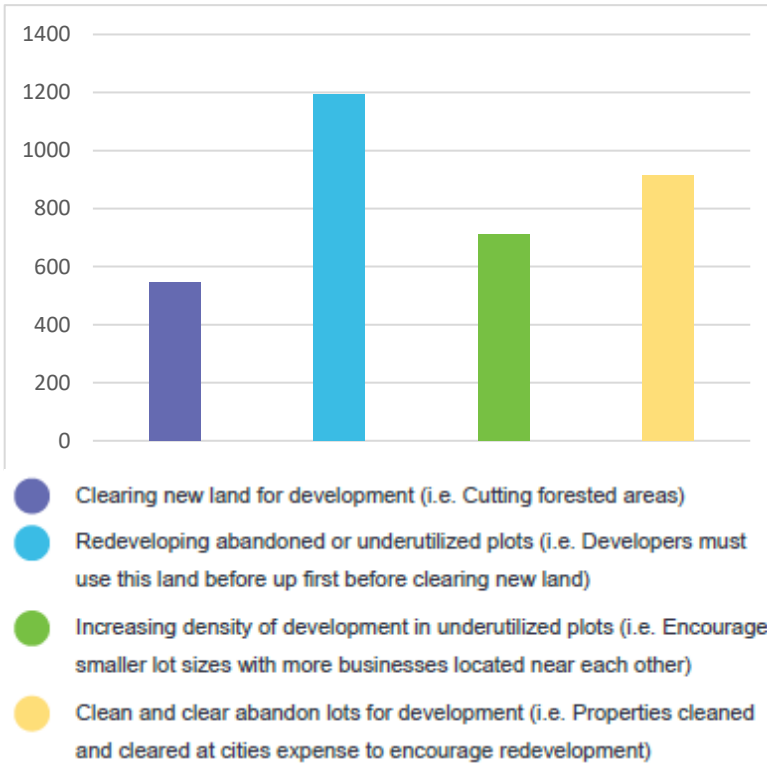
Between preservation of the small town, rural

atmosphere, and expanded economic opportunities

With the third option being more similar to the first than to the second it would seem to tip the balance in favor of preservation over expanded development in previously undeveloped areas. Even so, there is clearly a divide over the desired direction for the future character of the city.

A weakness of this question was that it did not include an option for redeveloping older land. The reason this option was left out was to help answer whether respondents more highly valued open/public space or growth and development. If one had to be sacrificed for the other, which would be most important. The following question helps to resolve this issue by offering several alternatives for development. This question demonstrates that residents tend to favor preservation. But for development that will take place, what form should it take?

**Q4 Which is most important for new development? (Rank from 1 (Most) to 4 (Least) important)\***



For question four the objective was to expound on the previous question. Development is desired for a city to provide expanding opportunities for its residents. The secondary objective was to see what level of government involvement was desired for this process.

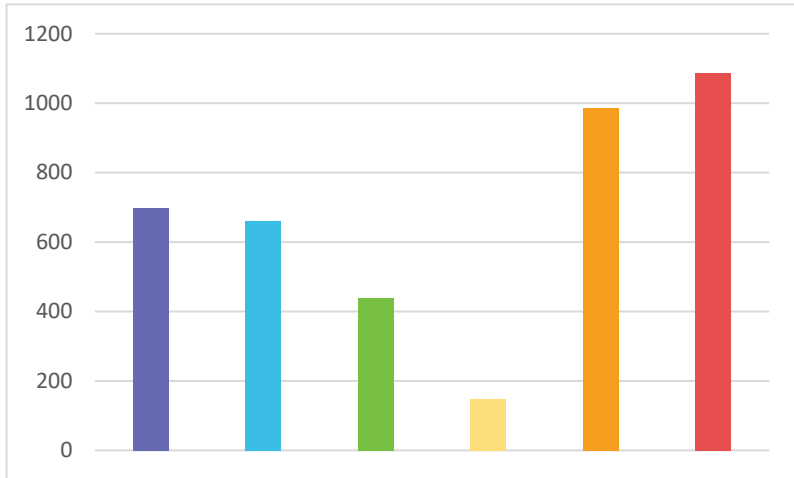
By far the highest vote is to have developers redevelop abandoned lots. The second is for the city to clear these lots. This demonstrates that the residents would like the city

to direct future growth, but are split whether the city should cover the costs of preparing this land for development. It would appear that a majority would like the developers to cover these costs.

Increasing density is roughly half of the votes for the first option and a third of the first two options together. This indicates that residents want to clear blight long before they focus on increasing density.

The fact that the fourth option received less than half the votes of the first, taken with the results of the previous question, indicate that the city wants growth, they just don't want to clear land to get it. Revitalization is a priority over expansion. This is in line with the results of the previous question. For both questions, clearing new land received the least votes. This would indicate a strong desire to maintain a small town and rural feel. The redeveloping of abandoned lots would allow this small-town atmosphere while still allowing for the economic and retail growth that survey takers state that they desire in future questions.

**Q5 Which of the following should be local government's first priority with respect to development of private property? (Rank from 1 (Most) to 5 (Least) important)\***



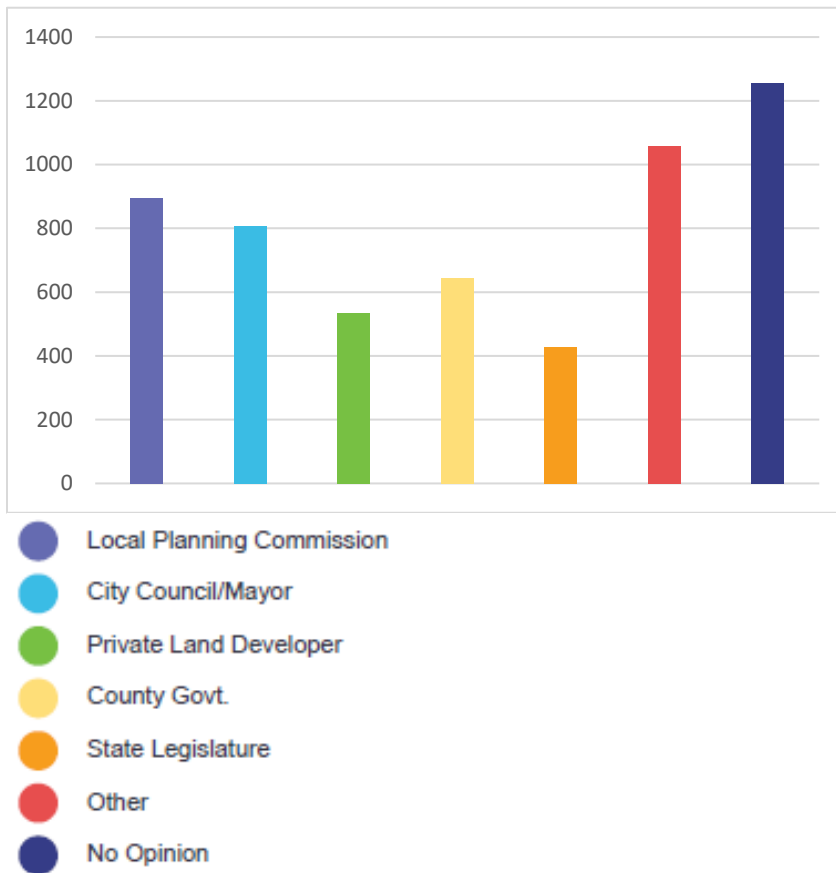
- Protecting existing residents' private property rights and land values (i.e. avoid development that will raise property values; avoid land use requirements)
- Preserving public spaces (i.e. Parks, recreational areas, community centers, walking and hiking routes)
- Providing new affordable housing opportunities (i.e. Low income single-family housing and multi-family developments such as apartments)
- Protecting developer's property rights to develop vacant land as they wish
- Other
- No Opinion

For question five the objective was to see if public or private wishes were the most important in deciding development types. The options given were thought to be in the realm of public authority.

By far the options to receive the most votes are either those that don't know or care enough to choose, or they prefer another focus. Likely this was because they desired an option that is not within the government's authority to promote, such as building retail or restaurants. This is evidenced by answers later in the survey.

The next two options demonstrate a split between the desire develop towards public interests or private. This along with the scores of the next two options would seem to indicate that respondents would like to protect local interests and control over property development. But they are split as to whether the local interests should be public or private driven.

**Q6 Which of the following should have the most input in determining the appropriate level of new development in your community? Rank from 1 (Most) to 7 (Least)**



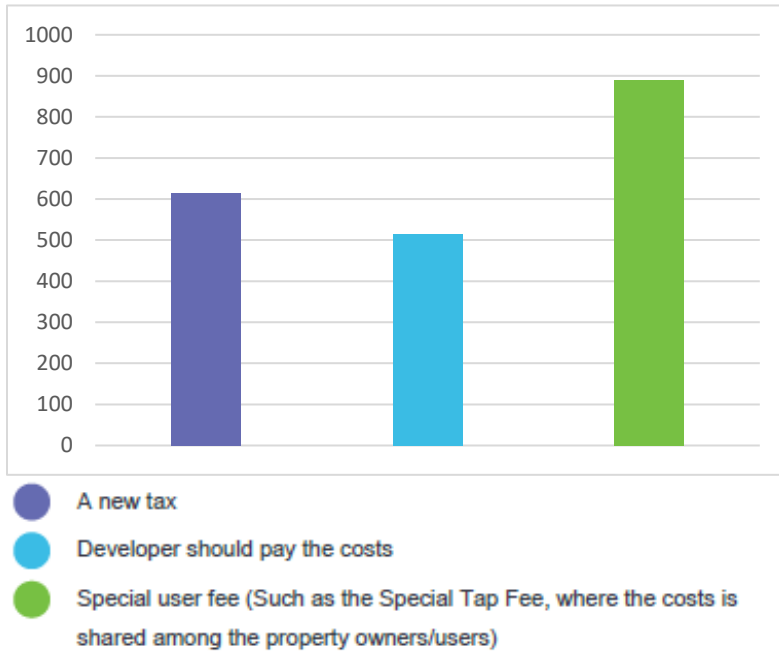
The Objective with the question was to further clarify the previous question. What echelon of government or private entity should be involved in shaping the city's development?

Once again the large majority either don't have any input or would rather an unmentioned echelon, perhaps none at all.

For the next five the respondents demonstrate that if there is to be an input, they would like it to be local. State government

received the lowest score and next was private land developers. This would seem to indicate that respondents would like some level of public coordination on development. But they want it local.

**Q7 How should infrastructure improvements for new development be paid for? Rank from 1 (Most) to 3 (Least) important)\***



The objective of this question was to see whether the burden of new infrastructure costs should be public or private.

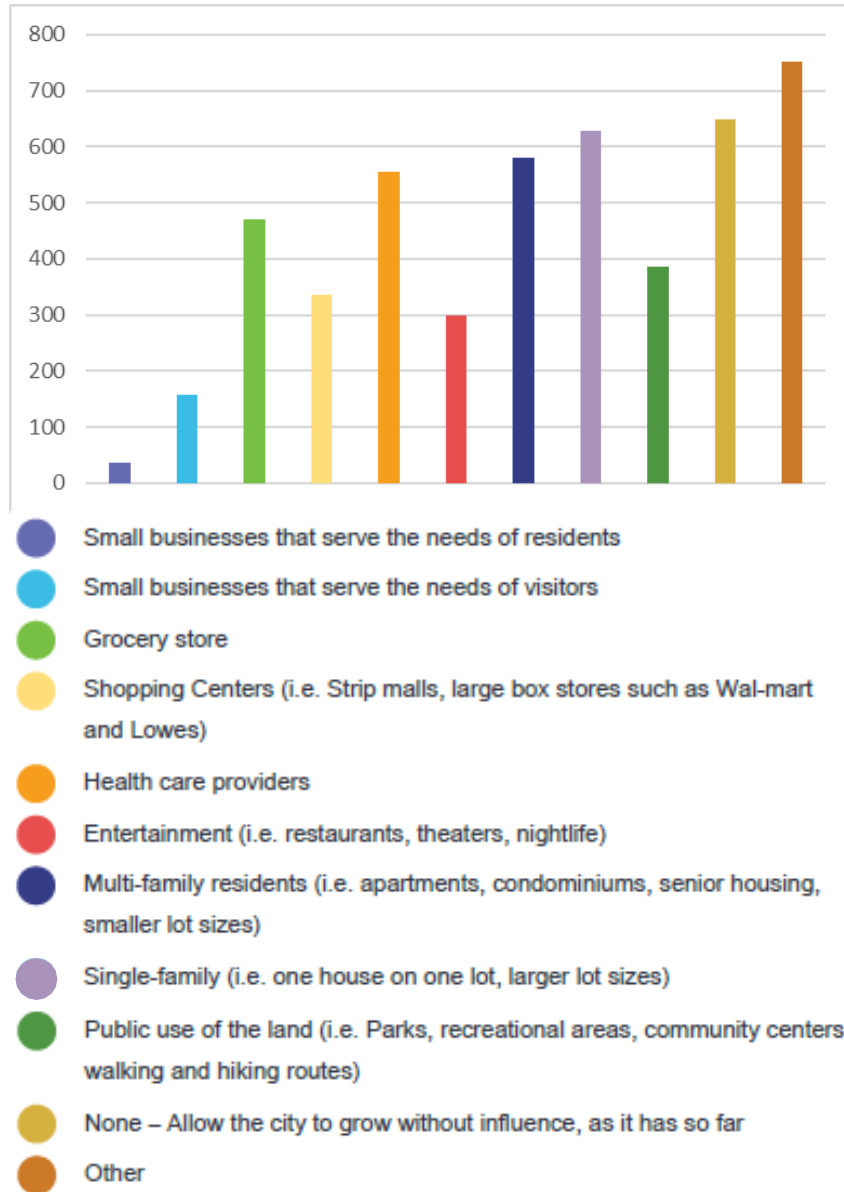
The answers would seem to indicate that a large majority prefer these costs to fall on the users of the services.

The respondents voted surprisingly high for a new tax. The fact that this is voted higher than developers paying the costs

would seem to indicate that respondents do not want to discourage new development with high costs. They would prefer that the end user or the public at large pay the costs.



**Q8 Which kind of private development would you most like to see in Crossville? (Rank top five, 1 being greatest and 5 being least)\***



The purpose of this was to see what land uses, that were outside the authority of city government to directly control, are preferred by residents. If a zoning alternative were passed, this would help guide in its implementation for encouraging certain development types.

Once again none and other rank very high on the list. But not substantially higher than the next two options.

Housing is clearly a priority, with health care following close behind. Respondents are closely split as to the style of housing that should be developed. Grocery

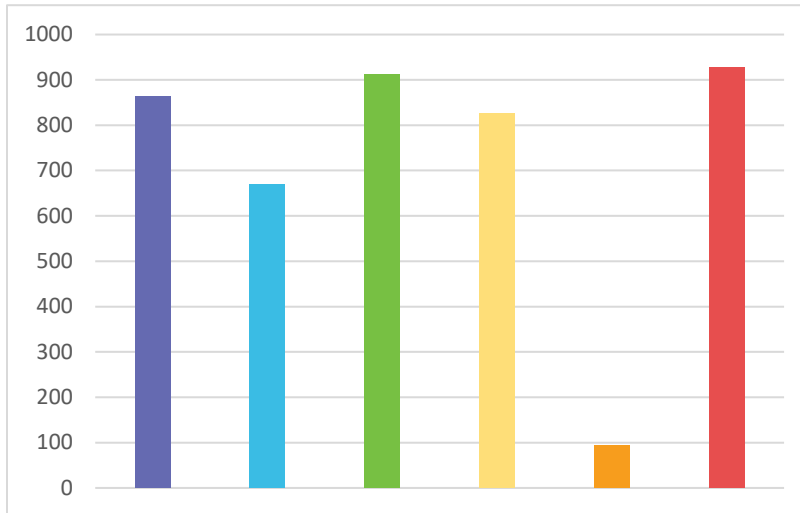
stores score relatively close to health care. Respondents are demonstrating that they prioritize necessities.

The next tier is focused on public use of land for leisure time (retail and entertainment). All options are fairly close in score.

The final options are significantly lower than the other options. It would appear that growing small business is not a priority for residents.

Taken as a whole this question demonstrates that respondents prioritize health and home, then leisure time, and finally jobs.

**Q9** What do you consider to be the most important roles for the city to play in influencing the character of development in Crossville? (Rank top five, 1 being greatest and 5 being least)\*



- Reduce land use conflicts (i.e. By managing the location of single-family, multi-family, and commercial development)
- Manage the density and intensity of new development (i.e. By regulating the size and layout of the lots and buildings)
- Retain and enhance community appearance (i.e. Through landscaping, sign, lighting, and architectural standards)
- Provide incentives such as density bonuses or parking reductions in exchange for improved performance in landscaping or storm water management
- Improve flexibility of development standards
- Other

The objective of question nine was to gain further clarification of what role should be filled by the city if a zoning alternative was created to help implement the 2020 land use plan.

Other does not rate significantly higher on this chart than the other options.

Rated highly are measures to improve land use by deconflicting neighboring uses and improving the appearance of the city.

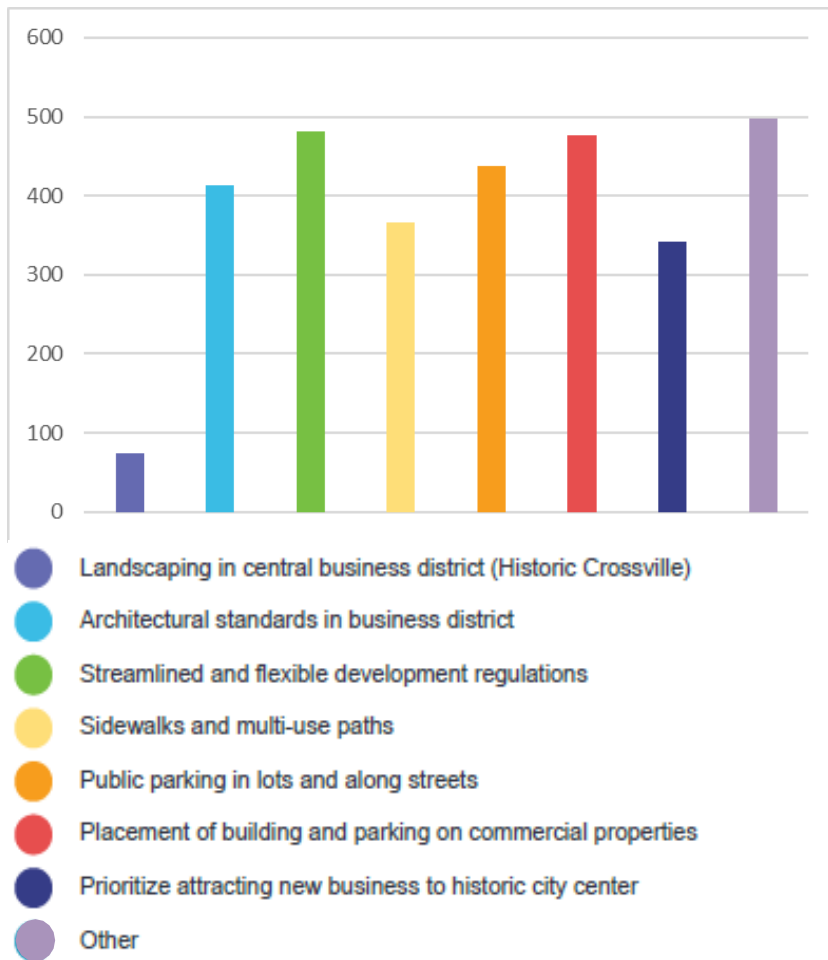
Close behind is a measure to provide incentives for improved efficiency of land use.

There is a relatively large drop to the next category which helps to demonstrate that respondents prioritize incentives over regulation.

The final option rates significantly lower than all the previous options. Taken as a whole this question would seem to demonstrate that respondents do want a guiding standard in the development of the city. But they want it to be general not detailed and incentivized not regulated. The closeness of the scores indicates that this is the general trend, but the respondents are split fairly closely with those that would like more active and regulating government involvement.

**Q10** What do you consider most important to improve the quality of new commercial development in Crossville? (Rank top four, 1 being greatest and 4 being least)\*

The purpose of question 10 is was to further expound on the previous



question. What features of land use would respondents like the city to incentivize or regulate.

Interestingly, several of these responses seem to be at odds with the previous responses. Regulating the layout and use of lots and flexible regulations score highest behind “other”, while on the previous question related options rate lowest.

The next tier of increased parking and architectural standards in the CBD indicate a

desire for practical regulations over aesthetic.

The third tier demonstrates a desire for growth and pedestrian access in the CBD. With landscaping rating significantly lower.

Taken together, these choices seem at odds with the answers in previous and subsequent questions but seem to indicate an increased desire for vehicle access and practical regulations to the CBD.

**Q11 What efforts do you believe are most important to improve the economy of Crossville? (Rank top five, 1 being greatest and 5 being least)\***



The objective of this question was to indicate what sort of growth would attract more people to do business in Crossville. The City is primarily funded through sales tax and so this is an important indicator for future growth.

Other rates relatively high versus its nearest followers. Possibly this is due to a lack of industrial growth as an option, as indicated by write in responses at the end of the survey.

The following five options rank very closely and indicate a fairly even split of opinions.

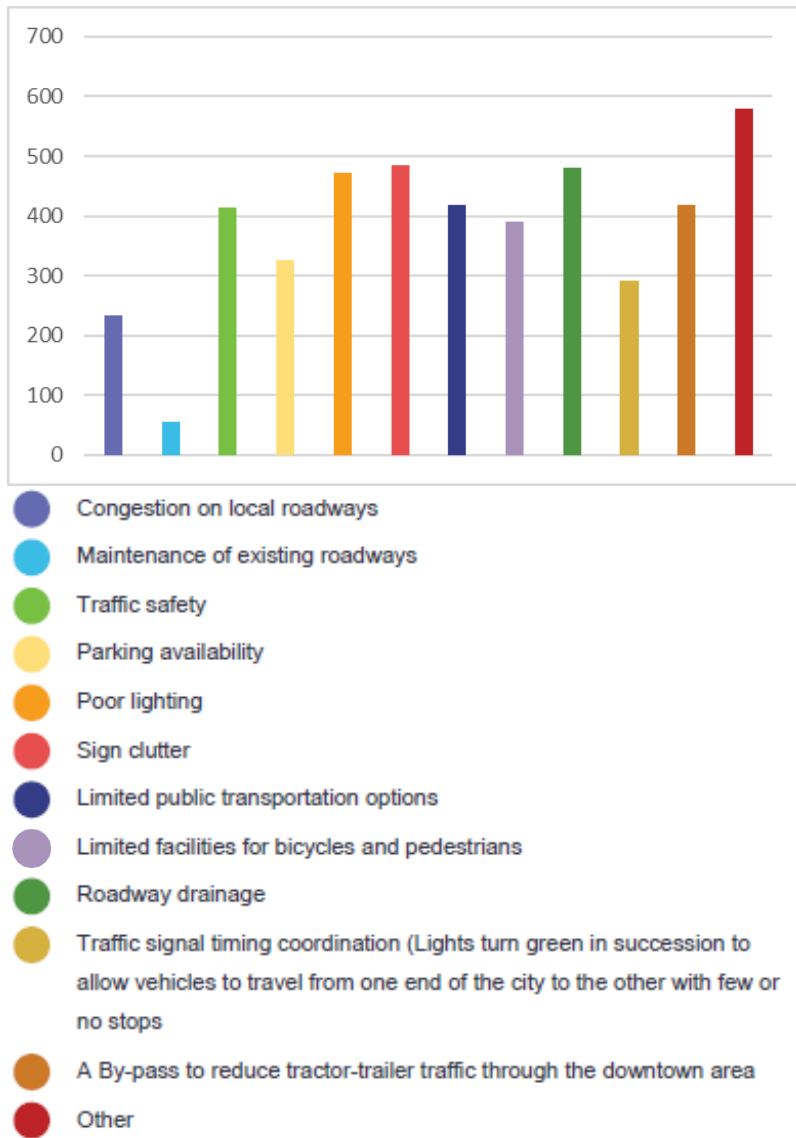
Permanent residents

versus tourism, attracting versus discouraging chain stores and restaurants are fairly evenly split. Reduction of government ranks high and has no counterbalance.

Redevelopment and increasing access to jobs rank very low compared to the main block of scores.

Taken together, these results indicate that the direction that respondents would like the city to take is very split, but they tend to favor growth of places for shop and leisure over jobs and redevelopment.

**Q12 What do you consider to be the most important transportation issues for the city?  
(Rank top five, 1 being greatest and 5 being least)\***



The objective of question twelve was to indicate what factors respondents felt most contributed to traffic issues in the city.

Other rates relatively high, it is not clear why.

The major issues appear to be road auxiliaries. Drainage, excess signage and poor lighting.

This is followed by a series of options that indicate more transport options. General traffic safety, lack of public transit and bike/pedestrian routes demonstrate a desire for roads to be open for many forms of transportation. Although this does not include tractor-trailers, with respondent in this third tier desiring a by-pass to reduce large vehicles in the

congested CBD.

The fourth tier of votes demonstrates that signal timing, parking, and congestion are the lowest concerns for traffic issues in Crossville. Maintenance makes up a negligible portion of the vote which would indicate that respondents are currently satisfied with road maintenance.

Taken as a whole this question would seem to indicate that respondents desire decluttering and auxiliary maintenance around roads, followed by a growth of alternative transportation options, and finally measures to relieve road congestion and improve vehicular access.



**Q13** What do you consider to be most important in creating recreational opportunities?  
 (Rank top five, 1 being greatest and 5 being least)\*

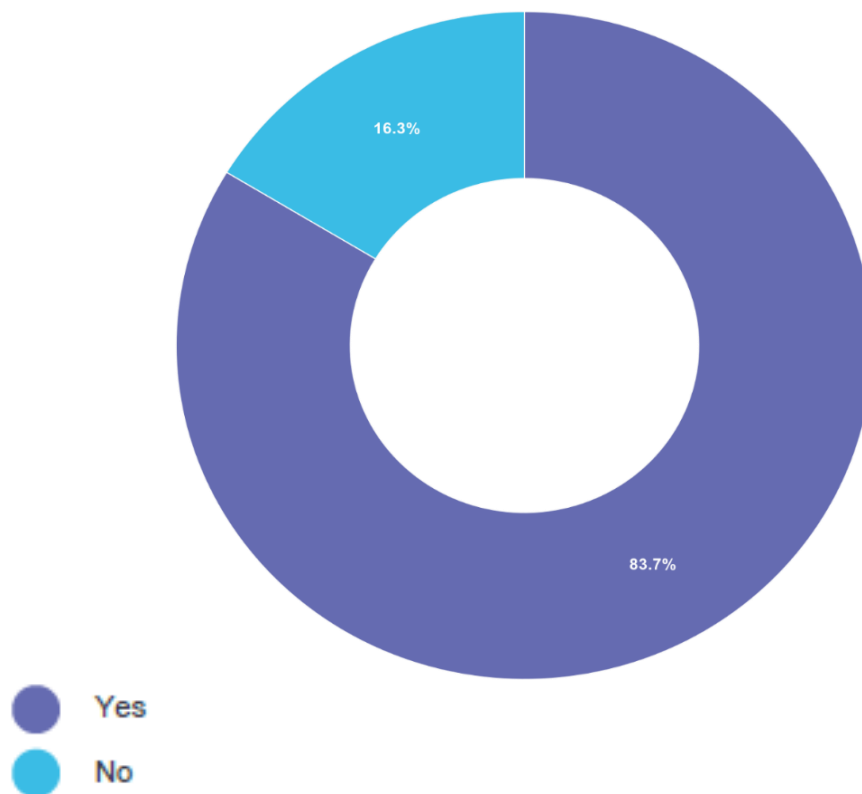
The objective of this question was to see what public uses of land respondents would like to see created or expanded.

After other, the majority of responses are very closely ranked. The answers indicate that respondents would like more places to go to for recreation, increases walking and biking access and routes, and linking these areas to their neighborhoods.

Seasonal events rates highly with the majority of options, while other event-oriented development rates very low.

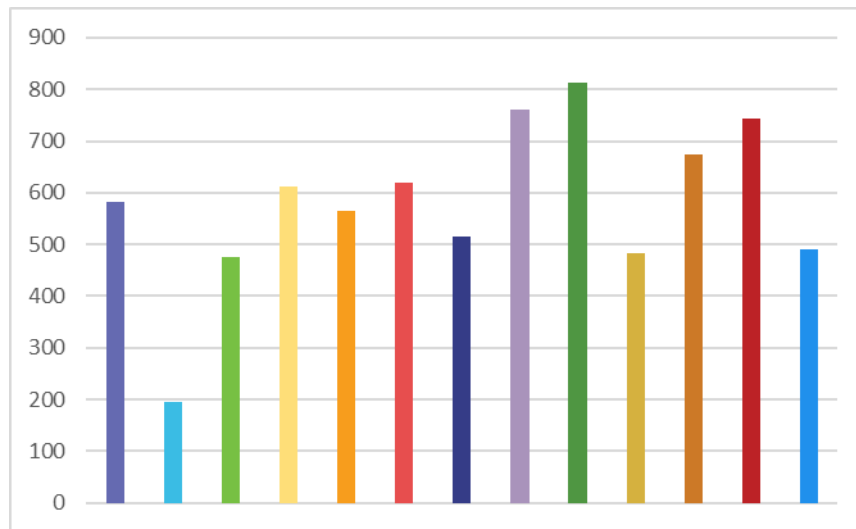
Taken as a whole it would seem that respondents would like a wide variety of recreational options that are easily accessible, but they are not interested in the city organizing recreation or events for them. The notable exception is seasonal events which appear to be popular.

**Q14** Do you favor streetscaping? i.e. Trees and grow boxes along sidewalks and in the median, wider sidewalks, decorative lighting, attractive store fronts, benches along the sidewalk, space in front of stores for tables and chairs)\*



Little explanation is needed for this question. If the city put money into streetscaping, would respondents see this as a worthwhile use of their tax dollars. It would appear that the answer is yes.





- Pickup litter
- Landscape Major Streets
- Storefront Facades
- Decorative paving (In historic district)
- Bury Power Lines
- Public Art
- Decorative Street Lights
- Decorative Street Signs
- Commercial Signs
- Benches along sidewalk
- Wider sidewalks
- Bike lanes
- Parks in central business district (Historic Crossville)

**Q15 If you answered Yes to the previous question, please rank your top seven of the following. (1 being greatest and 7 being least)**

The objective of this quest was to ascertain which types of streetscaping would be preferred.

In the top tier respondents indicate that signage and pedestrian/biking access are their top priorities. These appear to be measures to improve the respondents experience while meandering through the city.

The next tier demonstrate a desire for traveling aesthetic improvements.

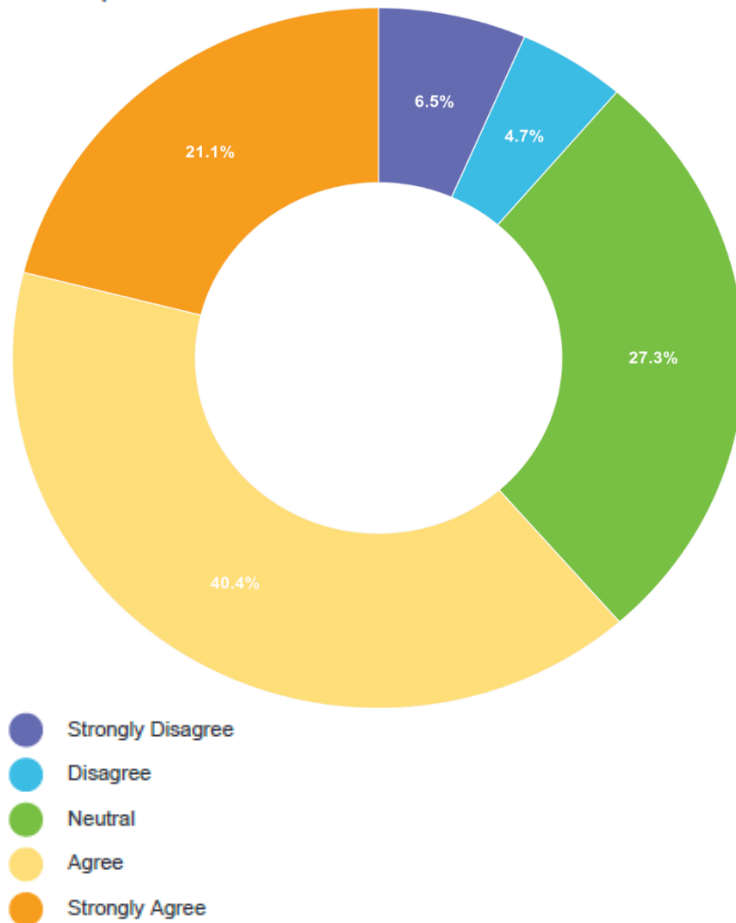
Clearing litter, burring power lines, decorative paving and public art improve the view for those traveling through the city quickly, such as in a vehicle.

The third tier is once again focused on those walking around the CBD and other shopping areas. Storefront facades, decorative lighting, benches along sidewalks, and parks in the CBD are improvements for respondents who intend to spend some time in these areas.

Landscaping major streets is significantly lower than all the other options. It is unclear why this is. Taken as a whole though, the responses indicate that respondents would like to spend more time walking through the city and would like to improve their experience while doing so.

**Q16** To what extent do you agree or disagree with the following statement:

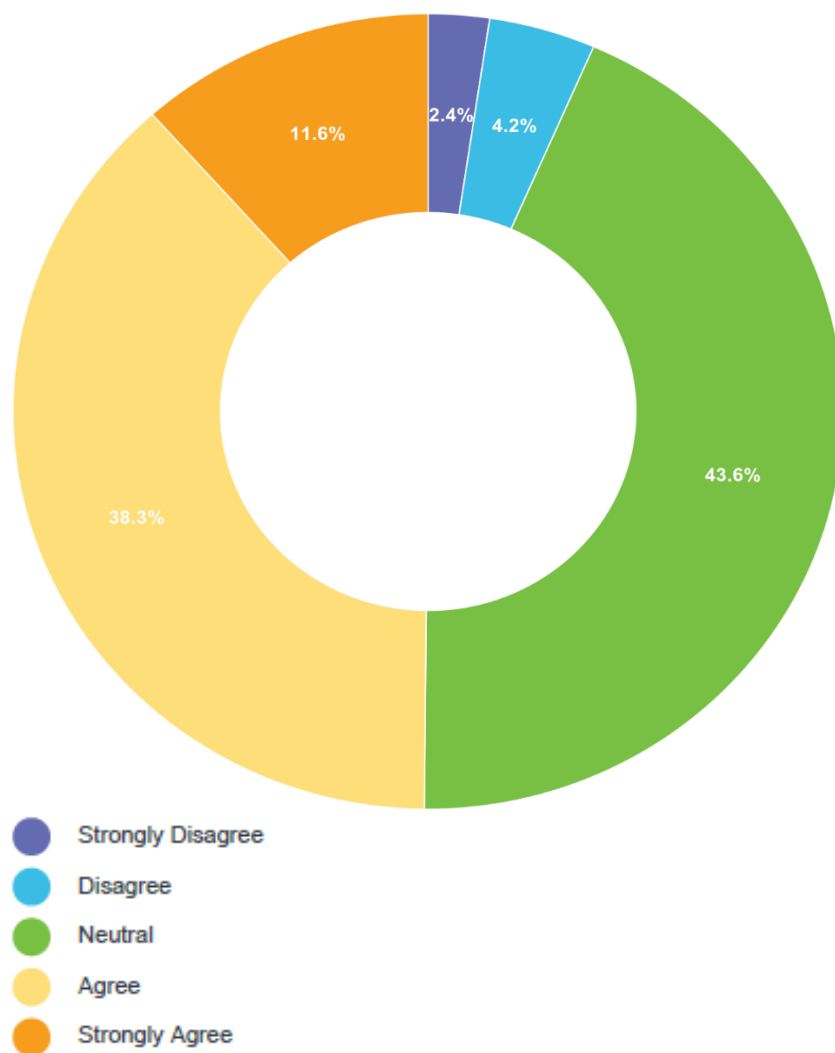
**"Development standards in the historic district should be sensitive to its unique context"**\*



The objective of this question was to see if respondents wanted the CBD to build upon its historic heritage or use new growth to reinvent itself.

This question demonstrates a strong desire to develop the city's historic roots. 61.5% of responded agree or strongly agree with this option. Just over a quarter have no opinion. With only 11.2% preferring to allow standards that depart from historic norms.

**Q17** If any of your top choices can best achieved through a zoning ordinance or zoning alternatives that respects current land uses, how in favor would be you be of zoning/ zoning alternatives?\*



The objective of this question was to see if respondents would be open to an enforcing mechanism of the land use plan. Historically residents have not been open to zoning and so zoning alternative is likely the best choice.

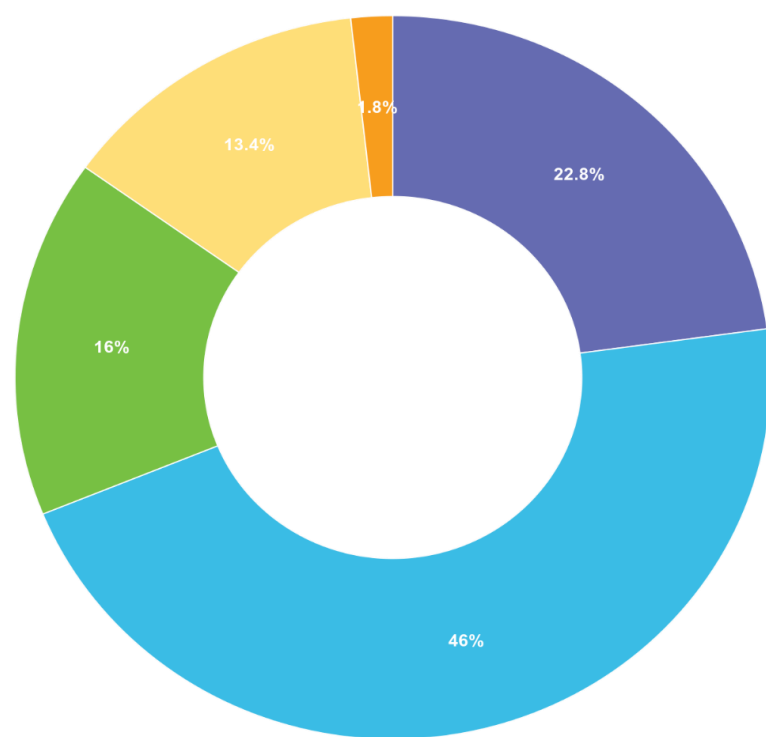
Nearly half (49.9%) agree or strongly agree with zoning or an alternative. Slightly less have no opinion. Only 6.6% disagree or strongly disagree.

The responses to this question indicate that respondents are open to city government taking a more active role in shaping development in the city. Passing a

zoning alternative would be an important step to making the new land use plan an actively used document.

**Q18** To what extent do you agree or disagree with the following statement:

**"Our community is an inviting place for young adults and families"**\*



- Strongly Disagree
- Disagree
- Neutral
- Agree
- Strongly Agree

The objective of this question was to gage how respondents felt about Crossville and its ability to attract or retain young adults. It is important for communities to plan for the future and unfortunately small towns and cities have been dying because young family choose to leave.

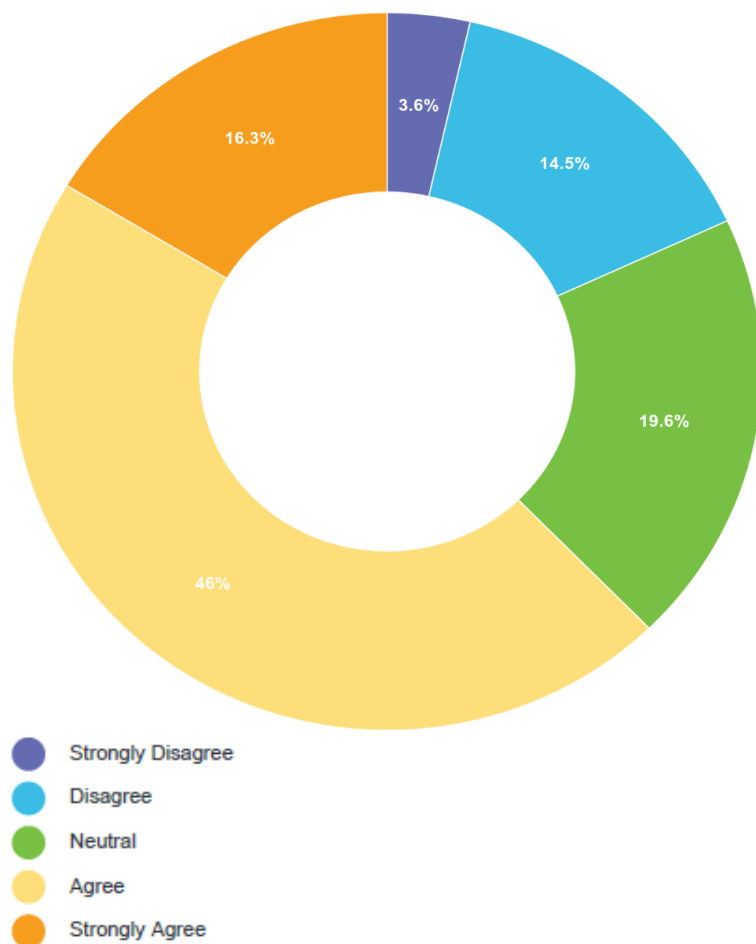
Just over 2/3 (68.8%) of respondents feel that Crossville is not an inviting place for young adults. With only 15.2% believing it is.

Feelings appear to be much stronger on this as evidenced by the relatively small percentage of neutral votes. It is important that Crossville attract young

families to ensure its continued health and vitality.

**Q19** To what extent do you agree with the following statement:

“With improved pedestrian access and safety I would walk rather than drive where possible”\*



walking and biking.

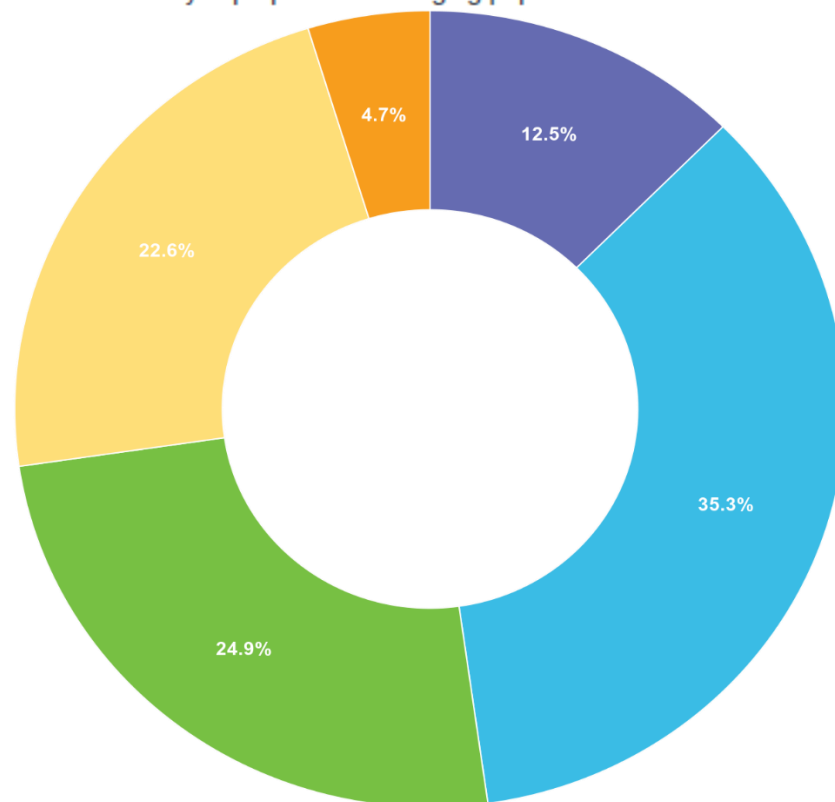
The purpose of question nineteen was to understand whether respondents preferred walking or driving.

Respondents seem to be strongly in favor of walking, with 62.3% agreeing or strongly agreeing that they would walk rather than drive with proper pedestrian access. A sizable minority of 19.1% prefer driving. Once again neutral votes are relatively low.

Taken as a whole the responses would seem to indicate that Crossville needs to continue maintain its vehicle infrastructure, but the majority of transportation growth should be for alternative modes such as

**Q20** To what extent do you agree or disagree with the following statement:

"Our community is prepared for its aging population"



- Strongly Disagree
- Disagree
- Neutral
- Agree
- Strongly Agree

The objective of this question was to be a counterbalance to question eighteen. In preparing for the future it is important not to leave behind the aging populations.

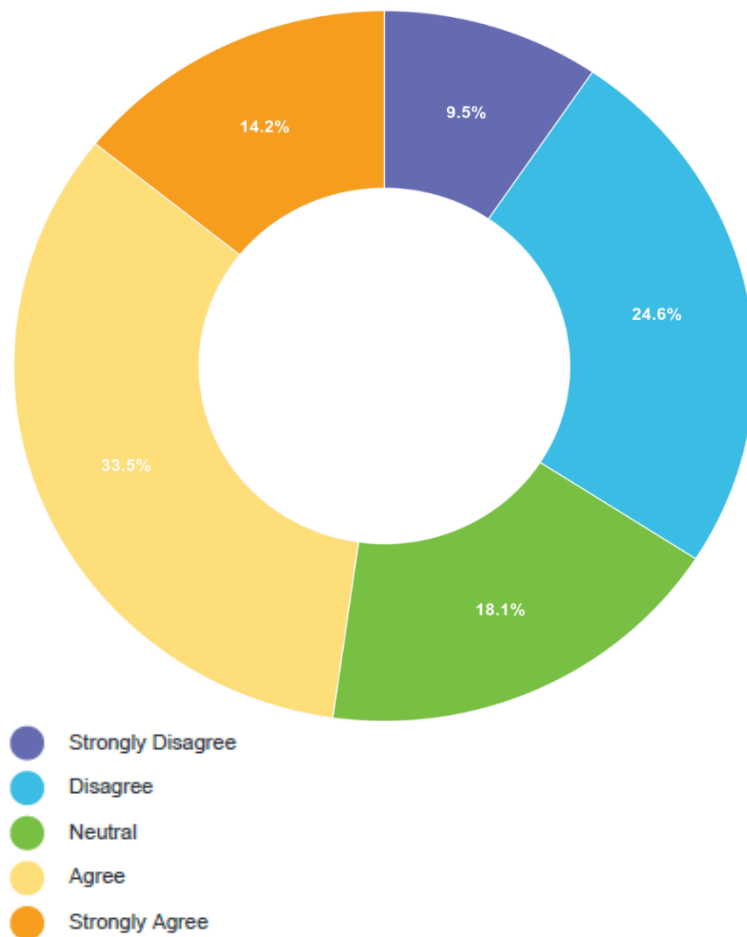
Feelings are somewhat less strong on this question, with nearly a quarter of respondents being neutral. Nearly half (47.8%) feel that the city is not prepared to meet the needs of its aging population. A sizeable minority of 27.3% believe the city is prepared.

The results indicate that there is a feeling that more could

be done to prepare for an aging population in Crossville. But respondents seem to be significantly more confident that the city is prepared for the elderly than it is for the youth.

**Q21** To what extent do you agree with the following statement:

"A lack of adequate parking influences whether I visit certain areas of the City"\*



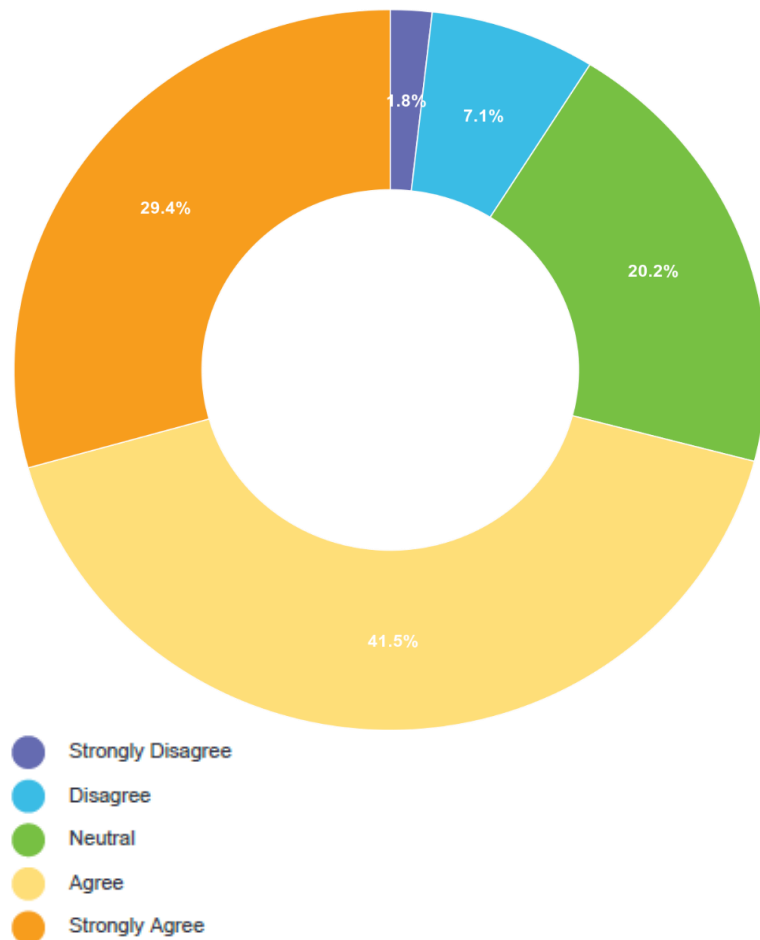
The objective of this question was to see to what degree vehicle access determined how many people would visit various parts of the city.

The weight of votes is in favor of vehicle access being a major indicator with nearly half (47.7%) the votes. Although a significant minority of 34.1% do not consider it a major factor. Nearly a fifth have no opinion.

Taken as a whole the responses would indicate that it is important to maintain a level of vehicle access even while increasing pedestrian access.



**Q22** To what extent do you agree or disagree with the following stating :  
 "I would be more physically active and socially active if I had better access to recreational and cultural opportunities and facilities"\*



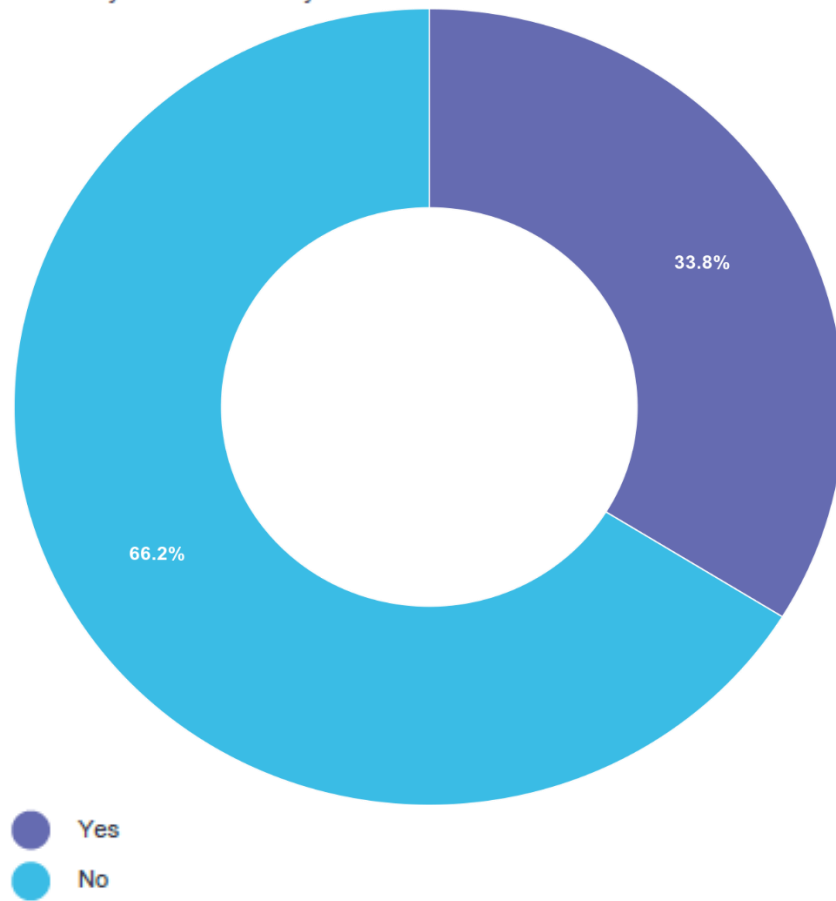
The objective of this quest was to ascertain if respondents would utilize public spaces that they could more easily access from their homes. Such as a greenway that meandered through the city and neighborhoods.

The results are overwhelming. Nearly three quarters (70.9%) of respondents agree or strongly agree that they would more often utilize recreational and cultural opportunities.

The neutral vote is relatively large, but does not negate the large discrepancy, with only 8.9% stating that they would not utilize these resources if made available

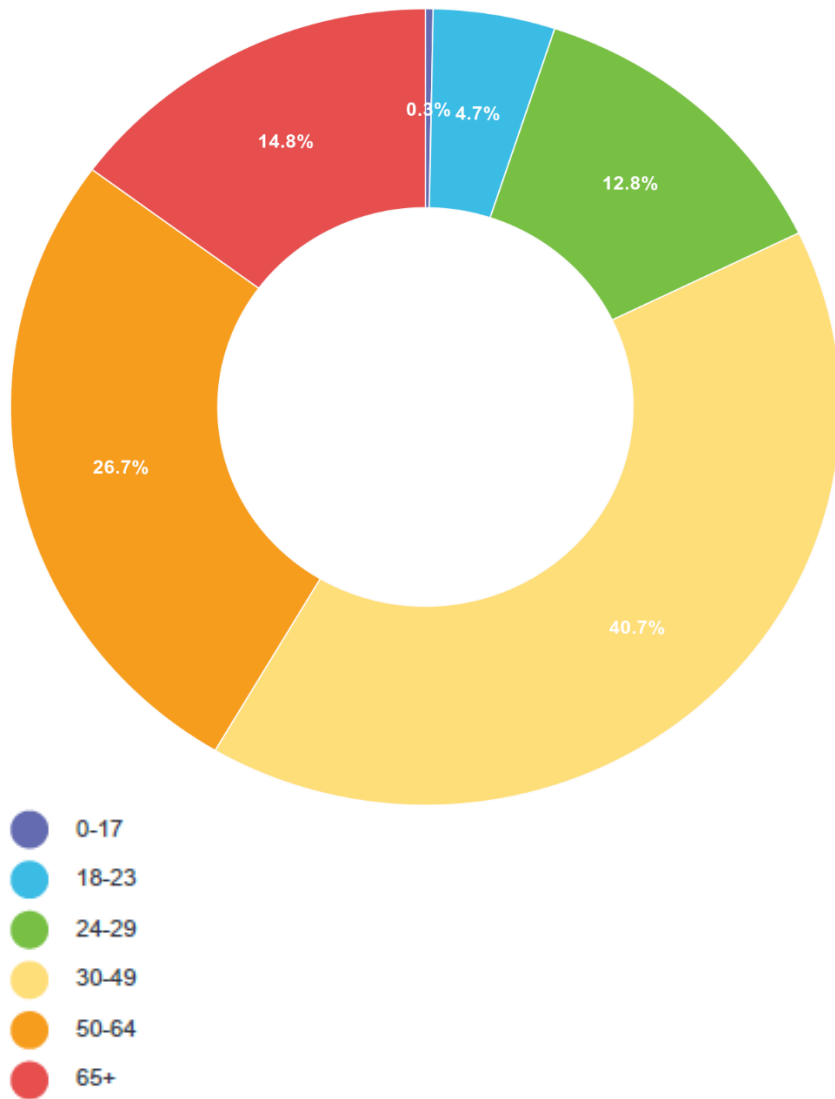
The addition of public places where residents can exercise and interact will build a sense of community and help the city to have a healthier population.

Q24 Do you live in the city limits of Crossville?\*



The objective of this question was to gain statistical data that we could use to help organize and weight the data. Considering that Crossville has a daytime population that includes many persons who are not city residents, it is unsurprising that so many county residents responded.

Q25 Please choose your age range.\*



The objective of this question was once again to gain statistical data.

## Patterns

Patterns in the survey were often difficult to determine as the votes between competing options were often very close. This survey seems to indicate several patterns.

First, that respondents would like to have more public spaces. These vary among a wide variety of types such as city parks, biking and walking paths, and a rec center. As is made clear through the comments at the end of the survey, respondents would like more options for activities in leisure time. Many find themselves traveling long distances for leisure time. Respondents would like their neighborhoods closely connected with their public spaces.

Directly related to the previous option, there were several questions in the survey that indicate that respondents either desire walking oriented development or would be open to using it if it were made available. On every question which had both options for walking and for driving/parking, the walking options were voted higher. Cities are naturally interconnected with roads, but it would appear respondents would like to see this connection made available to walkers and bikers too.

A third pattern was respondents desire for improving the appearance of the city. There were various ways that respondents voted for this and they were often competing and very close in votes received, such as with clearing blight or creating public spaces. But, a pattern was demonstrated that some sort of face lifting mechanism was desired, whether it be through improve development standards, new public spaces, redevelopment, or other aesthetic options.

A pattern that was demonstrated in the write in answers at the end of the survey was that a significant portion of the respondents would like more retail and restaurant options. While this is outside of the city's direct control, Crossville can help to create an environment and pattern of development that will attract these kinds of development.

## **Suggestions**

This survey helped to fulfill several important roles. First, it was the first step in civic engagement for the passage of the 2020 Land-use Plan. It helped to gain input and to a much lesser degree inform the public. It also provided the first stage in gaining public support. By demonstrating to the public that their local government wants their input for policy and by informing them of specific

options it helps to make them a part of the process. But, for gaining public buy-in to the process a survey is a very limited tool.

The survey also had some weaknesses. The primary two are self-selection bias and demographic bias. The first is very hard to address. Those who are more civic minded will be more likely to respond to surveys and so their voices will always be the most heard. Their opinions may or may not be those of the majority. The more opportunities there are for public input, the more likely the city is to receive representation from all portions of the city. The second is an unfortunate byproduct of the chosen form of public input. An online survey will primarily be responded to by those who are more affluent because they have a greater access to technology. It will also be more accessible to those who are more knowledgeable of computer-based technologies and forms. Another weakness was that the questions did not fully allow for a respondent to choose to disagree with all of the options. The “other” option was meant to fill this purpose, but the forum used to host the survey did not allow write-in answers on the same question as multiple choice. We also felt it was important for respondents to fully answer every question so that each question had the widest representation possible. We were not able to ensure this while also allowing for an option to disagree with all options.

To help resolve these weaknesses as well as provide ongoing public input and improved public buy-in, it is advisable that the city have a public work session. This would serve several purposes. First it would help to draw a wider range of respondents. If widely advertised and opened in the evening with the option of childcare services at the event, a work session would be available to many residents who did not have the technical knowledge or the means to participate in the survey.

In addition to having more diverse opinions, the city would also be more likely to achieve a statistically significant sample size. For the size of the county population (Because Crossville is the county seat and its primary source of income is sales tax, the survey was open to all county residents) the city would need 384 respondents as a sample size. The survey had 337 respondents. With the additional input, accounting for those who already took the survey, it is likely that the city would achieve the needed sample size.

A public work session would also address the need for more clarification on several survey questions. It would be possible to see if respondents voting “other” for options that were not on the survey or because they disliked all the options available. Crossville could also use the opportunity to present possible projects to

meet the indicated desires from the survey. In addition to gaining further input on what features respondents would like to see in future public development projects, the presentation and discussion could help gain public buy-in and increase support and trust in the local government. The city could also explain to residents the authority it does and does not have to influence development and demonstrate how certain forms of development relate to attracting other forms.

The survey also indicated that a significant majority of respondents would be in favor of or open to zoning or zoning alternative, with just under half of respondents being actively in favor. An enforcement mechanism is necessary to ensure that the 2020 Land-use Plan is utilized. Due to historic resistance to zoning, as well as research indicating that several zoning alternatives help address weaknesses in standard zoning, one of the following alternatives is suggested.

Traditional zoning has enabled several beneficial trends to include, separation of incompatible land uses, property value security, and facilitating long term planning (Goldstein, 2004).

While zoning is a useful tool, it has received several criticisms through the years. It is rigid and does not easily adapt to changing community needs or desires (Goldstein, 2004). Zoning for a city affects entire regions, but the rational and method of zoning typically is very local to the city or even certain portions of the city. This can lead to unintended consequences and even clashes in regional long-term planning. Third, special interests are able to influence rezoning with those on the losing end having little recourse. The property value security can be hindered if not all together removed depending on the strength of local special interests. A fourth critique is that while zoning keeps incompatible land uses separate, it does not ensure a high standard of development. Zoning tends to separate uses to the point that cities are divided demographically by ethnicity, economic means, and occupation. This provides uneven access to city services and greatly increases infrastructure and transportation costs. The urban sprawl caused by the separation of uses also increases commute times and congestion, and depletes farm and forest land. Finally, zoning tends to reduce the availability of affordable housing within a city (Acker, 1991). It is to meet these deficiencies that several zoning alternatives have been created.

A close relative to traditional zoning is performance or impact zoning. While this method is often an addition to traditional zoning it is not necessary. The premise is that any land use can abut any other land use as long as it can meet the performance standards. These standards are typically quantifiable such as traffic flow, particulate, noise, heat, odor, smoke, noxious gasses, fire hazards,

and industrial waste (Goldstein, 2004) (Acker, 1991). Some municipalities have added less objective standards such as aesthetic, psychological, and cultural criteria which can be difficult to regulate and are innately arbitrary. If a developer can choose not to meet these performance standards but will incur an linkage fee. Linkage fees differ from usage/or impact fees in that their purpose is not to offset the cost of installing infrastructure for the new development. Instead the purpose is to discourage deviations from the land use plan while allow flexibility for changing market demands. The funds are then used to counter the harmful aspects having incompatible land uses near each other. For instance, if a developer chooses to build a manufacturing facility near a neighborhood that produces excess noise and polluted air, then the city may use the funds to put a sound barrier between the facility and the neighborhood. It may also set aside a heavily forested area with a public park to provide an escape for residents from the noxious gasses while also cleaning the air.

While performance zoning's primary improvement on traditional zoning is flexibility, it has several of the same flaws. It is easily manipulated by special interests with the funds to ignore the preferred land use. It is also questionable that the funds could offset the detriment of the incompatible land uses or the choice to not meet performance standards. Often ordinances are still required that prohibit certain land uses from abutting others that are too incompatible. Performance zoning also neglects equitability. An important aspect of land use planning is ensure that development in a city serves all of its citizens, not just the most wealthy or well connected. A final criticism is that this model still does not provide the city with a decent mechanism to shape its land use. It is exclusionary rather than inclusionary. A useful mechanism for enforcing desired land uses needs have features that the city would like to see added to development, not just excluded from. For instance, a distinctive feature of early development in Crossville is Craborchard stone, performance zoning would do nothing to help ensure that this remains a feature of development. Once again, separate ordinances can be added to include these features, but this would lead to a model closer to Houston's "non-zoning" which we will address next.

Houston Texas is the largest city to use this model though it is not the sole example. The primary version of land use control in the city is deed restrictions created by the landowners (Goldstein, 2004). These are often at the neighborhood or community level and provide a level of control over the shaping of that area. The restrictions stay with the deed even as it passes from owner to owner. Another private regulatory entity is the homeowner's association (Qian,



2010). Texas along with California, Arizona and Florida have highly developed regulatory codes for homeowners' associations that guide their actions. This allows these associations to take on many of the functions normally filled by local governments in regulating land use. The city does place restrictions on certain features such as parking, building designs and restricting certain incompatible land uses. Proponents of this system argue that these private arrangements are as effective as zoning and allow for a much more focused and localized regulation of land use (Ben-Joseph & Szold, 2005) (Siegan, 1970). Additionally, they argue that market forces will lead to the most valued use of the land (Siegan, Non-Zoning is the Best Zoning, 1994). There are however significant downsides to this method.

The Primary downside is that the ability of the market to regulate land use separation has been greatly overstated by proponents. High rise office space has been built in residential neighborhoods leading to expensive lawsuits (Stein, 2017). The localized land use regulation that non-zoning allows can also be seen as a detriment that is shared in common with zoning (Goldstein, 2004) (Qian, 2010). The patchwork nature of development of Houston makes it very difficult for planning and integration of land uses across the city or on a regional scale. This can hinder transportation networks, conservation, and economic cohesiveness. Non-zoning also does not address equitability, with the most undesirable land use being built in primarily poor or minority areas of the city. A final note is that not even Houston has whole heartedly held onto non-zoning. For more recent large-scale projects of revitalization, transportation systems, and affordable housing projects the city has increasingly relied on unified land use plans of the various departments and government lead development projects.

Known as transect planning, form-based code, or smart code the third option has growing support among planning communities for its ability to provide flexibility and uniformity. The smart code recognizes two realities that traditional zoning ignores. First, that cities develop best organically. General planning is required to ensure a sense of place, but it is the unique features, the exceptions to the standard that make a place unique and attractive places to live. A mix of uses adds to the livability of a place. Second, that plans must be adaptive in nature, while still addressing equity and avoiding manipulation by special interests. To achieve this smart codes arrange the cities and/or regions into six layers (DPZ CoDesign, 2009). The most central is the urban core and the outer most is rural or natural preserve area. Each layer has a mix of use that are allowed along with its own set of design standards. This design creates a natural flow radiating out so that compatible uses abut one another, and the city does not

sprawl. Smart codes as a mechanism to curb sprawl also encourage infill and redevelopment, both of which were voted as a high priority in the survey. Smart codes have also been shown to increase the diversity of housing types, and land uses which leads to a more interconnected city and equitable land uses (Talen, 2006). The smart code is flexible enough to react to market demands while also avoiding special interests free reign to shape a city with no regard for how the land use effects residents or city cohesiveness. No longer will residents and developers need to seek rezoning for a project. No longer will zoning and rezoning lock a property into a semi-permanent use to the exclusion of all others. Variances to the codes for a given layer allow for increased flexibility, and if a project must be abandoned the property can be repurposed without going through a rezoning process. The smart code manual has a blueprint of standards such is percentage of each housing type in a given layer that can be adjusted to fit local needs.

Smart codes are not without their detractors. Much of the administrative costs associated with traditional zoning will also be applicable to smart codes (Goldstein, 2004). This is a necessary cost for a planned urban environment. Smart codes and traditional zoning are mutually exclusive, any attempt to meld the two will likely lead to the city effectively having traditional zoning. The political capital needed to transfer from traditional zoning can destroy its effective implementation. The latter two are not applicable to Crossville because it has no zoning so not need to transition or overturn an in-place system. The results of the survey demonstrate that there is political capital available to put in some form of regulatory mechanism for land use.

For Crossville the last option appears to be the best. Performance zoning serves better as an addition rather than a system of land use planning by itself. Perhaps it could be applied to areas of the where incompatible uses already abut one another to ensure they do not lower the quality of life. The non-zoning option leads to a patchwork land use policy that is complicated without achieving any major goals of urban planning such as equity, interconnectedness, conservation, traffic flow, redevelopment/infill, and controlling the growth of public spending on infrastructure. A smart code would address the various blighted areas of the city and encourage redevelopment. If the city and the county were to jointly implement this code then it could encourage a natural flow from urban to rural and help preserve rural areas while maximizing the use of urban land. Most

importantly a smart code would avoid the heavy handedness that makes traditional zoning objectionable to many.



(DPZ CoDesign, 2009)

# A Appendix



# A Appendix

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## Example Facility Usage Agreement Brookhaven, Georgia (modified)

THIS AGREEMENT by and between the CITY OF BROOKHAVEN, GEORGIA, a municipal body politic and corporate (hereinafter "CITY"), and MURPHEY CANDLER GIRLS SOFTBALL ASSOCIATION, INC., P.O. Box 46771, Atlanta, GA 31146, a private nonprofit corporation organized under the laws of the State of Georgia (hereinafter "MCGSA").

WITNESSETH:

WHEREAS, City owns and operates Murphey Candler Park located at 1551 West Nancy Creek Drive, Brookhaven, Georgia (the "Facilities") for the purpose of serving the residents of the City of Brookhaven and surrounding areas;

WHEREAS, City recognizes and appreciates the history of Murphey Candler Girls Softball Association, Inc. and its forty-six (46) plus years of serving the local community, and would like for MCGSA to continue providing these valuable services at Murphey Candler Park in a similar fashion as it has in the past for many years to come; and

WHEREAS, MCGSA desires to operate a softball program for the benefit of the residents of the City of Brookhaven and surrounding areas and agrees to utilize space in the Facilities in accordance with the terms and conditions hereinafter set forth.

NOW, THEREFORE, the parties hereto agree as follows:

1. City does hereby grant to MCGSA use of the Space and Shared Space delineated on the layout attached hereto as Exhibit "B" and by reference made a part hereof:
2. The term of this Agreement shall be for a one (1) year period beginning on January 1,



2014 and expiring on December 31, 2014. In accordance with O.C.G.A. § 36-60-13, this Agreement shall terminate absolutely and without further obligation on the part of City on December 31, 2014 and on December 31st of each succeeding and renewed year. However, this Agreement shall be automatically renewed on an annual basis for an additional twelve-month term, for a minimum of fifteen (15) years, upon the same terms and conditions as provided for in this Agreement, unless earlier terminated by City upon a breach of any provision contained herein if such breach has not been cured by MCGSA to the satisfaction of City within thirty (30) days after receipt of written notice from City specifying in detail the nature of such breach. Either party may terminate this Agreement upon written notice as provided herein no later than one hundred and eighty (180) days prior to the conclusion of the initial or any succeeding renewal term. Any termination of this Agreement by City will require approval by the City Council.

3. For the purpose of this Agreement, all notices to be given hereunder shall be in writing and shall be deemed given when deposited in the United States Mail, postage prepaid, certified, and addressed as follows:

(a) City: City of Brookhaven  
4362 Peachtree Road  
Atlanta, GA 30319  
Attention: City Manager

(b) MCGSA:  
Murphey Candler Girls Softball Association, Inc.  
P.O. Box 46771  
Atlanta, GA 31146

4. City designates its City Manager as its representative in all matters pertaining to this Agreement. All requests and issues arising from use of the Facilities should be addressed to the Parks and Recreation Department through its Parks and Recreation Department Director.

5. This Agreement shall be modified by the Special Stipulations attached hereto as Exhibit "A" and are deemed a part of this Agreement. In the event of conflict between this Agreement and the Special Stipulations, the Special Stipulations shall govern.

6. MCGSA shall maintain in force during the term of this Agreement, or any extension or renewal thereof, comprehensive general public liability insurance in the minimum amount of one million dollars (\$1,000,000.00) per occurrence and in the aggregate. City shall be named as an additional insured under MCGSA's policy of insurance, and such policy of insurance shall contain an endorsement stating that it is primary/non-contributory coverage to any other policy of insurance. City shall maintain property insurance in the minimum amount of five-hundred thousand dollars (\$500,000.00) per occurrence for injury or damage to property, and MCGSA shall be named as an additional insured under such policy of insurance. City shall provide MCGSA a certificate of such insurance upon request. MCGSA shall maintain personal property insurance on all personal property of MCGSA.

7. Upon MCGSA's execution of this Agreement, MCGSA shall furnish to City a copy of its comprehensive general public liability insurance policy evidencing such insurance coverage through an insurance company or companies doing business in Georgia and acceptable to City showing:

- (a) City as an additional insured;
- (b) The required endorsement;
- (c) The location and the operations to which the insurance applies;
- (d) The expiration date of the policy or policies; and
- (e) An agreement that the policy or policies certified will not be changed or canceled without prior notice to City.

Prior to ten (10) days before the expiration of any such insurance policy, MCGSA shall deliver to City a certificate or certificates renewing or extending the terms for a period of at least one (1) year, or a certificate or certificates acceptable to City evidencing the required insurance coverage.

8. MCGSA shall at all times exonerate, indemnify, defend and save harmless City from and against all claims or actions, and all expenses incidental to the defense of any such claims, litigation, and actions (including attorneys' fees), based upon or arising out of damage or injury (including death) to persons or property (i) caused by MCGSA or any party engaged in or observing any MCGSA activity, or (ii) sustained on the Facilities in connection with the performance of this Agreement or any extension or renewal thereof or conditions created thereby, or (iii) resulting in whole or in part from a negligent act or omission of MCGSA or anyone directly or indirectly employed by or under the supervision of any of them or in any way arising out of the use and occupancy of the Facilities, and MCGSA shall assume and pay for, without cost to City, the defense of any and all claims, litigation and actions up to, but not exceeding, the limits of MCGSA's insurance policies set forth above.

9. MCGSA shall provide to City a Certificate of Good Standing and a copy of its Bylaws.

10. Both parties agree that the provisions of this Agreement, or any extension or renewal thereof, are not intended to be nor should they be construed in any way to create or establish a relationship between the parties hereto other than that of owner and user, and at all times during the term of this Agreement, or any extension or renewal thereof, MCGSA is to be and shall remain as an independent contractor.

11. This Agreement shall be governed by and construed and enforced in accordance with the laws of the State of Georgia.

12. This Agreement shall be deemed to have been made and performed in the City of Brookhaven, Georgia. For the purpose of the venue, all suits or causes of actions arising out of this Agreement shall be brought in the appropriate courts within DeKalb County, Georgia.

13. Any amendment or modification of this Agreement shall be set forth in writing as an

Amendment to this Agreement, duly executed by and delivered to the parties.

14. MCGSA shall, at the termination of this Agreement or any extension or renewal thereof, surrender up the Space in good order and condition, reasonable use and ordinary wear and tear thereof excepted. At such time, City shall have the right to inspect the Space and report its findings to MCGSA. City shall be entitled to all rights and remedies provided by law including, without limitation, the dispossessory rights and remedies provided in O.C.G.A. § 44-7-49, et seq., as may be amended in the future. MCGSA shall be entitled to retain all equipment and fixtures necessary or incidental to the operation of its softball program.

15. Should any provision or term of this Agreement be determined by a court of competent jurisdiction to be unenforceable, all other provisions and terms shall remain in full force and effect. Additionally, if the court strikes a provision as being unenforceable, it shall be empowered to modify this Agreement to bring about the intent of the parties.

16. This Agreement constitutes the sole agreement between the parties. No oral or written representations not incorporated herein shall be binding on the parties. Any amendments or modifications of this Agreement shall require approval by City Council vote.

17. In the event of a conflict between any provision(s) of this Agreement and any exhibit attached hereto or any previous agreements, the provision(s) of this Agreement shall govern. However, the Special Stipulations shall take precedence over any conflicting terms within this Agreement or otherwise.

18. Without regard to any designation made by the person or entity entering this Agreement, City considers all information submitted in relation to this Agreement to be a public record that will be disclosed upon request pursuant to the Georgia Open Records Act, O.C.G.A. § 50-18-70 et seq., as may be amended in the future, unless a court order is obtained to the contrary.

19. The headings of sections and paragraphs, if any, to the extent used herein, are for convenience and reference only, and in no way define, limit or describe the scope or intent of any provision hereof, and therefore will not be used in construing or interpreting the provisions hereof.

20. Evidence of Compliance by Applicant for Public Benefits (MCGSA)

Pursuant to O.C.G.A. § 50-36-1(f), City contracts within the State of Georgia shall include the following provisions on the Affidavit Verifying Status attached hereto as Exhibit "C" and by reference made a part hereof:

(a) Provide at least one secure and verifiable document, as defined in Code Section 50-36-2;

(b) Execute a signed and sworn affidavit verifying the applicant's lawful presence in the United States, which affidavit shall state:

- i. The applicant is a United States citizen or legal permanent resident 18 years of age or older; or
- ii. The applicant is a qualified alien or nonimmigrant under the federal Immigration and Nationality Act, Title 8 U.S.C., 18 years of age or older lawfully present in the United States and provide the applicant's alien number issued by the Department of Homeland Security or other federal immigration agency.

[SIGNATURES CONTAINED ON THE FOLLOWING PAGES]

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed in counterparts, each to be considered as an original by their authorized representative (counterparts transmitted by scanned signature page shall likewise be considered as an original), on this \_\_\_\_\_ day of \_\_\_\_\_, 2014

ORGANIZATION'S NAME:

CITY:

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Name (Typed or Printed)

\_\_\_\_\_  
Name (Typed or Printed)

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Date:

\_\_\_\_\_  
Title:

\_\_\_\_\_  
Title:

Federal Tax I.D. Number:

ATTEST:

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Signature

**-Special Stipulations-**

# Example Fees and Charges Policy

## Parks, Recreation and Cultural Resources Fees and Charges Policy, Town of Cary, North Carolina

### **Purpose**

*To adopt an official policy to establish a set of fees for charges that are fair and equitable for the use of facilities and equipment and the participation in programs sponsored by the Cary Parks, Recreation and Cultural Resources Department.*

*The Department's mission is to serve, educate, and enhance the quality of life for the citizens of Cary. Our professional staff plans and provides a variety of enjoyable and cost effective recreation, sports, environmental, historical, and cultural arts programs and services. We acquire, develop, beautify, conserve, and maintain a system of parks, greenways, and recreation facilities which will assure quality leisure opportunities for all Cary residents.*

### **Coverage**

*This policy, upon adoption by the Town Council, shall be applicable to all individuals for the use of facilities and equipment and the participation in programs conducted by the Parks, Recreation and Cultural Resources Department until such time as it is altered, modified, or rescinded by the Town Council.*

### **Policy**

*The Cary Town Council hereby establishes the following Parks, Recreation and Cultural Resource fees and charges policy:*

- I. *Statement of Need: Due to the demand for services, operating and capital cost, and the amount of available tax revenues, meeting the level of Parks, Recreation and Cultural Resources Services requested by Cary citizens is a continuing challenge. Therefore, it is necessary for the Town to develop a sound and consistent policy of fees and charges for Parks, Recreation and Cultural Resources services that are both fair and equitable. This policy will enable the Town of Cary to continue to provide quality recreation programs and make necessary program expansions which would not otherwise be possible.*
  
- II. *Statement of Philosophy: A sound policy provides the guiding principles for managing fees and charges while maintaining flexibility to accommodate with new programs, changing demographics and circumstances. The following guiding principles provide the foundation for the Town's philosophy for Parks, Recreation and Cultural Resources Fees and Charges:*
  - A. *To efficiently manage operations in order to provide affordable and diversified services to ensure all Cary citizens equal opportunities.*
  
  - B. *To enhance the quality of life for each individual through recreation opportunities.*
  
  - C. *To provide and maintain facilities for use by the general public.*
  
  - D. *To provide trained and qualified personnel for supervision and instruction in programs and activities.*

- E. *To welcome and actively seek public input in planning and evaluating programs, activities, and facilities.*
- F. *To provide the opportunity for all Cary citizens to participate in a variety of programs and activities and to fully utilize the facilities of the department.*
- G. *To ensure that Cary citizens receive the benefit of lower fees and priority registration.*
- H. *To establish revenue recovery rates that consider market conditions and the cost of providing programs and services.*
- I. *To supplement fees and charges with tax dollars, grants, donations, sponsorships, scholarships, etc.*

III. *Service Level Definitions*

A. *Basic Services: Basic Services tend to preserve and promote physical and mental well-being of the community, provide patron safety, and offer an opportunity for Parks, Recreation and Cultural Resources services, facilities, greenways, and open space to be used by the general public. Typically basic services are available to all Cary citizens on an equal basis and there is little consumptive use of services. Basic services and facilities shall be offered to Town residents at minimal or no charge.*

i. *Basic Services provide general use of parks and outdoor areas such as basketball slabs, open play areas, ball fields, picnic areas, playgrounds, greenways, comfort stations, and satellite tennis courts.*

ii. *Basic services provide for indoor facilities and amenities to include but not limited to community centers, senior, nature, arts, and history facilities.*

iii. *Basic services include but are not limited to town-wide special events and celebrations, program and facility information, community assistance, program planning, public art access and administrative support.*

iv. *Cost of basic services and facilities shall be primarily borne by the general tax base.*

*Criteria for Establishing Fees and Charges for Basic Services*

- i. *Charging a fee aids in the provision of activities of a special interest nature that extends beyond the normal operation. Basic services will continue to support citizen's need with none or minimal charges and not on the propensity to generate revenue for services provided.*
- ii. *When basic services are used, any fees charged for the use of the public recreation facility shall be viewed as a method to continue to provide basic services.*

- iii. *Charging an entry or admission fee to a special event allows for revenues collected to be used in expanding or enhancing the special event.*
- iv. *Charging fees may also serve as an independent function to ration limited activities and aid in discipline or control.*

*B. Supplemental Services: Supplemental Services provide traditional parks and recreation activities that benefit the individual and the community as a whole. Supplemental services are available to Cary citizens on an equitable basis; however, participation is limited based on program and space availability. Supplemental services provide an extended level of benefit for users.*

- i. *Supplemental Services require facilities, supplies, equipment, and/or considerable staff planning and supervision specific to the service. These types of services benefit both the participant and the community due to their educational, cultural, or physical value.*
- ii. *Some examples of Supplemental Services include but are not limited to instructional programs, summer day camp, senior programs, teen programs, concerts, open gym, performances, and youth/adult athletics programs.*
- iii. *The user shall share in the cost of providing supplemental services to offset tax dollar support.*

*Criteria for Establishing Fees and Charges for Supplemental Services*

- i. *The determination to assign a fee for a supplemental service shall be based upon one or more of the following conditions.*
  - a. *The cost per user hour of the service is higher than basic service.*
  - b. *The service uses consumable materials.*
  - c. *The service requires added preparation or clean-up.*
  - d. *The service requires contracted services or instruction at an additional cost.*
  - e. *A fee supports the provision of activities of a special interest nature that extends beyond the normal basic service.*
  - f. *Fees shall be charged to recover supply costs directly related to the supplemental services.*
- ii. *Use of the service tends to be limited to a relatively few individuals or special interest groups of a private nature. Whenever the benefit to the general citizen population is limited, a fee may be assessed*



- C. *Special Services and Facilities: Special Services and Facilities are beyond the scope of traditional leisure services. They primarily provide exclusive benefit to individuals based on public demand and population served.*
- i. *Special services include but are not limited to organized tournaments, trips, private group programs and retail operations.*
  - ii. *Special facilities include but are not limited to reserved areas, lighted ball fields, Tennis Center, picnic shelters, Skate Park, ropes course, soccer/ball field complexes, amphitheater, and specialized reserved equipment.*
  - iii. *Fees and charges are often established based on local market demand.*
  - iv. *Special services and facilities shall recover costs through policies that minimize public tax dollar support.*

#### *Criteria for Establishing Fees and Charges for Special Services and Facilities*

- i. *The fee charged for use of public recreation facilities shall be comparable to the market rates and current fees being charged for like services in the local area.*
- ii. *Identify staffing requirements, costs of material, supplies, contracted services, other Town of Cary departmental support and facility operational expenses.*
- iii. *Identify any incremental revenues that the Special Service or Special Facility generates beyond normal daily operating revenues and expenses.*
- iv. *License Agreement: Special Services and Facilities which are organized, promoted and conducted by an individual, agency, or any other entity shall require a written Agreement outlining the specific services and the responsibilities of the Town and Licensee. The License Agreement will contain fees and charges estimated to recover all direct costs and a portion of the estimated indirect costs.*
- v. *Town's Co-Sponsored Event: Services that are organized, promoted and conducted in part by an outside agency, organization, or individual(s) and are the negotiated responsibilities of both parties as defined by a written Agreement. Any fees assessed to the outside group for facility use shall be established to recover the Town's direct cost at minimum.*
- vi. *Economic Impact: Facilities and special services attracting events that generate visitor spending and/or media exposure, or both such as tournaments and championships is a benefit to both the Town and local economy.*
- vii. *SAS Soccer Park, Cary Tennis Center and Other Special Facilities- SAS Soccer Park and Cary Tennis Center recognized as Special Facilities, under this policy have developed fees and charges specific to these facilities. Facilities which are classified as special facilities will develop and formulate*

*fees and charges policies relative to the special facility. Agreements entered into by the Town for operation of any special facility for management by a private sector entity will specifically address fees and charges within the management agreement.*

- viii. Fees and charges shall support other resources available to the Parks, Recreation and Cultural Resources Department, not replace them or be used to reduce the Town's responsibility to provide public open space and leisure opportunities. They provide a means to continue, and expand as necessary, and the ability to offer, basic, special services and special facilities to Cary citizens. Any surplus revenue from one program may be utilized to offset costs for other programs or activities within the.*

**IV. Rental Fees and Usage**

- A. Special Facilities (i.e. SAS Soccer Park, Cary Tennis Center, Koka Booth Amphitheatre) when not in use for department sponsored or Town co-sponsored activities, may be reserved by organizations and the general public in accordance with established policies and procedures, specific to each Special Facility.*
- B. When not in use for department sponsored or Town co-sponsored activities, designated areas, facilities and equipment may be reserved by organizations and the general public in accordance with established policies and procedures.*
  - i. Area and facility reservation rates will be computed by compiling the applicable personnel costs, hourly utility cost, and any other related cost for the facility being reserved. The fee charged for use of public recreation facilities shall be comparable to commercial or market rates.*
  - ii. Equipment reservation rates will be based upon the fair market value reservation rates as established within the local area. As defined in the annual budget ordinance, equipment reservation rates are in addition to the facility rental rates.*
- C. Charitable Organizations (Non-Town Sponsored Events)*
  - i. Charitable, non-profit IRS 501C(3) recognized organizations, Cary based, community serving organizations who conduct an event on Town property for the purpose of raising funds must pay the established reservation fee calculated to cover the costs to the Town for use of said facility. Reduction in the reservation fee may be discounted as outlined in the adopted Town of Cary Annual Operating Budget.*
  - ii. The charitable organization must provide evidence of comprehensive general liability insurance sufficient to protect the Town against risk. Such evidence must name the Town as an additional insured under the organizations policy.*
- D. Charitable Organizations (Town Sponsored Events)*

- i. *Charitable, non-profit (IRS 501C (3) recognized organizations, Cary based, community serving organizations who are participating in Town sponsored events with the Parks, Recreation and Cultural Resources Department, may be exempt from facility reservation policies when determined in the best interest of the Town.*
- ii. *Recognized charitable organizations participating in Town sponsored events may be exempt from liability insurance requirements.*

E. *Commercial Activities: Profit making commercial entities will not be permitted in any public facility or upon park lands with the exception of SAS Soccer Park, Cary Tennis Center, Koka Booth Amphitheatre and other specialized facilities unless approved in writing by the Director, Parks, Recreation and Cultural Resources.*

F. *School and Town-Owned Facilities*

- i. *As agreed in Town of Cary and Wake County Public School Systems no charges are assessed by either party for use of outdoor areas, fields or courts. Availability of all facilities is based upon the primary owner having priority use and the secondary user requesting access during available periods. Request for use of outdoor areas and facilities must be in written form and approved prior to secondary user authorized access.*
- ii. *Town of Cary and Wake County Public School Systems will require payment of established reservation fees for indoor facilities by secondary users unless defined otherwise in the joint use agreement(s).*

V. *Special Consideration for Fees and Charges Variances*

- A. *Established fees and charges may be waived or reduced by the Director of Parks, Recreation and Cultural Resources if in the Director's judgment it would be in the best interest of the individual(s) or specific program.*
- B. *Persons with disabilities: A system of reduced rates shall be available to residents who by virtue of a permanent disability are financially disabled or restricted in wage earning ability. These reduced user fees shall be established on a case by case basis by the Director of Park, Recreation and Cultural Resources or their designated representative.*
- C. *Senior citizens: Special rates shall be determined for the Department's facilities for residents 55 years and older. Rates shall be determined as defined in the Town Operational Policy for Cary Senior Center, Programs Registration and Fees subsection.*
- D. *Entities or individuals shall not be permitted to use park facilities for financial gain or profit except by waiver or approval in writing of the Director, Parks, Recreation and Cultural Resources. Park facilities are designed to serve the general public on a non-profit basis.*

- E. *Special interest groups or individuals shall be granted no special consideration in the form of reduced rates or free services with the exception of those groups who are affiliated with the Department.*
- F. *Participants may be granted volume discounts for multiple purchases of services or when temporary price adjustments may be beneficial to stimulate and encourage activity.*
- G. *Non-residents shall pay an additional non-resident fee for participating in most programs and the reservation of facilities. These fees shall be assessed to those non-resident individuals who use Cary Parks, Recreation and Cultural Resource services, but make no tax contribution to offset the cost of programs or facilities.*
- H. *Consistent with the Town's philosophy of ensuring all citizens equal opportunity to participate in recreation, this policy recognizes that paying fees may result in inequities for certain individuals, groups, or situations. Therefore, the Department's policy will be flexible and will be implemented according to the following guidelines:*
  - i. *Financial relief will be available for Town residents who are restricted in wage earning power. Residents must be able to substantiate to the Park, Recreation and Cultural Resources Director or designee, proof of financial need.*
  - ii. *All information provided will be confidential and used only for the purpose of establishing eligibility for any fee reductions.*
  - iii. *PRCR Scholarship Programs: The Town provides citizens the opportunity to apply for scholarships and/or reduction of fees for Parks, Recreation and Cultural Resources' programs. In order for a citizen to be considered for a scholarship and /or reduction of fees, a Fee Waiver request form must be completed for review. There are three options for consideration in the PRCR Scholarship Program.*
    - a. *PRCR Scholarships may be awarded for full costs and all fees waived.*
    - b. *PRCR Scholarships may be awarded with a reduction of fees with the citizen paying a portion and the remaining balance paid from the Scholarship fund.*
    - c. *A payment plan agreed upon between the citizen and the PRCR Department may be implemented.*

VI. *Customer Satisfaction*

- A. *Cary Parks, Recreation and Cultural Resources Department continually strives to provide quality programs. We offer a satisfaction guarantee policy for programs in which customers participate.*
- B. *In the event that the customer is not satisfied, the Town shall offer three options for the customer.*

- (i) Repeat the program at no charge, or;
- (ii) Receive a credit that can be applied to any other program, or;
- (iii) Receive a refund (processing takes approximately 2 weeks)

C. This satisfaction guarantee is based on our goal of providing quality programs. To obtain a Satisfaction Guarantee request form, contact any Parks, Recreation and Cultural Resources facility. You will be asked to share the reason for your request. Requests must be made in writing no later than 10 days after the completion of the program. We encourage you to contact us with your suggestions and comments:

Cary Parks, Recreation and Cultural Resources Department  
P.O. Box 8005  
Cary, NC 27512-8005  
(919) 469-4061

D. Adult sport leagues, trips, consumable program supplies, retail sales, daily admissions, facility memberships, facility rentals, special events or tickets to entertainment or sporting events are exempt from the Satisfaction Guarantee. The Town of Cary reserves the right to limit use of this Guarantee by an individual or group on a case-by-case basis after thorough review of circumstances and/or history.

#### VII. Retail Sales of Merchandise

A. The Cary Parks, Recreation and Cultural Resources Department provides items for sale to the general public for a variety of reasons. Three types of resale operations have been identified currently within the department:

- B.
  - i. Retail Sales Operations
  - ii. Concessions Operation
  - iii. Sale of retail items at cost as a Programs Service

A. Retail Sales Operation are purchased wholesale and priced accordingly to comparable market prices within the local area. For the purpose of retail sales operations, sales are available as a customer convenience and not for the sole purpose of being competitive with local merchants and retailers.

- B.
- C. Concessions Operations are purchased at wholesale and sold at retail prices established as comparable market prices within the local area. In arrangements through Concession Agreement with vendors, prices are set by vendors and approved by the Town.
- D.
- E. For various programs offered by the Department, program supplies are purchased at retail and sold to the program participant at the same retail price. When items are typically purchased in bulk by the Town at retail price such as clay for use in classes, product price may be increased to recover studio usage such as wheels, firing, and glazes.

VIII. *Alternative Sources of Revenue*

A. *Grants*

- i. *Employees of the Department or Town are encouraged to investigate the possibilities of securing a grant or sources of outside funding for departmental facilities and programs.*
- ii. *The Director of Parks, Recreation and Cultural Resources or their designated representative(s) shall act as the initial contact for all grants and funding sources relative to Parks, Recreation and Cultural Resources.*
- iii. *All grant applications, donations or alternative funding sources must be approved by the Director of Parks, Recreation and Cultural Resource, Town Manager, Town Finance Department and Cary Town Council as required.*

B. *Unrealized Revenue for Parks, Recreation and Cultural Resources*

- i. *With proper authorization, solicitations, sponsorships, sales, benefits, donations or gifts, may be received in, during, or as a part of Town sponsored programs.*
- ii. *Receipt of any non-programmed or unrealized revenue must be previously approved by the Director.*
- iii. *Funds collected in any manner during a Town sponsored program or event shall be handled in accordance with established Town or Department policies and procedures. A clear and definite audit trail for handling all funds must be maintained according to policy and procedure.*

IX: *Computation of Fees and Charges: For parks, recreation and cultural activities offered by the Town on a fee basis, fees computed on a percentage basis shall be rounded downward to the nearest dollar when the result ends in .01-.49 and upward to the nearest dollar when the result ends in .50-.99.*

X. *Evaluation of Policy and Fees: In January of each year, or at intervals deemed appropriate by the Director, administrative fees and charges for the various programs and related fee schedules shall be reviewed. All recommendations for policy changes or fee adjustments shall be approved by the Town Council prior to implementation.*



# Survey Questions

## Crossville Parks + Recreation Survey

Dear Resident:

Welcome to the Crossville Parks and Recreation Survey. In an effort to improve services and guide the future development of programs and facilities, Crossville is conducting a strategic parks and recreation master plan. A major component of this process is extensive public input, which includes this community survey.

Your participation in this survey is crucial in determining the future direction and goals of our community's parks and recreation. Even if you do not currently participate in any park programs or utilize the park system in any way, your survey answers will still be important. Thank you for your time and valuable input.

Sincerely,  
 City of Crossville  
 Parks and Recreation Department

**1. How would you rate the Crossville Parks and Recreation programs and activities?**

- Consistently high quality
- Consistently good
- Quality varies with programs
- Consistently poor quality

**2. Overall, how well do you think the following facilities, programs and activities provided by Crossville are currently meeting the needs of the community? Please check appropriate response.**

	Not Enough	Almost Enough	Enough	Too Many
Parks/Park Land	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Trails/Greenways	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Recreation Programs/Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Athletic Facilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Athletic Programs/Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fitness Programs/Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Senior/Active Adult Programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Arts Programs and Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Adventure Programs/Activities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Community-wide Special Events	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Aquatic Programs/Facilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



## Crossville Parks + Recreation Survey

**3. Using the list below, indicate how often you take part in the following parks and recreation programs:**

	Very Often	Often	Occasionally	Never
Individual Activity - walking, bicycling, picnicking, fishing, flying kites, bird watching, instructional program, visiting a playground and/or skateboarding	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Organized Group Activity - soccer, baseball, football, tennis, volleyball and/or horseshoes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Special Events - Waterfest, 4th of July Fireworks, Christmas Parade, performances at Palace Theater and/or the downtown amphitheater	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Senior Program - Bingo, cards, billiards, walking, fitness and classes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**4. For each of the parks listed below, please indicate how often you and or members of your household have visited in the past year.**

	1-5 visits	6-11 visits	12 or more visits	No visits this year	Not aware of this park
Athletic fields at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Horseshoe facilities at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog park at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Skatepark at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Walking trail at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Playground at Centennial Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Duer Soccer Complex	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Garrison Park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Meadow Park Lake	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Amphitheater in Downtown Crossville	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**5. Please indicate if any of the following prevents you and/or members of your household from using Crossville's parks, facilities or trails? Please check all that apply.**

- |   |  |
|---|--|
| <input type="checkbox"/> Not interested in recreation       | <input type="checkbox"/> Accessibility concerns (lacks wheelchair access)              |
| <input type="checkbox"/> Lack of money                      | <input type="checkbox"/> Belong to private organization that meets my recreation needs |
| <input type="checkbox"/> Not aware of facilities available  |  |
| <input type="checkbox"/> Lack of amenities – please explain |  |
| <input style="width: 80px; height: 15px;" type="text"/>     |  |

## Crossville Parks + Recreation Survey

**6. Listed below are some projects that Crossville may consider adding if funding is available. Please indicate what you feel is the level of need for each item.**

	Much Needed	Somewhat Needed	Uncertain	Probably Not Needed	Definitely Not Needed
Provide more paved trails for running, walking and bikes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide an indoor recreation facility with an indoor track, pool, gym, programming rooms and senior facilities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide more programs/classes (example: fitness, art, etc.)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Develop football fields	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Build a splash pad	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide a nature center and nature trails	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide more playgrounds	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Offer more events (example: festivals, concerts, movie night)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provide more pavilions/rental shelters in parks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

## Crossville Parks + Recreation Survey

**7. Please place a check next to the Youth and Adult Sports that you OR members of your family have and/or would like to participate in:**

	Have Participated	Would Like to Participate
1. Youth Sports: Archery	<input type="checkbox"/>	<input type="checkbox"/>
2. Youth Sports: Baseball League	<input type="checkbox"/>	<input type="checkbox"/>
3. Youth Sports: Basketball League	<input type="checkbox"/>	<input type="checkbox"/>
4. Youth Sports: Cheerleading	<input type="checkbox"/>	<input type="checkbox"/>
5. Youth Sports: Disc Golf League	<input type="checkbox"/>	<input type="checkbox"/>
6. Youth Sports: Flag Football	<input type="checkbox"/>	<input type="checkbox"/>
7. Youth Sports: Indoor Soccer	<input type="checkbox"/>	<input type="checkbox"/>
8. Youth Sports: Lacrosse League	<input type="checkbox"/>	<input type="checkbox"/>
9. Youth Sports: Select Soccer League	<input type="checkbox"/>	<input type="checkbox"/>
10. Youth Sports: Skating/Skateboarding	<input type="checkbox"/>	<input type="checkbox"/>
11. Youth Sports: Soccer League	<input type="checkbox"/>	<input type="checkbox"/>
12. Youth Sports: Softball - Fast Pitch	<input type="checkbox"/>	<input type="checkbox"/>
13. Youth Sports: Special Needs League	<input type="checkbox"/>	<input type="checkbox"/>
14. Youth Sports: Sports Camp	<input type="checkbox"/>	<input type="checkbox"/>
15. Youth Sports: Swim Team	<input type="checkbox"/>	<input type="checkbox"/>
16. Youth Sports: Tackle Football	<input type="checkbox"/>	<input type="checkbox"/>
17. Youth Sports: Tennis Programs	<input type="checkbox"/>	<input type="checkbox"/>
18. Youth Sports: Track Team	<input type="checkbox"/>	<input type="checkbox"/>
19. Youth Sports: Travel Baseball League	<input type="checkbox"/>	<input type="checkbox"/>
20. Youth Sports: Volleyball	<input type="checkbox"/>	<input type="checkbox"/>
22. Adult Sports: Baseball Leagues	<input type="checkbox"/>	<input type="checkbox"/>
23. Adult Sports: Co-ed Basketball	<input type="checkbox"/>	<input type="checkbox"/>
24. Adult Sports: Co-ed Volleyball	<input type="checkbox"/>	<input type="checkbox"/>
25. Adult Sports: Disc Golf Leagues	<input type="checkbox"/>	<input type="checkbox"/>
26. Adult Sports: Fishing Leagues	<input type="checkbox"/>	<input type="checkbox"/>
27. Adult Sports: Flag Football Leagues	<input type="checkbox"/>	<input type="checkbox"/>
28. Adult Sports: Golf Leagues	<input type="checkbox"/>	<input type="checkbox"/>
29. Adult Sports: Indoor Soccer	<input type="checkbox"/>	<input type="checkbox"/>
30. Adult Sports: Kayaking/ Canoeing Classes	<input type="checkbox"/>	<input type="checkbox"/>
31. Adult Sports: Kickball Leagues	<input type="checkbox"/>	<input type="checkbox"/>
32. Adult Sports: Outdoor Fitness Classes	<input type="checkbox"/>	<input type="checkbox"/>

**Crossville Parks + Recreation Survey**

33. Adult Sports: Over 50 Basketball Leagues	<input type="checkbox"/>	<input type="checkbox"/>
34. Adult Sports: Soccer	<input type="checkbox"/>	<input type="checkbox"/>
35. Adult Sports: Softball Leagues	<input type="checkbox"/>	<input type="checkbox"/>
36. Adult Sports: Special Needs Leagues	<input type="checkbox"/>	<input type="checkbox"/>
37. Adult Sports: Swim Team	<input type="checkbox"/>	<input type="checkbox"/>
38. Adult Sports: Tennis (team)	<input type="checkbox"/>	<input type="checkbox"/>
39. Adult Sports: Ultimate Frisbee	<input type="checkbox"/>	<input type="checkbox"/>
40. Adult Sports: Under 50 Basketball Leagues	<input type="checkbox"/>	<input type="checkbox"/>
41. Adult Sports: Volleyball Leagues	<input type="checkbox"/>	<input type="checkbox"/>



## Crossville Parks + Recreation Survey

**8. Please place a check next to the Adventure and Youth Programs that you OR members of your family have and/or would like to participate in:**

	Have Participated	Would Like to Participate
42. Adventure Trips	<input type="checkbox"/>	<input type="checkbox"/>
43. Birding Programs	<input type="checkbox"/>	<input type="checkbox"/>
44. Geocaching Programs	<input type="checkbox"/>	<input type="checkbox"/>
45. Kayaks/Canoe Classes	<input type="checkbox"/>	<input type="checkbox"/>
46. Rappelling Programs	<input type="checkbox"/>	<input type="checkbox"/>
47. Rock Climbing Programs	<input type="checkbox"/>	<input type="checkbox"/>
48. Zip Lining Programs	<input type="checkbox"/>	<input type="checkbox"/>
49. Youth Programs: Art Classes	<input type="checkbox"/>	<input type="checkbox"/>
50. Youth Programs: Bird Watching Classes	<input type="checkbox"/>	<input type="checkbox"/>
51. Youth Programs: Camping Classes	<input type="checkbox"/>	<input type="checkbox"/>
52. Youth Programs: Challenge Course	<input type="checkbox"/>	<input type="checkbox"/>
53. Youth Programs: Computer Classes	<input type="checkbox"/>	<input type="checkbox"/>
54. Youth Programs: Cooking Classes	<input type="checkbox"/>	<input type="checkbox"/>
55. Youth Programs: Fishing	<input type="checkbox"/>	<input type="checkbox"/>
56. Youth Programs: Fitness Classes	<input type="checkbox"/>	<input type="checkbox"/>
57. Youth Programs: Fitness Education	<input type="checkbox"/>	<input type="checkbox"/>
58. Youth Programs: Gardening Programs	<input type="checkbox"/>	<input type="checkbox"/>
59. Youth Programs: Healthy Living	<input type="checkbox"/>	<input type="checkbox"/>
60. Youth Programs: Nature Programs	<input type="checkbox"/>	<input type="checkbox"/>
61. Youth Programs: Pottery Classes	<input type="checkbox"/>	<input type="checkbox"/>
62. Youth Programs: Running Programs	<input type="checkbox"/>	<input type="checkbox"/>
63. Youth Programs: Special Needs Playground	<input type="checkbox"/>	<input type="checkbox"/>
64. Youth Programs: Summer/Specialty Camps	<input type="checkbox"/>	<input type="checkbox"/>
65. Youth Programs: Swimming Lessons	<input type="checkbox"/>	<input type="checkbox"/>

## Crossville Parks + Recreation Survey

**9. Please place a check next to the Active Adult Programs (55+) that you OR members of your family have and/or would like to participate in:**

	Have Participated	Would Like to Participate
66. Active Adult Programs: Aerobics Classes	<input type="checkbox"/>	<input type="checkbox"/>
67. Active Adult Programs: Archery Classes/Team	<input type="checkbox"/>	<input type="checkbox"/>
68. Active Adult Programs: Bingo	<input type="checkbox"/>	<input type="checkbox"/>
69. Active Adult Programs: Board Game Tournaments	<input type="checkbox"/>	<input type="checkbox"/>
70. Active Adult Programs: Bowling	<input type="checkbox"/>	<input type="checkbox"/>
71. Active Adult Programs: Card Tournaments	<input type="checkbox"/>	<input type="checkbox"/>
72. Active Adult Programs: Computer Classes	<input type="checkbox"/>	<input type="checkbox"/>
73. Active Adult Programs: Cooking Classes	<input type="checkbox"/>	<input type="checkbox"/>
74. Active Adult Programs: Dance Classes	<input type="checkbox"/>	<input type="checkbox"/>
75. Active Adult Programs: Fly Fishing Classes	<input type="checkbox"/>	<input type="checkbox"/>
76. Active Adult Programs: Gardening	<input type="checkbox"/>	<input type="checkbox"/>
77. Active Adult Programs: Geo-caching Classes	<input type="checkbox"/>	<input type="checkbox"/>
78. Active Adult Programs: Golf Tournaments	<input type="checkbox"/>	<input type="checkbox"/>
79. Active Adult Programs: Health/Fitness Classes	<input type="checkbox"/>	<input type="checkbox"/>
80. Active Adult Programs: iPhone/mobile phone Classes	<input type="checkbox"/>	<input type="checkbox"/>
81. Active Adult Programs: Nature Programs	<input type="checkbox"/>	<input type="checkbox"/>
82. Active Adult Programs: Photography Classes	<input type="checkbox"/>	<input type="checkbox"/>
83. Active Adult Programs: Quilting	<input type="checkbox"/>	<input type="checkbox"/>
84. Active Adult Programs: Running Club	<input type="checkbox"/>	<input type="checkbox"/>
85. Active Adult Programs: Senior Games	<input type="checkbox"/>	<input type="checkbox"/>
86. Active Adult Programs: Senior Trips	<input type="checkbox"/>	<input type="checkbox"/>
87. Active Adult Programs: Shuffle Board Leagues	<input type="checkbox"/>	<input type="checkbox"/>
88. Active Adult Programs: Walking Club	<input type="checkbox"/>	<input type="checkbox"/>

## Crossville Parks + Recreation Survey

**10. Please place a check next to the Special Events, Classes and General Park Activities that you OR members of your family have and/or would like to participate in:**

	Have Participated	Would Like to Participate
89 5K Races/Triathlons	<input type="checkbox"/>	<input type="checkbox"/>
90 Aerobics/Group Exercise	<input type="checkbox"/>	<input type="checkbox"/>
91 Aquatics Fitness Classes	<input type="checkbox"/>	<input type="checkbox"/>
92 Bicycle Safety	<input type="checkbox"/>	<input type="checkbox"/>
93 Bird Watching	<input type="checkbox"/>	<input type="checkbox"/>
94 Bocce/Shuffleboard	<input type="checkbox"/>	<input type="checkbox"/>
95 Canoeing / Kayaking	<input type="checkbox"/>	<input type="checkbox"/>
96 Cell Phone/Smart Phone Class	<input type="checkbox"/>	<input type="checkbox"/>
97 Challenge/Ropes Course	<input type="checkbox"/>	<input type="checkbox"/>
98 Classes for people with Special Needs	<input type="checkbox"/>	<input type="checkbox"/>
99 Computer Classes	<input type="checkbox"/>	<input type="checkbox"/>
100 Cooking Classes	<input type="checkbox"/>	<input type="checkbox"/>
101 Dance Classes (Line Dancing, etc.)	<input type="checkbox"/>	<input type="checkbox"/>
102 Disc Golf	<input type="checkbox"/>	<input type="checkbox"/>
103 Facility Rental	<input type="checkbox"/>	<input type="checkbox"/>
104 Father/Daughter Dinner Dance	<input type="checkbox"/>	<input type="checkbox"/>
105 Fishing Classes	<input type="checkbox"/>	<input type="checkbox"/>
106 Fishing Rodeo	<input type="checkbox"/>	<input type="checkbox"/>
107 Gardening	<input type="checkbox"/>	<input type="checkbox"/>
108 Tai Chi	<input type="checkbox"/>	<input type="checkbox"/>
109 Yoga	<input type="checkbox"/>	<input type="checkbox"/>

**11. Do you support or oppose Crossville developing indoor recreation facilities that allow year-round programming of recreation and athletic programs?**

- Support
- Oppose

**12. In order to redevelop Garrison Park, would you support or oppose the removal of the existing stadium that is in serious need of repair?**

- support
- oppose



**Crossville Parks + Recreation Survey**

**13. What improvements would you like to see at Meadow Park Lake? Note: the park is approximately 2,000 acres with a 265 acre lake that serves as the city's main water supply.**

- |   |  |
|---|--|
| <input type="checkbox"/> Nature trails                              | <input type="checkbox"/> Playground  |
| <input type="checkbox"/> Ziplining and/or Ropes Course              | <input type="checkbox"/> Lake side restaurant  |
| <input type="checkbox"/> Disc Golf                                  | <input type="checkbox"/> Additional pavilion/rental shelters   |
| <input type="checkbox"/> Paintball                                  | <input type="checkbox"/> More RV campground sites  |
| <input type="checkbox"/> Summer camps/day camps                     | <input type="checkbox"/> Larger/more rental cabins   |
| <input type="checkbox"/> Paved bicycle/walking trails               | <input type="checkbox"/> Birding observatory areas   |
| <input type="checkbox"/> Trails for horses                          | <input type="checkbox"/> Eagle cam to watch eagle nest remotely  |
| <input type="checkbox"/> Swimming (not currently permitted in lake) | <input type="checkbox"/> Nature Center   |
| <input type="checkbox"/> Additional canoes and kayaks               | <input type="checkbox"/> Environmental programming (classes or tours about wildlife, fish, plants, etc.) |
| <input type="checkbox"/> Other (please specify)                     |  |
| <input type="text"/>  |  |

**14. If Crossville were to build a large indoor recreation facility, which of the components listed below should be included? Please check all components you want included.**

- |   |   |
|---|---|
| <input type="checkbox"/> Multipurpose gymnasium | <input type="checkbox"/> Outdoor playground   |
| <input type="checkbox"/> Indoor walking track   | <input type="checkbox"/> Indoor competition pool  |
| <input type="checkbox"/> Gymnastic equipment    | <input type="checkbox"/> Outdoor aquatics (i.e. pool, slides, lazy river and/or splash pad) |
| <input type="checkbox"/> Dance/aerobic room     | <input type="checkbox"/> Racquetball courts   |
| <input type="checkbox"/> Weight/fitness room    | <input type="checkbox"/> Cafe/juice bar/concessions   |
| <input type="checkbox"/> Climbing wall          | <input type="checkbox"/> Multipurpose meeting rooms (for scout meetings, art classes, etc.) |
| <input type="checkbox"/> Childcare room         |   |
| Other (please specify)                          |   |
| <input type="text"/>                            |   |

## Crossville Parks + Recreation Survey

**15. Please indicate if you agree, disagree or do not know about the following statements:**

	Agree	Disagree	Do not know
Advertisements about upcoming events and programs are adequate.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Additional sport fields are needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Additional meeting/program space is needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Additional cultural arts events are needed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Crossville Parks and Recreation Department maintains a good image in the community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Compared to other priorities (public safety, streets, utilities, schools), parks and recreation is important to a community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I understand the role of Crossville Parks and Recreation Department in our community.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am able to contact parks and recreation staff for information easily.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel safe when visiting a park or recreation facility.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I feel that I have good access to a park.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Parks are well distributed.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
I am willing to be a volunteer to improve our parks	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

**\* 16. How far would you be willing to walk, drive or ride a bicycle to parks and recreation facilities if safe multi-use trails, sidewalks or bicycle lanes were provided throughout the county?**

Walk
Drive
Ride a Bike

Check ONE choice per drop-down menu

If you would not walk or bicycle, why?

**17. Do you travel outside Crossville to use parks and recreation facilities?**

- Yes
- No

If so, where?

## Crossville Parks + Recreation Survey

**18. Do you use recreation facilities offered by a church or other private providers?**

	Yes	No
Church	<input type="radio"/>	<input type="radio"/>
YMCA	<input type="radio"/>	<input type="radio"/>
Military	<input type="radio"/>	<input type="radio"/>
Private Club (example: facilities in Fairfield Glade)	<input type="radio"/>	<input type="radio"/>
Private School	<input type="radio"/>	<input type="radio"/>

**19. If you answered yes above, please check the factors that influence your decision to use these other facilities:**

	Yes	No
They are closer to my residence	<input type="radio"/>	<input type="radio"/>
They offer facilities that are not available through Crossville Parks and Recreation	<input type="radio"/>	<input type="radio"/>
They offer better quality facilities	<input type="radio"/>	<input type="radio"/>
Their programs are better operated than public recreation programs	<input type="radio"/>	<input type="radio"/>

Other (please specify)

**20. Which method of funding for park land acquisition, greenway and park facility renovation and development would you prefer?**

- Borrow money to make necessary improvements and pay back over a 20- or 25-year period.
- Increase current property tax rate to fund capital projects and increase programming on a pay as you go approach.
- Combine borrowed funds with property tax increase to construct a large indoor facility and add smaller facilities to the system over time.
- Build more facilities that generate revenue.
- Establish a dedicated property tax to fund park operations and development.
- I do not support any increase in funding.

Other (please specify)

**Crossville Parks + Recreation Survey**

**21. In order to generate needed revenue to improve park facilities and recreation programs offered, please indicate all options that you would support for increasing funding for parks.**

- Charge parking fees in parks
- Charge an annual park user fee per household
- Increase rental fees for park facilities
- Increase program user fees
- Charge non-county residents higher fees
- Build more facilities that generate revenue, such as a tournament facility
- Sponsor more tournaments and special events that generate sales tax and hotel tax dollars

Other (please specify)

**22. How much would you be willing to spend per month per household to support improved park maintenance and recreation services? (Check ONE)**

- \$15 or less
- 16-\$25
- \$25-\$50
- \$50-\$75
- \$75 plus
- none

**23. Do you feel current marketing efforts by Crossville Parks and Recreation Department keeps you and your family informed about recreation program opportunities?**

- Yes
- No





**Crossville Parks + Recreation Survey**

**29. Which of the following best describes your household?**

- Single
- Couple with no children
- Single-parent household with children
- Couple with children
- Couple with children but they do not live at household

Other (please specify)

**30. If you have children at home, how many children do you have in each of the following age groups?**

	Under 5 years of age	5 to 11 years of age	12 to 19 years of age
*	<input type="text"/>	<input type="text"/>	<input type="text"/>

**31. What is your total annual household income?**

- Under \$20,000
- \$20,000 - \$34,999
- \$35,000 - \$49,999
- \$50,000 - \$74,999
- \$75,000 - \$99,999
- Over \$100,000

**32. Please check your housing status.**

- Home Owner
- Renter

**33. Do you have any additional comments regarding Crossville parks and recreation?**