

# Multi-Municipal Cooperation for Recreation and Parks



A Resource Guide for Recreation, Parks and Conservation

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# Multi-Municipal Cooperation for Recreation and Parks

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Bureau of Recreation and Conservation

in partnership with

Pennsylvania Recreation and Park Society, Inc.

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# Table of Contents

<b>Preface .....</b>	<b>7</b>
<b>Introduction .....</b>	<b>8</b>
<b>Chapter 1 – Cooperation Can Take Many Forms.....</b>	<b>10</b>
Handshake Agreements .....	10
Intergovernmental Cooperation Law .....	11
Purchase of Service Contracts .....	11
Joint Agreements.....	11
Expanding Existing Regional Agencies .....	13
Councils of Governments .....	13
Joint Authorities .....	14
Cooperative Planning .....	14
Shared Equipment, Services and Facilities .....	16
<b>Chapter 2 – Why Consider Multi-Municipal Recreation? .....</b>	<b>18</b>
Why Provide Recreation and Parks Services? .....	18
Recreation Has Far-Reaching Value .....	18
Why Cooperate? .....	20
Interdependence.....	20
Effectiveness .....	21
Economies of Scale .....	21
<b>Chapter 3 – Getting Cooperation Started .....</b>	<b>28</b>
Help is Available .....	29
The Elements of a Peer Regional Recreation Project .....	30
Multi-Municipal Planning .....	32
<b>Chapter 4 – Building Community Support for Intergovernmental Cooperation .....</b>	<b>34</b>
Mastering the Politics of Intergovernmental Cooperation .....	35
Expect the Naysayers .....	36
Responding to Challenges .....	36
Determining the Shortcomings of Current Services .....	37
Understanding the Opposition .....	37
Building Trust .....	38
Action Strategies to Promote Regional Recreation .....	39
Frequently Asked Questions about Regional Recreation .....	40

## **Chapter 5 – Creating a Regional Recreation Agency ..... 41**

Regional Funding Options.....	41
Developing a Budget .....	42
Funding Formulas .....	43
Board Member Representation .....	44
Agreement Terms .....	45
Agreement Preparation, Review and Adoption.....	45
Stumbling Blocks .....	47
Getting Off to the Right Start .....	49
Securing Funding .....	49
Important Decisions .....	49
Director Hiring Process .....	50
Board Development .....	51
The Importance of Planning .....	51
Knowing the History .....	51
Understanding the Intergovernmental Agreement .....	52
Learning about the Area .....	52

## **Chapter 6 – Making Cooperation Work..... 53**

Working with Elected Officials .....	53
Strategies for Success.....	54
What Regional Agencies Say .....	55
The Realities of Regional Life.....	56
Regional Recreation Agency Assets .....	56
Regional Recreation Agency Issues .....	57

## **Final Thoughts ..... 58**

### **Cooperation in Action Stories**

West Side Trail Commission .....	10
Ephrata Recreation Center .....	11
Greater Elizabethtown Area Recreation Services .....	12/48
Mercer County Regional COG .....	14
Stroud Region Open Space and Recreation Commission .....	15
East Lycoming Recreation Authority .....	16
Lancaster County Recreation Agency Cooperation .....	16
Ebensburg Borough Recreation Department .....	17
Titusville Leisure Services Board .....	20
Penn-Trafford Area Recreation Commission .....	21/37
Eastern Schuylkill Recreation Commission .....	22
Centre Region Parks and Recreation .....	23/41
Mechanicsburg Area Recreation Department .....	24
Lewisburg Area Recreation Authority .....	25
Windsor Area Recreation Commission.....	25

West Shore Recreation Commission .....	27
Millcreek Township and School District .....	32
Monroe County Multi-Municipal Planning .....	33
Spring Grove Regional Parks and Recreation Commission .....	34
Blue Mountain Recreation Commission .....	38
Manheim Central Parks and Recreation Commission .....	43
Lancaster Recreation Commission .....	44
Eastern York Area Recreation Commission .....	45
Redbank Valley Park Commission .....	49
Wellsboro Department of Parks and Recreation .....	53
Octorara Community Recreation Commission .....	55

## List of Figures

Figure 1 – Comprehensive Recreation, Park and Open Space Planning .....	15
Figure 2 – Regional Recreation Study Committee Roles .....	30
Figure 3 – Regional Recreation Agency Office Ownership and Rental .....	42
Figure 4 – Regional Recreation Agency Liability Insurance Coverage .....	43
Figure 5 – Elements of an Enacting Ordinance .....	46
Figure 6 – Regional Recreation Agency School Facility Use .....	48
Figure 7 – What Can a Regional Recreation and Parks Director Do? .....	50
Figure 8 – The Power of Positive Talk .....	54
Figure 9 – Most Successful Regional Recreation Agency Programs .....	55

## Appendices

A - Intergovernmental Cooperation Law – Act 177 .....	59
B - Circuit Rider Project General Information and Guidelines .....	63
C - DCNR Bureau of Recreation and Conservation Regional Offices .....	68
D - Peer-to-Peer Project General Information and Guidelines .....	69
E - Municipal Profile Form .....	73
F - Sample Intergovernmental Agreement of Cooperation .....	79
G - Sample Enacting Ordinance .....	90
H - Regional Recreation and Parks Director Job Description .....	91
I - Regional Recreation Agency Contact Information .....	94
J - Regional Recreation Agency Population Served/Year Created/Municipal Funding.....	97
K - Regional Recreation Agency Budget/Tax Support/Staffing.....	102

## Preface

Recreation and parks is one of the primary functions of local government. But in Pennsylvania, many municipalities are too small to meet this important responsibility on their own. The population of 75 percent of our 2,566 cities, townships and boroughs is under 5,000 people.

The surging tide of citizen demands for recreation programs and park facilities has only begun in many areas of Pennsylvania. Trails, greenways and open spaces continue to be strongly desired. Local government's challenge is to provide imaginative leadership in responding to these demands.

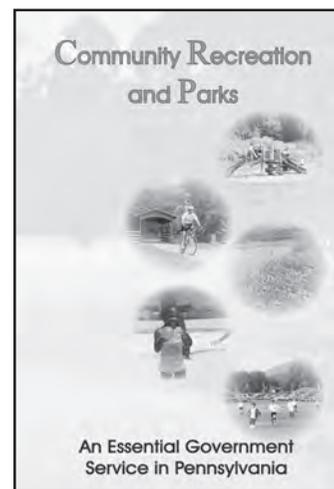
Often the only practical way to fill the recreation, parks and conservation "vacuum" that exists, particularly in rural Pennsylvania, is multi-municipal cooperation.

Many of our state's municipalities are unable to individually deliver year-round recreation services. They cannot financially support expensive recreation facilities like swimming pools and community centers. Sometimes, municipalities end up providing parks and trails, recreation facilities and programs for residents of neighboring municipalities at a significant cost and with no financial help from them. In suburban municipalities that sit side by side, recreation services are often duplicated.

As Pennsylvania's municipalities recognize the need to provide recreation and parks services for residents, they're realizing that cooperating with nearby municipalities is a win-win situation. They save money, reduce duplication, and at the same time, provide a better quality service. For many communities in Pennsylvania's less populated areas, sharing services with their municipal neighbors is not only the most efficient means of providing recreation services; it is the only realistic way to do it. Intergovernmental cooperation can make each recreational dollar local governments spend – whether from taxes, user fees or grants – provide 100 cents of recreation.

Multi-municipal planning is becoming the rule across Pennsylvania. The next step is multi-municipal implementation. This resource guide is designed to move regional areas from the planning phase to action.

We encourage you to read *Community Recreation and Parks* as a companion to this publication. It provides a foundation on the basic concepts of public recreation and parks services in Pennsylvania. It also covers the demographic, environmental, social and other issues that face our municipalities and impact the provision of recreation and parks services. Recreation and parks as we know it now in Pennsylvania won't be the same in the future. Only by pooling resources and working together will most municipalities be able to address the changes to come in the way people play. *Community Recreation and Parks* is available on-line at [www.dcnr.state.pa.us](http://www.dcnr.state.pa.us).



## Introduction

The public knows no political boundaries when in search of recreation; they want recreation in the types, amounts, qualities and places when they want it and could care less what government provides it. Pennsylvania local governments should not shy away from recognizing the need to jointly provide recreation and parks services through cooperation.

Recreation was once viewed as something nice to do when we had the time. This perception is undergoing significant change as individuals and communities are realizing the broad-reaching benefits of recreation and active living.

As communities grow, so does the need for new and expanded services. As time passes, citizens come to expect more from their municipal governments. The state and federal governments continue to require more sophistication, services and paperwork. Expenses to provide local government services climb higher each year. One response to meet these increasing demands is for municipalities to look for ways to work together.



In many areas of Pennsylvania, municipalities and school districts work together to offer summer recreation programs for children.

This publication provides helpful information to municipal managers, elected officials and recreation and parks boards about cooperating with their neighboring municipalities to provide recreation and parks services, with an emphasis on how to develop a regional recreation agency.

Throughout this resource guide, the word “recreation” is used as a catch-all term that can include parks, programs, trails, open space and greenways. Regional agencies are now being formed in Pennsylvania to provide more comprehensive recreation services than they had in the past.

Chapter One discusses different ways that municipalities can cooperate. From a handshake agreement to share park maintenance equipment to a written intergovernmental agreement to form a regional agency, there are many approaches to municipalities working together to provide residents with quality recreation and parks services.



Municipal cooperation can make large-scale special events a reality. Over 1,000 older adults participate in the week-long, 42-event Lancaster Senior Games, a partnership of the Lancaster County Office of Aging and the Lancaster Recreation Commission.

Chapter Two answers the question, “Why consider multi-municipal recreation?” The many benefits for your municipality and your residents are presented.

Getting cooperation started is covered next in Chapter Three. Cooperating can range from operating an outdoor swimming pool together to funding the development of a jointly-owned park. Technical assistance is available from the Pennsylvania Department of Conservation and Natural Resources (DCNR) to guide municipalities through the challenging process of intergovernmental cooperation.

Chapter Four covers how to build community-wide support for multi-municipal recreation services. It's especially important to be prepared for the questions that will be asked and the reasons people will give for why cooperation won't work.

The nuts and bolts of formally creating a regional recreation agency are presented in Chapter Five. Many complex issues are discussed and tough decisions are made when developing an intergovernmental agreement of cooperation among municipalities and school districts. It takes courage, patience and good will to work out equitable financial arrangements. After an intergovernmental agreement is approved, work gets started on major tasks like securing an office and hiring staff.

In Chapter Six, realistic approaches to make a new agency a success are presented. Setting goals and keeping the entire community informed on progress helps to make cooperation work. The results produced are in direct proportion to the imagination, planning and coordination of staff, board members and municipal partners.

The top advantages of a regional agency structure are presented as are the typical problems agencies encounter. The appendices include detailed information on Pennsylvania's regional recreation agencies.

Whether it's called multi-municipal, consolidated, joint, collaborative, cooperative, shared, intergovernmental or regional, one thing is clear. Multi-municipal recreation is not a new concept in Pennsylvania. Our state's oldest intergovernmental recreation agency, the Lancaster Recreation Commission, has been in existence since 1909.



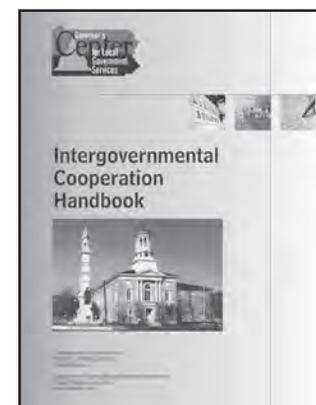
Lancaster's playground leaders during the summer of 1924 pose for their group photograph.

Pennsylvania has outstanding examples of municipalities who have joined together to provide their citizens with recreation, parks and conservation services. Successful regional programs and initiatives from across the state are featured throughout the publication in highlighted sections called "Cooperation in Action."

The Pennsylvania Department of Community and Economic Development (DCED)

*Intergovernmental Cooperation Handbook*

is an outstanding resource for multi-municipal cooperation. It has been used as a resource guide for this publication. Copies are available on-line from the Governor's Center for Local Government Services at <http://www.newpa.com>



# 1 Cooperation Can Take Many Forms

Municipalities can better provide recreation opportunities for citizens with a cooperative partnership with one or more neighboring municipalities.

Approaches to take depend on what exists in the community. You may have a recreation board that provides programs for the region with the help of a part-time director.

Summer programs may be provided for the municipalities by your school district. Your local park may be operated by a volunteer board of residents from a number of municipalities. These services can be the foundation to build upon to expand recreation and parks cooperation for your region.

Some municipal officials believe their municipality is too small (or too big) to work with a neighboring one that is much bigger (or smaller). Size differences are often an excuse for avoiding intergovernmental cooperation, but with proper organization and fair allocations of cost and responsibilities the differences are easily overcome.

This chapter covers many different ways municipalities can work together to offer recreation and parks services for their citizens.

## Handshake Agreements

Many municipalities have unwritten working arrangements with other municipalities and school districts. These agreements are usually simple and limited in scope. For example, a city parks department lends a tree spade to a township for a few weeks and borrows a sign cutter from the township in return. Often the arrangement is worked out between employees with no action by the governing body, and continues year after year.

The informality of handshake agreements can be good and bad. The informal approach may be the only way municipalities can work together. A written commitment may be threatening to the participants. On the other hand, if there is nothing in writing, misunderstandings and problems can occur. This is especially true when the staff involved in handshake agreements leave their positions.



## Cooperation in Action

### *Managing and Maintaining Trails –*

Multi-municipal cooperation for recreation was primarily recreation programming oriented in the past. Today, municipalities are joining together for other recreation purposes. A prime example is the new intergovernmental agency that was formed in 2005 to oversee the proposed 19-mile West Side Trail in Luzerne County. This urban trail will connect four boroughs to local parks, schools, other regional trails, business districts, residential communities, the Susquehanna River and to each other. Exeter, Wyoming and West Wyoming Boroughs adopted the Act 177 intergovernmental agreement that created the West Side Trail Commission. Currently, West Pittston Borough is not a member. In addition to the operation and maintenance of the regional trail, the agreement provides for future joint recreation programming and operation of municipal parks. A shared Recreation/Trail Director is also a possibility.



### Intergovernmental Cooperation Law

Pennsylvania's Intergovernmental Cooperation Law (Act 177) allows municipalities to work together by adopting an intergovernmental agreement. An agreement enacted under Act 177 is a legal contract among two or more municipalities. The terms of the written agreement are whatever is negotiated among the participants, subject to the requirements of the law. See Appendix A for a copy of Act 177.

Act 177 agreements can be 1) a purchase of service contract or 2) a joint agreement to share ownership and control of a service.

### Purchase of Service Contracts

When one municipality offers recreation and parks services, it can contract with a neighboring municipality to provide the services for its citizens. The cost and length of the contract is negotiated. The purchasing municipality's responsibilities and control are limited; however this may be attractive for municipalities with limited resources. And, there is a definite advantage to buying services if the municipality has a top-notch recreation and parks department.

Non-residents are often charged higher fees to participate in recreation programs. A municipality may contract recreation program services from another municipality so its residents can receive reduced fees. Park maintenance can be an expensive undertaking for a small municipality with limited park acreage. The most economical way to maintain park areas may be to contract maintenance services from a neighboring municipality.

### Joint Agreements

In addition to purchase of service contracts, Act 177 agreements can be enacted so that two or more municipal governments and school



### Cooperation in Action

*Contracting Services* - The nonprofit Ephrata Recreation Center (Lancaster County) has served a multi-municipal community for over 60 years. Its mission is to improve the quality of life by providing wholesome, affordable recreation opportunities to the citizens of the Ephrata area.

The Ephrata Recreation Center is a 65,000 square-foot recreation facility that includes an indoor pool, spa, gymnasium, fitness center, racquetball courts, game room, snack bar and assembly hall. Its operation is membership driven and offers recreation programs to both members and non-members.



The agency has a contractual agreement with Ephrata Borough that supplies the labor and equipment to manage, maintain and program a 400+ acre park system comprised of community parks, neighborhood parks, three outdoor swimming pools, athletic complex, archery range and summer playhouse theatre. The agency also maintains the Ephrata Area School District athletic fields under contract. The four municipalities within the School District (Ephrata and Akron Boroughs and Clay and Ephrata Townships) contract with the Ephrata Recreation Center to provide summer youth recreation programs in their parks at little or no cost. Under another contractual agreement, the Ephrata Recreation Center manages Denver Borough's outdoor swimming pool complex.

districts can work together to cooperatively fund a community recreation and parks agency that serves residents of each municipality. A board of directors is appointed that represents each partner. The level of funding from the municipalities is based on an agreed-upon formula spelled out in the intergovernmental agreement of cooperation.

The major reason municipalities form regional recreation agencies is to assemble a tax and population base that can support full-time recreation and parks services. Regionalizing allows small communities to develop recreation facilities and programs and hire staff that none of them could afford by themselves.

Municipalities determine the scope of a regional agency which can range from recreation programming to developing trails, operating a large park complex and managing a community swimming pool. Regional recreation agencies have policy-making and implementation powers but don't have taxing authority.

Regional recreation commissions are composed of elected officials and appointed citizens. Most focus on recreation programming needs and may oversee the acquisition and development of park areas for each member municipality. Regional recreation commissions sometimes operate facilities like community centers and swimming pools. Less often, they merge park maintenance functions. Municipal partners usually retain ownership of their park areas and recreation facilities. They may maintain separate advisory recreation and parks boards and still be part of a regional recreation commission.



**Cooperation in Action**

*Merging Existing Services* - The Elizabethtown Area Recreation Commission (Lancaster County) was developed as a community/school recreation department in 1975 by the Elizabethtown Area School District and Elizabethtown Borough. In 1976, Conoy, Mount Joy and West Donegal Townships joined as partners in the intergovernmental agency. The Elizabethtown Area Community Services Authority was founded in 1985 to acquire a school district building to operate and renovate as a community center. In January 2000, the Elizabethtown Area Recreation Commission and the Elizabethtown Area Community Services Authority merged to create Greater Elizabethtown Area Recreation and Community Services (GEARS).



The GEARS mission statement is to provide recreation, continuing education and social service activities and programs for the children, youth and adults of the participating municipalities in a fiscally responsible manner.



A mix of elected school and municipal officials and residents serve on the Penn-Trafford Area Recreation Commission (Westmoreland County) which was formed under Act 177 in 2001. Having elected officials on the governing board of a regional recreation agency strengthens accountability to the funding partners.

If you have existing recreation services, these may be consolidated to form a regional agency. A borough may operate an outdoor swimming pool, its neighboring township may conduct summer playground programs for children, and the school district may sponsor recreation programs throughout the year. Both municipalities and the school district are spending money on recreation services. Merging these funds can be the start of the budget for a new regional agency.

### **Expanding Existing Regional Agencies**

Municipalities can become partners in existing regional recreation agencies. This often makes good sense, especially when the municipality is part of the same school district and the school district is already a partner. Competition among municipalities for use of school facilities doesn't work.

Two of Pennsylvania's third class cities, Lancaster and Latrobe, have benefited from multi-municipal cooperation for many years. The Lancaster Recreation Commission (Lancaster County) and Latrobe Parks and Recreation Board (Westmoreland County) both have well-established services with close ties to their school districts. In each city, the school district helps to fund the recreation agencies. Lancaster Township joined its larger municipal neighbor in 1991 to become a partner of the Lancaster Recreation Commission. In 2004, Unity Township joined its smaller neighbor to create the Latrobe-Unity Parks and Recreation Commission. In both cases, the townships were part of the same school district as the cities. Instead of trying to offer recreation and parks services on their own, they strengthened the services being provided right next door.

### **Councils of Governments**

Councils of governments or COGs are general purpose intergovernmental organizations.

COGs are established to allow a group of municipalities to work together on whatever programs are in their mutual interest. COGs differ from the typical joint recreation agency in several ways.

- A COG has a broad responsibility. Not only may it oversee specific joint programs, but it may be responsible for studying and proposing new joint programs and projects and for coordinating other municipal activities.
- Several existing or proposed intergovernmental agreements among municipalities can be included under the COG umbrella.
- A COG board or council is almost always composed of elected officials. Intergovernmental recreation agencies may be overseen by elected officials and appointed citizens.

Municipalities working together may start out with one or more intergovernmental agreements and then establish a COG to oversee these activities. Or, the municipalities may begin by organizing a COG and then develop cooperative programs.

A council of governments is both a method of cooperation and a cooperative program in itself. A COG is established as a coordinating organization. It does this even if it does not provide specific programs. The organization, form and procedures of a COG are determined by the participating municipalities.

Most of the issues discussed in this publication for the creation of multi-municipal recreation agencies are the same if the organization is to be a council of governments. The DCED *Intergovernmental Cooperation Handbook* contains more information on COGs.

Pennsylvania has 97 COGs. Of these, 21 COGs or 22 percent have undertaken a regional recreation and parks project of some kind.



COG projects range from regional recreation studies and shared recreation and parks directors to rails-to-trails and greenway projects.



### **Cooperation in Action**

*Providing Recreation through a Council of Governments* - The Mercer County Regional COG consists of 26 local governments: one county, three cities, eight boroughs and 14 townships. It was formed to resolve common municipal problems through a cooperative, intergovernmental approach. The COG regionally operates a swimming beach, softball field complex and community swimming pool. The COG Joint Parks and Recreation Committee oversees the activities of a regional recreation and parks director. The COG has received \$229,000 in DCNR grants for construction of a skatepark, the first phase of a rails-to-trails project, an outdoor ice skating rink, soccer field, volleyball court, nature trail, picnic pavilion and bocce and horseshoe pits. Besides these grants to improve COG-operated facilities, the regional recreation and parks director has assisted individual municipal members of the COG to apply for, receive and manage 13 different park improvement projects in ten municipalities totaling an additional \$395,000 in DCNR grant funds.

### **Joint Authorities**

The Municipality Authorities Act of 1945, amended in 2001, authorizes the creation of municipal authorities by two or more local governments. The cooperating municipalities appoint authority board members. Authorities are designed to pay their financial obligations from revenues of the facilities they operate.

Joint authorities are most often used when major capital investments are required such as sewage treatment and water supply systems, airports, bus transit systems and swimming pools. Recreation authorities often struggle financially to be self-supporting; many receive some municipal subsidy in addition to the revenues they generate.

Joint authorities are governed by authority board members appointed by the elected officials of the member municipalities. Once appointed, the board members have decision-making power. Elected officials can view this as a disadvantage, since they may disagree with authority actions but have no control over those actions. And ultimately, municipal partners are responsible for the financial obligations of an authority.

For more information on authorities, get a copy of *Municipal Authorities in Pennsylvania*, published by the DCED Governor's Center for Local Government Services. It is available on-line at <http://www.nenpa.com>.

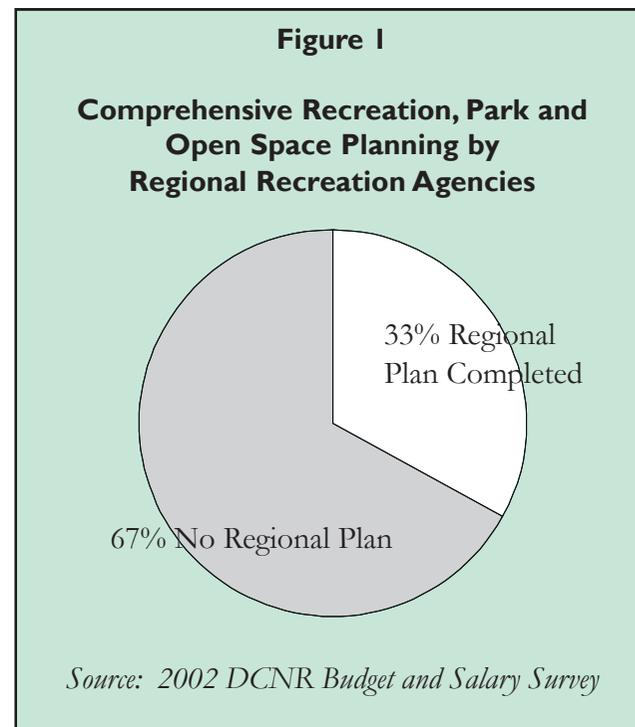
### **Cooperative Planning**

Recreation and parks is only one part of total community planning, along with other systems like public safety, transportation and public works infrastructure. A comprehensive plan establishes where recreation and parks fits in the big picture of your community. In most areas of Pennsylvania, it is better to do community comprehensive planning by studying a regional area like the boundaries of the public

school district, rather than a single municipality. Multi-municipal plans are encouraged by DCED, which provides grant funding for comprehensive plans.

A comprehensive recreation, park and open space plan is an in-depth study that focuses on developing and improving your municipal recreation and parks programs, services, facilities and natural resources. It is created with significant public input and covers a number of years to give guidance and direction to make decisions. DCNR provides matching funds to help cover the cost to prepare comprehensive recreation, park and open space plans. It also encourages multi-municipal plans.

Pennsylvania's regional recreation agencies can undertake comprehensive recreation, park and open space plans for their regional areas. Figure 1 shows the percentage of regional agencies that have completed joint plans.



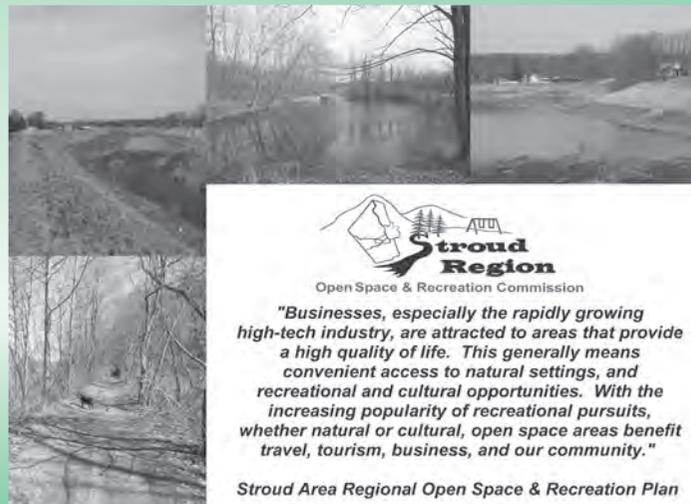
Greenway and trail networks cross multiple municipal jurisdictions. A county greenway and open space plan identifies a greenway network

for each county, provides a context for more local greenway project planning and includes opportunities for connections beyond county borders. DCNR provides funding and technical assistance to support the development of these plans.



### **Cooperation in Action**

*Implementing a Regional Plan* - The Stroud Region Open Space and Recreation Commission (Monroe County) has primary responsibility to implement the recommendations of the regional open space and recreation plan adopted by East Stroudsburg and Stroudsburg Boroughs, Stroud Township, and the East Stroudsburg and Stroudsburg Area School Districts in 2002. It is preparing a master plan for the heart of the Brodhead, McMichael and Pocono Creeks Greenway System, the Levee Loop Trail. It also conducts summer recreation programs for the region's residents.





**Cooperation in Action**

*Forming a Joint Authority* - The East Lycoming Recreation Authority (Lycoming County) consists of two boroughs and four townships within the boundaries of the East Lycoming School District. It was created to oversee the development, operation and management of a 65-acre regional park. The municipal contributions vary in dollar amount and in-kind services. The Recreation Authority has obtained DCNR grants for the first three phases of development for the Lime Bluff Recreation Area and relies on strong volunteer support.



Construction of the first picnic pavilion at Lime Bluff Recreation Area was a class project completed by high school students.

**Shared Equipment, Services and Facilities**

Sharing is an excellent way for municipalities to begin working together.

Municipalities can jointly purchase and share an expensive piece of park maintenance equipment that is not used every day. For example, a tub grinder, which grinds up tree limbs to make playground and trail mulch, can cost \$100,000 or more. Sharing may be the only way most municipalities could afford this equipment.



**Cooperation in Action**

*Sharing Recreation Programming* - Five Lancaster County recreation agencies, the Hempfield Area Recreation Commission, Lititz Community Center, Manheim Township Parks and Recreation Department, Lancaster Recreation Commission and Southern End Community Association have joined together in an effort to make the best of their youth sports programs. By combining agency talents and resources, participants in less popular sports enjoy a more rounded experience. With budgets and resources as they are, these municipal agencies are pulling together and helping each other enhance the quality and quantity of recreation services.



The recreation agencies have joined forces for girls' indoor field hockey, boys' flag football and coed youth volleyball play.

Smaller municipalities may join together to develop a community park. Larger ones may combine efforts to build and operate a swimming pool. Two rural communities may use road maintenance equipment and volunteer labor to clear and level a ball field. At little cost, two cooperating municipalities can create a valuable facility for their residents. Several suburban municipalities might combine their resources to construct an indoor community recreation center including swimming pools, a teen lounge, gymnasium, fitness area, a performing arts stage and banquet areas. A major facility like this is very costly, but combining the revenues from income-producing activities at the center and the financial resources of the participating municipalities could make it feasible.

A number of factors affect the decision to share recreation facilities. These include identified needs of the community, public and private facilities already in place and the size of the population to use and support the facility.

Combining resources enables communities to consider facilities not within their reach as separate municipalities. Shared recreation facilities can be sports field complexes, children's play areas, basketball courts, swimming pools, recreation centers, ice skating rinks, jogging/walking trails, outdoor amphitheatres, tennis courts and picnic pavilions.



### **Cooperation in Action**

*Sharing Recreation Facilities* - The Ebensburg Borough Recreation Department (Cambria County) is an intergovernmental agency committed to providing, promoting and coordinating community-based recreation and parks opportunities in Ebensburg Borough, Cambria Township and the Central Cambria School District. In October 2002, it opened the Young Peoples Community Center, a brand-new educational and recreational facility where youth from the borough and surrounding communities participate in social, artistic and athletic activities. Its purpose is to provide a safe haven for youth while encouraging them to adopt a healthy lifestyle. The Recreation Department also operates the Memorial Field sports complex, the Ebensburg Swimming Pool and Lake Rowena on a regional basis.



The Young Peoples Community Center includes two multi-purpose rooms, a homework/study area with Internet access, a game room with foosball, ping-pong and pool tables; a full-size gymnasium with locker rooms and an indoor batting cage.

## 2 Why Consider Multi-Municipal Recreation?

### Why Provide Recreation and Parks Services?

What makes one community in Pennsylvania more desirable to live in than another? It's more than the quality of the school system, the condition of the roads and the safety of the neighborhoods. A significant factor is the number of local park areas and how easily residents can access community facilities like recreation centers, swimming pools, walking trails and athletic fields.

Providing parkland and recreation facilities for your residents is an important local government function. Municipal parks are permanent places for the public to enjoy. Equally as important are the experiences citizens have through involvement in public recreation programs. Local government has the financial ability to purchase land and natural resources to preserve the areas for future use or to protect them from development. Public recreation programs are offered at affordable prices so all citizens may enjoy them. Providing this close-to-home recreation and parks experience is the responsibility of municipalities.

### Recreation Has Far-Reaching Value

Pennsylvania municipalities that invest in park areas and recreation programs are creating opportunities to enhance citizens' well being, improve the local economy, conserve the natural environment and strengthen the community.

Our lives would not be complete without recreation and parks. Recreation brings us purpose, pleasure and balance. Most of our best memories were made during our recreation time.

### What Does Recreation Mean to Individuals?

The benefits to individuals go way beyond fun and games. The list includes better health, stress reduction, life-long learning, self-discovery and cultural growth. Recreation meets people's needs for adventure, relaxation, belonging, competition, achievement and excitement.

When children play, they are developing the physical, emotional, social and cognitive skills they need to succeed in life. Recreation programs are the most common ways children participate in organized play. Whether it's an after-school drop-in program, swimming lessons or summer camp, these activities help kids develop competence and confidence. Positive



experiences in recreation help children become capable, caring adults who will contribute effectively to the community in the future.

### How Does Recreation Strengthen the Community?

Physical recreation activity keeps people more fit and healthy. Through recreation, people stay connected with others, reducing alienation and loneliness. Parks and open spaces enhance community pride and identity. Special events encourage appreciation for community traditions and heritage and build community spirit. Bringing residents in touch with one

another promotes cultural understanding and harmony. People meet their neighbors and develop friendships at parks and at recreation programs. Recreation provides involvement opportunities that build leadership skills citizens can use to tackle other community concerns. Recreation provides alternatives to self-destructive behavior, helps to prevent crime, and keeps children involved in positive activities and out of trouble.

### What Do Children Learn by Participating in Recreation Activities?

Recreation programs teach children skills they need to be successful in school and in life:

- How to budget time, set goals, communicate effectively with others, make decisions, follow rules, use their imaginations and resolve problems
- Sportsmanship and fairness, giving total effort, hard work pays off, the importance of exercise and physical fitness, and being a team player
- Planning, strategy, leadership, patience, resourcefulness and social skills
- How to accept, understand and value differences



A quality recreation program can help children learn new skills, feel good about themselves and make friends.

### How Does Recreation Improve the Environment?

Investing in parks and open spaces preserves plant and wildlife habitats, fosters community pride in natural resources, provides accessible places to enjoy nature, protects natural resources, helps to control pollution, and enhances air, water and soil quality. Parks provide buffers between residential and industrial areas.



Trails and greenways link parks, schools and other community services together for safe biking and walking, cutting down on traffic congestion.

### How Does Recreation Enhance the Economy?

Small investments in recreation yield big economic returns. A quality recreation and parks system attracts business relocation and expansion. This brings increased revenue to your municipality for services. As the cost of health care increases, the medical community has prescribed regular physical activity as critical to disease prevention. When older adults are more active, they are able to stay in their homes and maintain a self-sufficient lifestyle. Recreation programs held at community facilities help to reduce the high cost of vandalism. Recreation provides people with affordable activities and jobs and generates income for local businesses.

Parks and open spaces enhance real estate values and serve as a catalyst for tourism, bringing visitors and retirees to spend money and time in your community.

### Why Cooperate?

Why can't your municipality go it alone as you always have, relying on your own resources? Why cooperate? There are three major reasons: interdependence, effectiveness and economies of scale.

### Interdependence

Municipal boundaries are not walls. Most of the activities affecting our citizens don't follow municipal boundaries. Interdependence examples like those that follow link us together far more strongly than municipal boundaries separate us.

*Economic Dependence* - A citizen may live in one municipality, work in a second and shop in a third. In Pennsylvania's larger urban areas, a resident's economic activities such as buying a home, shopping, banking, dining out and doctors' visits may cover 10 or more municipalities. The economic life of a resident is lived as part of the economic market area, not just the municipality where he or she happens to live. A citizen's home value, job, wages, and the price and availability of goods and services are dependent upon this economic system. The decisions of a municipal government that affect the economic system affect not only its residents but the residents of other municipalities.

*Crossing Municipal Boundaries* - Many agencies and activities cut across municipal boundaries and tie us together into larger communities. Membership and participation in churches, civic clubs, volunteer fire companies and other activities isn't limited by municipal boundaries. School districts often include more than one municipality, some many more. The Keystone Central School District in Clinton County has 29 municipalities! Another good example is the U.S. Postal Service. Township residents almost always receive mail delivered by a post office with the name of an adjacent city or borough.



### Cooperation in Action

*Providing Services to School Districts -*

School districts benefit from involvement in multi-municipal recreation agencies. A great example is the partnership of the Titusville Leisure Services Board and the Titusville Area School District (Venango County). Cross country skiing lessons are part of the school district's physical education curriculum thanks to the Leisure Services Board, which is funded by the school district and the municipalities within its boundaries.



All sixth grade students learn the lifetime activity of cross country skiing during the school day in classes taught by recreation staff.

The Titusville Leisure Services Board also sponsors cultural programs in the schools as part of the arts, music and theater curriculums through its committee, the Titusville Council on the Arts. One recent program featured a concert pianist in residence teaching master classes for middle and high school students.



People often think of where they live, their home town, in terms of its post office name, not its municipal name.

### Effectiveness

Municipal services can be more effective when municipalities work together. Three examples of this are:

*When Large Numbers Are Needed* - Region-wide recreation programs are an effective way to provide services to citizens. Citizens may be interested in a wide variety of recreation programs. However, a municipality offering an extensive schedule of programs on its own may not have enough citizens interested to support even one program, much less the whole list of activities. If municipalities join efforts, the opposite can happen. There are enough citizens interested in participating in all planned programs.

*When Local Needs Cross Municipal Boundaries* – If a community doesn't have enough soccer fields for the number of youth and adults who want to play, that's normally not just one municipality's concern. Soccer clubs cover a large geographic area that may even contain more than one school district. Acquisition of land and development of soccer fields can be a regional project. Teens skateboarding in public areas can be a rallying point for municipalities to build a regional skatepark. Vandalism of park facilities also crosses municipal lines and is best tackled with a regional approach.

*When Special Skills Are Needed* - In any size municipality special skills are needed to provide recreation and parks services effectively. By



### Cooperation in Action

*Sponsoring Programs Together* - Regional recreation commissions cross municipal boundaries to allow the citizens of small municipalities to enjoy community recreation programs. The Penn-Trafford Area Recreation Commission (Westmoreland County) special events include a Dad and Daughter Night Out held in the Manor Borough Building Community Room. The Commission works to provide residents with the opportunity for life-long learning, fitness and fun through the implementation of wholesome, affordable recreation activities and the development of safe, appealing park areas and recreation facilities.

One hundred Dads and Daddy's little girls spent quality time together dining and dancing at this Penn-Trafford Area Recreation Commission special event.



joining together, smaller municipalities may be able to hire a full-time professional recreation and parks director. The best and often the only way to obtain skilled staff is to combine efforts through intergovernmental cooperation.

### Economies of Scale

When dealing with taxpayer's dollars, cost savings and efficient spending are always important. Why is multi-municipal funding of recreation services smart business?

*Less Duplication of Recreation Services* - By partnering with your neighboring municipalities and sharing resources, there is no unnecessary duplication of recreation programs and services. Regionalization avoids municipal competition for program sponsorship, volunteers, staff, specialized instructors and participants.

Overhead costs to administer and market your services are reduced. For example, producing a joint recreation program guide is a cost-effective use of tax dollars.

*Improved Chances of Receiving Grants* – DCNR supports capital projects of municipalities that are partners in regional recreation agencies. In addition, an intergovernmental agency is in a better position than a single municipality to receive grants at the local, state and federal level for three key reasons:

- It has more grant sources to apply for.
- Grant applications often rank higher automatically because many state and county grant programs promote cooperation.

- Regional agency staff can provide the technical help to secure grants for municipal and school district partners for park and trail acquisition, development and renovation projects.

*Reduced Costs for Municipalities* - More services are provided at a lower cost, because indirect costs and administrative expenses are shared by the municipalities. Money can also be saved by coordinating the purchase of park maintenance equipment for use by the region. Most small communities lack the tax support, business and community resources to finance expensive recreation facilities and programs. The funding from the municipalities provides the stable, ongoing base of support to build upon to develop facilities and offer programs. A regional agency can address safety issues, risk management and insurance concerns more efficiently.



### **Cooperation in Action**

*Securing Grants* - Since 1997, the Eastern Schuylkill Recreation Commission (ESRC) has been working to increase recreational opportunities in eastern Schuylkill County with an emphasis on park and trail development and rehabilitation. The ESRC consists of Tamaqua Borough, Rush, Schuylkill, Walker and West Townships and the Tamaqua Area School District. According to its 2000 Annual Report, the formation of the ESRC is considered real progress in inter-municipal efforts in a region known for being divisive and mistrustful. The ESRC has exemplified public-private partnerships and synergy with government agencies, private partners and nonprofit organizations.

From assisting with parkland acquisition to rehabilitating playgrounds, from developing trails to constructing fully usable recreation facilities, the ESRC has been instrumental and extremely active in improving and increasing the area's recreation opportunities. It has secured over \$1 million in grant funding for its partnering municipalities. Examples of projects include:

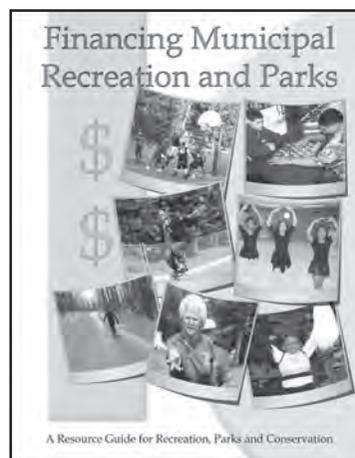


- Lehigh and New England Rail-Trail
- Schuylkill Valley Heritage Trail
- West Penn Park East
- Rabbit Run Softball Fields
- Newkirk Tunnel Environmental Education Area
- North and Middle Ward Playground Basketball Courts
- Mary-D Ball Field
- Ridge Terrace Walking Track
- Tamaqua Area School District Soccer Field Lights

*Establishment of Public-Private Partnerships -*

A regional agency can coordinate public-private partnerships with businesses to benefit recreation and parks opportunities for the entire region. It also expands sources of revenue through business sponsorships, donations, in-kind contributions and fund raising activities.

Many recreation programs would be cooperative partnerships. The DCNR publication *Financing Municipal Recreation and Parks* is a great resource for revenue development and partnership opportunities. It is available on-line at [www.dcnr.state.pa.us](http://www.dcnr.state.pa.us).



handle the day-to-day responsibilities of managing municipal recreation programs and performing park maintenance duties. People don't have the time to make long-term commitments and municipal managers are too busy with other responsibilities.

Ninety-nine percent of small communities with less than 5,000 residents could never afford to hire a recreation and parks director. By sharing the cost of hiring professional recreation and parks staff, you can provide more programs and services, improve the quality of facilities and relieve some pressure from volunteers. Professional staff can dedicate more time and effort to managing day-to-day operations such as park maintenance, coordinating programs, managing volunteers, raising funds and developing partnerships. DCNR's Circuit Rider grant program offers financial incentives to hire a shared recreation and parks professional. Two or more municipalities must work together and create an intergovernmental agency to qualify for the funds. See Appendix B for more information on this grant program.

*Less Reliance on Volunteers -* Most municipalities are finding it harder to rely on volunteers to

**Cooperation in Action***Forming Public-Private Partnerships -*

Skateparks are a facility that many Pennsylvania communities would like to construct. Through the efforts of the intergovernmental Centre Region Parks and Recreation (Centre County), the Centre Community Skatepark opened in 2001. The regional skatepark was constructed with community and municipal contributions which totaled \$235,000. The facility was built on municipal property, but is operated by Tussey Mountain Associates, Inc.



### *More and Better Services for Your Residents -*

Recreation services are essential to quality of life. How will your residents benefit from the cooperation among municipalities and school districts?

1. *Less Expensive Recreation Programs -* Public recreation programs are designed to be affordable and available to all, regardless of income level. Many residents are not financially able to participate in private recreation opportunities. Cooperation among municipalities provides an adequate amount of public funding so program fees can be affordable for residents.
2. *Recreation Programs Held at Central Locations and Outlying Areas -* Recreation programs are held at locations that are central for your region and at sites in outlying areas. For example, supervised summer playgrounds can be distributed geographically in a number of locations, while community-wide special events can be located in central areas.
3. *A Wider Variety of Activities Offered -* Citizens enjoy a wider variety of recreation activities with a regional partnership. Residents choose from programs in cultural arts, outdoor recreation, sports, fitness and wellness, aquatics, special events, life-long learning and social recreation.

An increasing number of research studies demonstrate that participating in quality recreation programs helps children:

- Do better in school
- Stay out of trouble with the law
- Maintain a healthy body weight
- Feel good about themselves
- Make healthy choices

*Source: National Recreation and Park Association*



### **Cooperation in Action**

#### *Offering Community Recreation Programs -*

The Mechanicsburg Area Recreation Department offers community recreation programs for children and adults who live in Mechanicsburg and Shiremanstown Boroughs and Upper Allen Township (Cumberland County). The Mechanicsburg School District is an active partner, funding 75 percent of the budget while the municipalities fund 25 percent. Recreation Department offices are housed in a school district building. The staff works with advisory recreation and parks boards from each municipality, and offers year-round programs in the school district's six elementary schools and middle and high schools.



During the summer months, playground programs are held outdoors at seven of the region's 13 local parks.



### **Cooperation in Action**

*Renovating Park Facilities* - A regional partnership has made it possible for a once-loved facility to serve the Lewisburg community again. The Lewisburg Area Recreation Authority (Union County) renovated an outdoor ice rink and building with the help of its municipal partners, East Buffalo Township, Kelly Township and Lewisburg Borough, and over \$25,000 from grants, foundations, businesses and individuals.



A local fire company fills the ice rink each winter and Bucknell University fraternities volunteer to staff skate rentals and the snack bar.

4. *Expanded and Improved Recreation and Parks Facilities and Services* - With regional recreation, services may be consistently offered, planned and improved. Policies for recreation programs can be enforced fairly. Standards of maintenance, safety inspections, rules and regulations and fee schedules for park areas and facilities can be implemented across the region. Over-usage problems can be alleviated by coordinating the reservation, scheduling and permitting of field and park facility use regionally. By sharing facilities and working together on long-range planning, residents have more facilities to enjoy. Acquisition and development of parkland and improvements to existing park areas can be planned with the needs of the entire region in mind. A regional agency can spearhead

the development or expansion of a trail and greenway network connecting schools, parks and neighborhoods.

5. *Coordination of Recreation Program Providers* - A regional recreation agency establishes a network of recreation program and special event providers to improve communication and help them understand their role as part of a regional system. It also identifies ways for the community's volunteer recreation organizations to share resources and work together. Groups that provide recreation programs exist in every community, but the programs are for a specific age group or interest. Little League Baseball is an example of this. A regional recreation agency assists youth sports associations like Little League and other volunteer recreation providers but doesn't take over their programs.



### **Cooperation in Action**

*Coordinating Youth Sports Organizations* - York County's Windsor Borough joined forces with its larger neighbor, Windsor Township, and the Red Lion Area School District, to form the Windsor Area Recreation Commission. Consolidation of the region's youth sports organizations was a major goal.



The Windsor Area Recreation Commission fields 33 teams between youth baseball, softball, tee-ball and soccer.

- It will answer questions from the public, host player sign-ups, promote involvement in programs, and recruit and train volunteer coaches.
6. *Coordination of Park Facility Providers* - The combined efforts of clubs and community groups provide many fine playground and park facilities throughout Pennsylvania. For example, Lions Clubs operate swimming pools and churches own softball fields. These facilities are provided by community endeavor and take little or no financial assistance from government. A regional recreation agency can coordinate these efforts, without destroying the initiative and ambition of the volunteer organizations that provide a good share of the community's recreation facilities.
  7. *Strengthened Sense of Community* - Recreation brings a community together by giving people the opportunity to meet others. A regional agency unites your individual municipalities and develops region-wide community spirit. This makes it easier to address community problems that cross municipal boundaries, such as vandalism of recreation facilities or a lack of athletic fields for community use.
  8. *Citizen Representation and Involvement* - Citizens have a voice in the regional agency's operation and a say in how their tax dollars are spent, because municipalities appoint representatives to the governing board. This ensures that services are offered that your citizens desire. Residents of each municipality are actively involved in the agency's operation by planning, volunteering and participating in recreation programs.
  9. *A "One-Stop Shop" for Information about Recreation Opportunities* - A regional agency operates as a clearinghouse for all recreation and parks information, to better promote what's being provided in your region. Residents can get information on recreation opportunities through items like a regional map that lists park areas and recreation facilities and a website that includes recreation activities offered. The Warwick Regional Recreation Commission (Lancaster County) provides these services.
  10. *Schools Open for Community Use* - Improved access of tax-supported school district facilities expands the number of park areas and recreation facilities available to your residents. School facilities can be used in a coordinated way. The school district, the primary provider of recreation facilities in most small communities, works with one agency to schedule its facilities, rather than multiple municipalities and community groups.



### **Cooperation in Action**

*Coordinating Community Use of School Facilities* - In 1968, Lewisberry, Lemoyne and New Cumberland Boroughs; Fairview, Lower Allen and Newberry Townships and the West Shore School District established the West Shore Recreation Commission (Cumberland and York Counties) to coordinate public use of school facilities and municipal parks. When the West Shore Natatorium was built, the school district wanted all taxpayers to enjoy the facility. West Shore Rec was given the responsibility to discern and meet the needs of all residents who wish to use the swimming pool. Through West Shore Rec all ages use the pool for swimming and diving lessons, water safety training, birthday parties, competition, exercise and general recreation for families. The school district provides the majority of the facilities used for the hundreds of other West Shore Rec community recreation programs. It's a better arrangement to have one organization request school facilities than to have eight different townships and boroughs request school facilities.



Regional recreation agencies may coordinate community use of school district football stadiums and outdoor track facilities.

### 3 Getting Cooperation Started

Regionalizing recreation, parks and conservation services is not an easy process. In fact, it can be very challenging.

Many intergovernmental cooperation efforts fail because local officials don't lay a sound foundation for their cooperative efforts. Starting off on the wrong foot can mean most of the time is spent trying to get back in step rather than moving forward with cooperation.

The idea for regional cooperation may come from staff, the recreation and parks board or a community group. Early on, get elected officials involved in and supportive of the idea. Otherwise, a great amount of effort can be wasted on developing a cooperative program that may not get its final approval for funding from the key decision-makers, the municipal elected officials.

To get off to a positive start:

*Keep the Process Open* - Be inclusive right from the beginning, involving all municipalities and school districts in the initial discussions about a cooperative program. Have all possible partners help select the group of people who will further develop the idea. Including potential participants from the start gives a cooperative program a better chance for success.

*Address Turf Issues* - Cooperative programs are often perceived as threatening to the responsibilities or "turf" of municipal staff and community organizations. As a result, they can become very resistant to that program. These threats can be real; jobs may be lost or responsibilities transferred to a cooperative

program. Frequently, the view of the threat is more perception than fact. Identify potential turf issues when developing a cooperative program. After the issues are identified, address the concerns. Above all, don't pretend that turf issues don't exist.

*Be Patient* - Elected officials are action oriented. Municipal employees are hired to get things done. And, the public generally dislikes a go-slow approach to resolving problems. Despite this, cooperative efforts take time. A joint program takes longer to organize than a single municipality's program for the same service because there are more people involved and more approvals required. A patient, step-by-step approach will lead to more success.

*Get Things in Writing* - Often, a terrific idea is presented and quickly agreed to by participants. Follow this up with a specific written document outlining the details. If you don't, misunderstandings can happen and the effort may collapse. When participants easily agree to an idea for a cooperative program, there's a tendency to accept the agreement as initially stated. This is the easy way to start a program: no documents, no formal actions and no lengthy debates about details; agreement in principle is all that is needed. Unless the agreement is formalized in writing, there is no permanent agreement. Participants can walk away and leave the others hanging.

*Why should municipalities cooperate?  
Citizens don't care who owns a  
park...they just want to play.*

*Start With an Easy Project* - Sometimes it's best to start small, especially if municipalities have never cooperated before. Rather than jump into a complicated task like forming a regional recreation agency, merging funds to offer a joint recreation program like summer playgrounds may be a better idea. You can take that success and build on it.

### Help is Available

If you are considering regional recreation services, the DCNR Bureau of Recreation and Conservation Peer-to-Peer technical assistance program can help. This community recreation and parks consulting service matches a professional with training, knowledge and experience in regional recreation with your area.

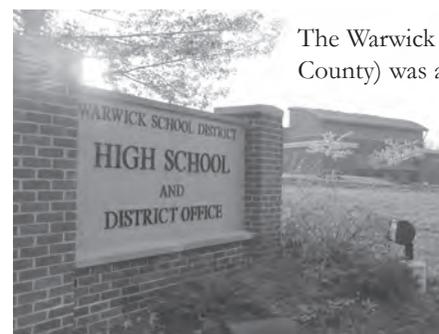
While a few communities have created multi-municipal recreation agencies on their own, most take advantage of this Peer program. Because the Peer lives outside the region, he or she is an impartial, neutral facilitator with nothing to personally gain. Since the Peer has a thorough understanding of recreation and parks, he or she is also able to educate people about this local government service.

The first step is to contact your DCNR Regional Recreation Advisor to discuss the project. He or she will determine if a Peer project is the best course of action and help to develop a scope of work that meets your community's needs. A maximum grant amount of \$10,000 is provided by DCNR. The communities provide at least a 10 percent cash match for a total project cost of up to \$11,000. DCNR considers Peer project applications at any time of year. The application is easy to complete. See Appendix C for a list of DCNR Bureau of Recreation and Conservation regional offices and Appendix D for a copy of the general information and guidelines for Peer-to-Peer applicants.

A Peer project explores the advantages and disadvantages of cooperating to provide recreation services. For some municipalities, it makes sense to cooperate. For others, it may not. Manheim Central region municipalities (Lancaster County) had never cooperated with each other when they joined forces to do a regional comprehensive plan. The planning process helped municipal leaders understand the benefits of working together. A comprehensive plan recommendation to form a regional parks and recreation agency in cooperation with the School District resulted in a Peer study which successfully created a regional parks and recreation commission.

Just a few miles away in Lancaster County's Conestoga Valley region, the process was reversed. A Peer study was conducted first. When the study was nearly complete, a regional comprehensive plan was started. One of the municipalities was unwilling to continue working on forming a regional recreation agency until the comprehensive plan was completed, and as a result, interest and support waned.

Using the municipalities within a school district as the partners in a regional recreation study makes sense. The residents of the municipalities already have a joint "identity" as part of the school district. The school district itself should be an active participant in the study.



The Warwick School District (Lancaster County) was an integral part of the study that created the Warwick Regional Recreation Commission in 2005. The Superintendent of Schools and a School Board member represented the District on the study committee.

Geographic location can limit the potential municipal partners in a study regardless of whether they are within the school district boundaries of a possible regional effort. The further away a municipality is from the hub of activity, the lower the interest in being involved. For example, two outlying municipalities in the rural Octorara School District (Chester and Lancaster Counties) are not partners in the Octorara Community Recreation Commission.

Of the 43 Peer projects that have focused on intergovernmental cooperation, 33 studies were completed by 2004. Of these completed Peer projects, 73 percent successfully formed multi-municipal recreation agencies.

### The Elements of a Peer Regional Recreation Project

DCNR Peer projects determine the feasibility of municipalities joining together to provide recreation, park, greenway and trail services. Peer projects have six steps. After these steps are completed, implementation goes in whatever direction is decided upon by the study committee.

*Step #1 – Forming a Study Committee:* A lead municipality is selected from the potential municipal partners to receive the Peer grant. That municipality selects a local project coordinator and together the municipalities are responsible for organizing a study committee to work with the Peer. The study committee meets monthly throughout the project, normally for about one year. DCNR recommends that committee representatives include one elected official from each local government entity, including the school district. The study committee provides a forum for community leaders to start discussions about regional cooperation. Figure 2 lists the roles of a study committee.

**Figure 2**

#### Regional Recreation Study Committee Roles

- Obtain information
- Suggest key people to interview
- Review all materials and provide direction
- Report back to municipality or school district on the study progress
- Share municipal and school district feedback with the study committee
- Offer comments and suggestions to keep the project moving forward

#### *Step #2 – Gathering Background Information:*

The Peer asks each municipality and school district to provide background inventory information such as:

- The history of municipal and school district involvement in recreation and parks.
- Population demographics and school enrollment statistics.
- Municipal and school district recreation programs, park areas and recreation facilities.
- The name and services of other recreation and parks providers in the community.
- Usage and participation statistics for recreation facilities and programs.
- Municipal and school district financial support for recreation and parks.
- Other local examples of regional cooperation that exist.

See Appendix E for a copy of the municipal profile form used to get this background information.

*Step #3 – Getting Public Input:* The Peer interviews key people to get their opinions on the current park areas, recreation facilities and recreation programs, and to determine their level of interest in regionalizing recreation services. Community leaders such as elected officials, municipal and school staff, recreation and parks board members and youth sports association volunteers are normally included in the list of key people. Doing written surveys in addition to in-person interviews expands the number of people who give input.

*Step #4 – Deciding the Extent of Cooperation:* Does the region want to consider consolidating park maintenance functions? Or does it want to offer regional recreation programs? Is there interest in jointly operating facilities, such as a community swimming pool located in one of the municipalities, but used by residents of all? Does one municipality have a strong recreation and parks department that the other municipalities could contract with for services? The Peer will facilitate a decision-making process on the level of cooperation to pursue.

*Why should municipalities cooperate?*

More quality programs and a broader spectrum of activities such as concerts in the parks and leagues for sports can be offered. Plus, the community will be better served if all recreation groups are under one ‘umbrella’ organization.



Upgrades to modernize and make playground areas safer are expensive. When municipalities work together they stand a better chance of receiving DCNR grants for park improvements.

*Step #5 - Analyzing Background Information:* An assessment is completed of the region’s present recreation and parks system. This includes park area and recreation facility needs, the strengths and weaknesses of recreation programs and the amount of tax dollars currently being allocated. Comparisons are done of the area’s recreation and parks spending with other similarly-sized areas. The region’s population demographics are analyzed. Gaps in services are determined and the concerns expressed about regionalizing services are discussed. Conclusions are presented about the existing recreation and parks system.

*Step #6 - Determining Whether or Not to Move Forward:* After evaluating the recreation opportunities available throughout the region to residents, a determination is made about proceeding with the process of regionalization. How much support exists to make it happen? Do the benefits to the region outweigh any possible negatives? Are there potential roadblocks that will stop the process? Is it worth moving forward?

The study’s next steps depend on the level of cooperation the municipalities decide to pursue. A decision to cooperatively run a special event is far different from forming a new regional recreation agency. Chapter Five covers the steps to create a regional recreation agency.

### Multi-Municipal Planning

A DCNR Peer study is not the only way to explore regionalizing recreation services. Multi-municipal planning is another option.

The Pennsylvania Municipalities Planning Code (Act 247) establishes the authority for municipalities to create joint municipal planning commissions. The function of a joint planning commission can be to do planning work for the municipalities, to prepare a joint comprehensive plan and to encourage the cooperation of the participating municipalities. DCED publishes copies of Act 247, including the most recent amendments.

DCED is fostering increased dialogue among municipal officials through its Land Use Planning and Technical Assistance Program (LUPTAP). This program promotes and funds multi-municipal community comprehensive planning. Since 2004, DCED has provided funding for 196 multi-municipal comprehensive plans which involved 740 municipalities.

There is considerable overlap of efforts in the preparation of community comprehensive plans and comprehensive recreation, park and open space plans. Regions that can merge these two processes will save money in plan preparation and have better coordinated land use and recreation policies.

State agencies are not only encouraging municipalities to plan together; they are providing the funds to pay for it. Funding from the DCNR Community Conservation Partnership Program can be combined with DCED funds. In addition, a greenway and trail network plan can be merged with a multi-municipal comprehensive plan or regional comprehensive recreation, park and open space plan process. Greenways and trails naturally cross municipal boundaries and as needs increase for these linear corridors, more multi-municipal partnerships will emerge.

For over 300 years, Pennsylvania has been defined by its rich natural resources. Our mountains, fields and forests create a natural



### Cooperation in Action

*Tackling Problems Together* - For decades, western portions of Millcreek Township (Erie County) have experienced severe flooding during significant rain storms. A comprehensive engineering study in the late 1990s recommended a series of large detention basins, including one on property owned by Millcreek School District. In 2004, the School District decided to install artificial turf on its football field, which created extensive impervious area and the need for a second detention basin of its own. The Township and School District decided to work together to construct a single 500,000-cubic-foot detention basin large enough to meet both their needs, but they went one step further. The basin was designed in the size and shape of a soccer stadium, with gently sloping grassy sides to provide ideal vantage points for parents to watch their children's soccer games or view a marching band competition. By working together, the Township and School District saved taxpayer money, provided a new athletic facility and dramatically reduced the threat of downstream flooding for residents. For their efforts to promote intergovernmental cooperation, both entities received the 2005 Governor's Award for Local Government Excellence.



legacy to which we can all relate. Today, this natural legacy is under threat as never before. According to the 2003 Brookings Report “Back to Prosperity,” during the 1990s, Pennsylvania ranked 5th in the nation in the amount of acreage lost to development while it ranked 48th for population growth. In the early 1980s, Pennsylvania lost about 100 acres each day to development. This tripled to over 300 acres every day in the 1990s. Much of Pennsylvania’s undeveloped land lacks any real protection. Greenway plans can identify important open spaces and corridors and guide responsible development. One proven technique to implement county greenway plans is to

encourage local municipalities to develop multi-municipal greenway and open space plans. Monroe County’s most recent open space plan advocated and advanced this approach.

Another troubling trend is increasing obesity among children. According to the Pennsylvania Advocates for Nutrition and Activity, our youngest residents are not exercising enough and one-third of children under the age of 18 are considered obese. Providing close-to-home and safe places to walk and ride bikes is the primary goal of recreational greenways and trails. Studies also show people will use trails more when they can access them out their front door.



### **Cooperation in Action**

*Planning Regionally* - Local governments are being responsive to the real threat to our natural resources by engaging in more multi-municipal projects with respect to environmental issues. A great example of multi-municipal planning for open space and recreation is Monroe County. Located in the Poconos, Monroe County is under significant growth pressures. After the adoption of the County’s Open Space Plan in 2001, six regional planning groups were formed which included all 20 of the county’s municipalities. Within two years, all six regions completed and adopted open space and recreation plans – a first for Pennsylvania. Successful plans must have community support. Nearly 200 dedicated citizens generously invested time and effort to develop these plans and many have transferred their energy to implementation activities. Encouraged and supported by \$25 million in bond funds, Monroe County continues to serve as an outstanding model for how county and local governments can take a planning vision and deliver on-the-ground results. The municipalities are looking at how to protect open space and provide recreation and parks collaboratively. They’re exploring partnerships in land acquisition, regional park development, park maintenance, recreation services, management and financing. These plans have produced the:

- Protection of over 1,200 acres of open space
- Development of three new regional parks, averaging 100 acres in size
- Adoption of stronger natural resource protection ordinances by 10 municipalities
- Forming of three new regional recreation and parks commissions serving nine municipalities, with one regional recreation study still underway
- Hiring of two new full-time recreation and parks professionals to help implement plans and manage new parklands
- Planning for 40 miles of new greenways and trails



## 4 Building Community Support for Intergovernmental Cooperation

Once everyone is on board to forge ahead with cooperation, it's time to build public support for the concept of regional recreation. The goal is to get an intergovernmental agreement signed by municipalities and the school district, with tax support shared among them.

If the region has not had publicly-funded recreation services before, spend considerable time communicating the value of recreation services to elected officials and the public. Get copies of the DCNR publication *Community Recreation and Parks* and distribute them to local leaders. When people understand what regional recreation is and what it will mean to them, you gain supporters. Residents respond most to the fact that tax funds are spent economically and services are provided efficiently

Every area of Pennsylvania is different - surprisingly different. What worked a few miles away in the same county may not work in your

### *Why should municipalities cooperate?*

Unification is best for many reasons. It's logical. It's economical. And it makes it much easier for the public to recognize its source for recreation opportunities and information. It's also easier to obtain funding and address the community's needs, as one group. None of us is as strong as all of us.

community. Intergovernmental cooperation efforts are strengthened by establishing and maintaining a spirit of cooperation. A positive, supportive attitude toward cooperation makes area officials more willing to try a program, to give it a chance to work.



### **Cooperation in Action**

*Managing a Community Center* - In 1999, Spring Grove Borough (York County) took possession of a former middle school building. Borough Council's vision for a community center to serve the four boroughs and four townships of the school district is now a reality. The building has a new roof, windows, and heating and air conditioning systems, and the entrances and restrooms are now handicapped accessible. The Community Center houses a fitness center, gymnasium, youth center and computer lab, and offers recreation programs such as open gym basketball, after school activities and adult education classes. The five-member Spring Grove Regional Parks and Recreation Commission, which consists of representatives from Spring Grove Borough, Paradise Township and the Spring Grove Area School District was organized to oversee the Community Center's operation. Participation by the remaining municipalities is a future goal.



Offices for the Regional Parks and Recreation Commission are in the Spring Grove Area Community Center, a renovated school building that also houses a historical society, youth sports organizations and a senior center.

## Mastering the Politics of Intergovernmental Cooperation

New intergovernmental concepts are approached cautiously, especially in regions where the municipalities have traditionally not cooperated. People are generally comfortable with the status quo and can be resistant to changes. Go at a pace that allows everyone to feel comfortable. Cover all of the bases when analyzing a cooperative program. If questions are left unanswered or information is incomplete, municipal officials are inclined to say “no.” Other keys to building community support for cooperation are to:

*Find a “Cheerleader”* - Involve a visible community leader who is totally committed to the idea of regional recreation. This person should be a well-liked and trusted individual with the time to devote to advocate for regional recreation. He or she should be the spokesperson for the cause. It’s no secret that most people don’t like change. A leader who can articulate the positive can make a difference in how people feel about intergovernmental cooperation.

*Learn From Similar Attempts* - If a cooperative effort hasn’t worked in the past, sometimes municipalities won’t try again. The refrain “It’ll never work” and “Remember what happened when we tried to” can keep cooperation from occurring. Instead of giving up, use the failure experience to learn how cooperation could work. The next effort could be more successful.

*Recognize Historical Animosity* - Something may have happened between the municipalities or school district a long time ago that created hard feelings among municipal officials. Unfortunately, current efforts to cooperate can be derailed by past problems if the animosity still exists. Knowing about problems can help you be sensitive towards resistance.

*Communicate Effectively* - Building support for regional recreation hinges on communication. If the decision makers of the municipalities, school district and community organizations aren’t kept fully informed, decisions about regional cooperation are made based on assumptions and perceptions rather than facts. The best way to keep them informed is to get them at the table during discussions. Otherwise, a great amount of effort can be wasted.

Regular reports to elected officials from study committee representatives are important but shouldn’t be the only communication method. The representative’s personal observations and support can be crucial to a cooperative program’s success, but incomplete or distorted information can also be reported. Newsletters, well-documented budgets and meeting minutes are other good ways to communicate.

The principle of cooperative programs is viewed by the press as a good government issue. Newspapers will usually give positive coverage to cooperative efforts unless there is an effort to maintain secrecy, which is an easy way to get negative coverage. Look for opportunities to promote regional recreation in letters to the editor and interviews. Meet with newspaper editors and ask for support in the form of an editorial.

*Brief New Elected Officials* - Often, cooperative efforts are started and everyone is up to speed, then an elected official or two leaves office. Newly elected officials haven’t been a part of the process. They’ll have questions that need answers and ideas that need consideration. It’s important for them to become fully informed.

*Why should municipalities cooperate?*

From a cost standpoint, there's no other choice but to combine resources, manpower and facilities to maintain and develop quality recreation programs, services and facilities for smaller communities.

**Expect the Naysayers**

Getting a number of municipalities and a school district to create a regional recreation agency is a daunting task. You'll hear all kinds of reasons why it won't work:

- People don't want it.
- We'll lose control of our parks.
- We don't understand what a regional agency will do.
- We don't want to share our parks with others.
- Regional projects were tried before and they failed.
- Others will tell us how to spend our money.
- We'll have to increase taxes.
- We don't get along with each other.
- There's not enough work for a recreation and parks director to do.
- We've never spent much/any money on recreation and parks.
- We have enough recreation already.

Negative talk isn't insurmountable if there's a desire and willingness among the municipalities to work together. Providing better services for a taxpayer's dollar is always desirable.

It is important to recognize how the municipalities contribute to the region's recreation opportunities.

**Responding to Challenges**

Challenges require a direct response, as suggested below:

*Challenge:* A regional recreation agency is just another level of government.

*Response:* No, it's not. It's a pooling of the resources and powers of the participating municipalities to provide recreation and parks services in the most effective way possible. There is no other "level" of government created.

*Challenge:* A regional recreation agency is a duplication of services.

*Response:* That is exactly what it's not. In fact, if there is any duplication it is in the separate, less efficient services in each municipality.

*Challenge:* A regional recreation agency means a tax increase.

*Response:* A tax increase may or may not be needed to provide the services. The cooperative approach is a way to lessen the cost. It is the service, not the cooperation, that requires tax funds.

*Challenge:* A regional recreation agency mean the largest municipality will dominate efforts.

*Response:* Since intergovernmental cooperation is voluntary, it is entered into only if it is of mutual benefit to all municipalities. There is no domination by municipalities.

*Source:* DCED Intergovernmental Cooperation Handbook

One municipality may be providing the outdoor swimming pool while another municipality is building new athletic fields in its park. Realistically, everyone will use these facilities regardless of where they live.

## Determining the Shortcomings of Current Services

Your strongest case for intergovernmental cooperation will be based on the consequences of *not* acting rather than on the benefits that regional recreation will provide.

Identify that you have a problem and that some kind of change is warranted. This can come out of a Peer study or a comprehensive planning process. What is the recreation and parks reality for your residents now? It may be that:

- It's hard to find out about activities. There's no one place to call to get information.
- There's little variety of recreation programs available.
- The only programs offered are for youth.
- There are no programs for youth other than sports.
- There's little use of school facilities.
- Private recreation opportunities are very expensive.
- There's an over reliance on volunteers.
- Less people are willing to volunteer.
- Park areas are poorly maintained.
- People have to travel out of the area to take part in recreation programs.
- Current recreation providers don't work together.
- There's a lack of recreation facilities, especially passive areas to walk and bike.
- Playground equipment is outdated and no longer safe for children.
- A number of groups provide the same recreation programs.
- People moving to your municipality came from places with lots of recreation opportunities and want them here.
- Older residents don't realize the value of public recreation services, because they've never had them.
- Some residents think providing baseball for children is enough recreation for the whole community.

Use the recreation and parks reality to make a strong case *against* the status quo. If those who are opposed to regional recreation can make a case to keep things the same, they will do it and attack efforts to change things as a waste of the public's money.

Linking a cooperative effort as a way to improve and expand services will help to rally the community to support multi-municipal cooperation.



### Cooperation in Action

*Helping Small Communities* - Penn

Borough has one park to serve its 460 residents. After years of neglect, it was renovated through a DCNR Small Community Development Grant obtained by the Penn-Trafford Area Recreation Commission (Westmoreland County). Through the same grant program, the Recreation Commission helped Manor Borough replace its deteriorated, unsafe playground equipment at Lower Manor Park.



Intergovernmental cooperation helped two tiny boroughs obtain grant funds to improve their parks.

### Understanding the Opposition

When gauging the impact of any opposition, consider its intensity as well as its resources. One articulate citizen, committed to doing whatever it takes to stop a cooperative effort, can be more formidable than a large organization whose constituents may have other concerns.

Determine who will be affected by a new regional recreation agency and in what way. Don't overlook those who might mistakenly think they will be harmed. Youth sports providers often feel threatened by a new regional recreation agency. Build your credibility by getting to them with an explanation before they take a stand in opposition.

One practice that helps is to raise anticipated objections yourself. What this does is assure potential adversaries that nothing is being hidden. This is a solid way to build trust quickly. What's even better is that this type of approach has a bonus factor. By raising the issue yourself, it opens up the opportunity to overcome the objections to it. A thorny issue can be put to rest before the other side can mount an attack on it.

Don't waste time and energy trying to capture everyone's support. It's not needed. Sometimes all it takes to win is a little apathy. If a strong case has been made against the status quo and the decision process has been fair and open, regional recreation stands a good chance of prevailing. Denial of due process triggers the most intense opposition. If the process fails the fairness test, regional recreation is dead.

Finally, remember that the people who are best prepared to deal with the politics of implementation are elected officials. Even when they have reasons not to sign on publicly in support of regional recreation, they can explain how regional recreation will be seen by various special interests, anticipate opposition that might have been missed and identify supporters that hadn't been thought about.

### **Building Trust**

Building trust is a process that develops over time as people get to know one another.

These practices can speed up the trust-building process and build rapport toward creating a regional recreation agency:

- Providing detailed factual support for regional recreation
- Recognizing each partner's objectives
- Leveling with partners about the cost and in-kind services required



### **Cooperation in Action**

*Serving Rural Municipalities* - Often, the municipalities that make up a school district will join forces to operate recreation and parks services together, rather than separately. School district involvement expands the use of school facilities for community recreation. The Blue Mountain Recreation Commission (Schuylkill County) was created in 1968 by five boroughs, four townships and the Blue Mountain School District so that there would be a single recreation service in the region. In this rural area, it was impossible for the municipalities to provide recreation without cooperation. The Recreation Commission's services are financed jointly by the nine municipalities and the school district. Each municipality contributes 10 percent of its share of the earned income tax; the school district matches the funds.



The school district's indoor swimming pool is operated by the Blue Mountain Recreation Commission for school and community use.

## Action Strategies to Promote Regional Recreation

Using these action strategies will position regional recreation in people's minds as being in the best interest of the community. The goal is to convince communities that regionalizing is the most cost-effective approach to provide recreation services for residents.

### *Prepare Written Material*

- Explain clearly what regional recreation is and how it will benefit the community.
- Showcase successful regional agencies, proving that it works well elsewhere in Pennsylvania, especially in areas similar to yours.
- Provide easy-to-understand answers to the questions people are asking.
- List the additional services residents can expect from the regional agency.
- Prepare a recreation program plan. Beyond a few large youth sports programs, not much may be provided in the way of recreation for residents. Sports programs are just one facet of a community recreation program.
- Explain how recreation services will be improved, expanded and better provided.

### *Cultivate Partners*

- Make a list of elected officials, youth sports association volunteers, municipal staff, community leaders, park board members and others.
- Meet with them individually to educate them about regional recreation and get them excited about the possibilities.
- Ask them: *What would you like to see happen? What concerns do you have? What do you think the recreation needs are? How could recreation be improved? Do you think regional recreation can work?*

- Ask people to support regional recreation by signing a petition, contacting their elected officials, writing a letter to the editor of the local newspaper or attending public meetings.
- Identify the vocal supporters as well as the vocal detractors.

### *Spell Out the Costs*

- List what each municipality and school district currently spends on recreation and what amount of income is earned.
- Determine how the regional agency will be staffed. Create a job description for the director and any other staff.
- Prepare a draft budget for the new agency with projected operating expenses and income. It is often helpful to do a five-year pro-forma budget.
- Estimate the revenue that will be generated by new programs and expanded facility use. *What are the potential new sources of revenue?*
- Explain that there will be a cost to operate a regional agency. It will not be self-sufficient.
- Determine how much money will be needed from each municipality and school district.
- Break down the cost of regional recreation to a per capita figure. Show what it will cost each resident.
- Promote the opportunity to apply for a DCNR Circuit Rider grant to hire a recreation and parks director. Just the availability of grant dollars can get municipalities to talk to each other.

### Frequently Asked Questions about Regional Recreation

Answering these questions openly and honestly will help to mobilize community support:

1. Why do we need regional recreation?
2. How will this benefit our municipality and our residents?
3. How will recreation services be improved and expanded if a regional agency is in place?
4. What will the financial costs be?
5. Will our taxes increase?
6. Who will own, control and maintain the park areas and recreation facilities in our municipalities?
7. Will the regional recreation agency take over our youth sports associations and other volunteer groups?



The extent of recreation programming in many Pennsylvania communities is youth baseball. Through regional recreation, lots of other programs can be offered for residents.

## 5 Creating a Regional Recreation Agency

Once municipalities have decided to join together to provide recreation services, the nitty gritty details can be worked out. To form a regional recreation agency, an inter-governmental agreement of cooperation is developed among the municipalities, school district and other partners. Pennsylvania's Intergovernmental Cooperation Law allows partners to create this agreement, which becomes a legal contract. It specifies the regional agency's purpose, responsibilities, funding and board membership structure. To be officially adopted, the agreement must be passed by municipal ordinance and school district resolution. See Appendix A for a copy of the Intergovernmental Cooperation Law and Appendix F for a sample agreement.

The agreement of cooperation clearly details the in-kind services which the funding partners provide to a regional recreation agency. It addresses concerns such as insurance coverage, facility use and office location. Generally, use of municipal and school district facilities is at no cost to the recreation agency. A big part of

the agreement of cooperation is determining the formula to finance the operation of the regional recreation agency.

Working out the details of an intergovernmental agreement takes time and a positive attitude on everyone's part. It's difficult to get municipal and school district partners to agree on all of the issues. It can be a painstaking process that requires patience and persistence.

The focus of the new agency's work needs to be decided upon. Will the new regional agency offer recreation programs? Will it operate facilities such as a swimming pool or a park complex? Will it maintain park areas? The agency's name needs to reflect its regional nature as well.

### Regional Funding Options

Local government programs require tax money to deliver services to citizens. When municipal programs are combined into joint programs, money is saved over the cost of undertaking separate, duplicate efforts; but sufficient funds



### Cooperation in Action

*Regionalizing Park Operations* - Since 1970, five municipalities near State College have cooperated on a regional basis to operate one agency to provide municipal park maintenance and recreation program services. The costs are prorated annually according to a formula based upon population, earned income and real estate values of each municipality. Centre Region Parks and Recreation (Centre County), an agency of the Centre Region Council of Governments, currently maintains 47 sites with 563 acres of municipal parkland, two outdoor swimming pools, a regional senior center and a regional nature center. COG partners are College, Ferguson, Harris and Patton Townships and State College Borough.



must still be allocated to operate the more efficient joint program.

There is a broad range of options for funding regional recreation agencies. Some inter-governmental programs have no income source other than municipal taxes. Other joint recreation agencies can produce income through user fees, but the revenue generated cannot cover all costs. Recreation agencies can charge for pool admissions and league basketball play, but overpricing the fees will force out the very citizens a public recreation program is established to serve. The revenue for the new regional agency should be estimated conservatively.

Many municipalities will need to allocate new funds for regional agency operations. They may never have funded recreation services before. This can be because residents utilize the services of neighboring municipalities or there was no demand for services in the past.

A cooperative program should be a win/win rather than a win/lose situation. Each municipality should save money by cooperating or at the very least break even as compared to the cost of providing the service by themselves. If the municipalities focus first on the cost savings of cooperating, then the fair allocation of costs can be worked out. Sometimes, school districts give cash contributions as well.

**Developing a Budget**

The operating budget needs to be developed in conjunction with setting the municipal partners’ cost share for a new regional recreation agency. Deciding what will be provided in-kind by the partners is an important part of putting the budget together. Regional agencies are often located in municipal offices at no cost.

If that is not possible, office rental needs to be factored into the budget. Most regional agencies purchase their own liability insurance coverage. Figures 3 and 4 show how office rental and liability insurance are handled by Pennsylvania’s regional recreation agencies. Remember, when more is provided in-kind to the new agency, the funding allocated by the municipalities can be used to develop services for the community.

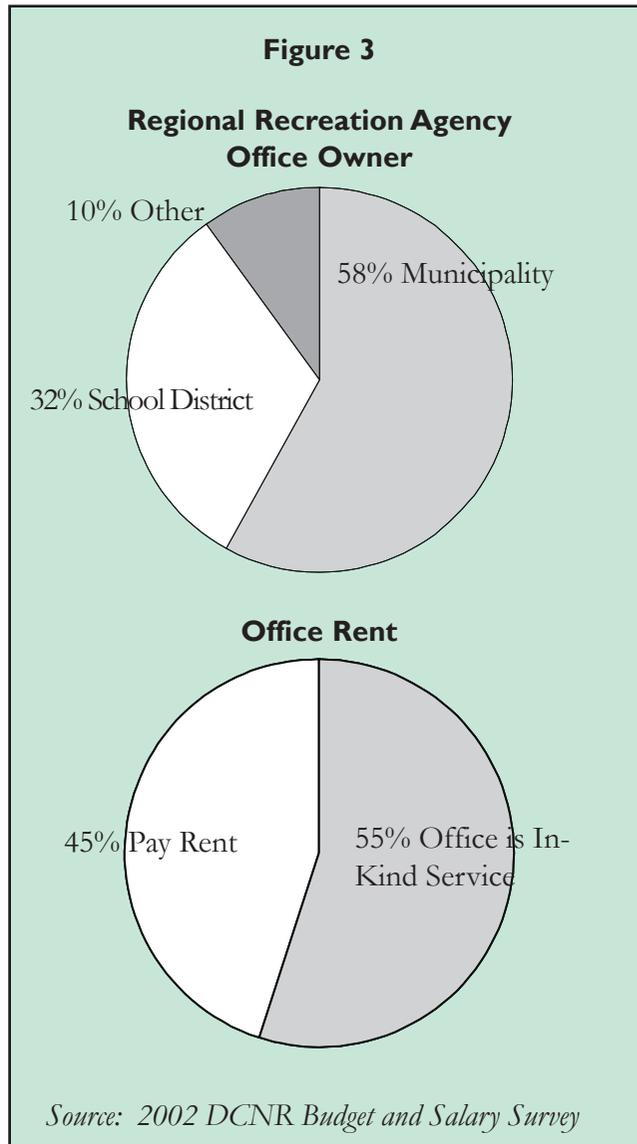
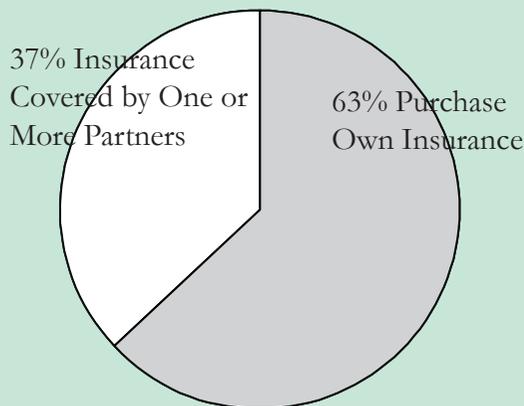


Figure 4

### Regional Recreation Agency Liability Insurance Coverage



Source: 2002 DCNR Budget and Salary Survey

What will the director's responsibilities be? What level of experience should the director have? Answering these questions will help to determine the salary needed to attract qualified candidates. History has proven that if the director is experienced, the growing pains for a new agency are lessened. Hiring an experienced professional will mean paying a higher salary, but the payoff in results will far outweigh the extra money spent. Benefits will also have to be factored in. For the new agency to be successful, clerical office help is almost a necessity.

### Funding Formulas

When a program is to be jointly funded, the municipalities must decide which of the following choices is the fairest.

*Equal Shares* - A regional recreation agency can be established where each municipality pays an equal share. This formula can work when the participating municipalities are about the same size and benefit fairly equally from the joint program. The agency's budget is determined and split among the partners.

*Population* - Most often, each municipality's cost share for a regional recreation agency is based upon population. The municipality's share is equal to its percentage of the total population of the participating municipalities. If citizens benefit evenly by the program, they should all share in the cost through their taxes.

The U.S. Census is often used for population figures, but in areas where populations are changing it can be very out of date in a few years. The census conducted by the schools may be a better way to establish the basis for municipal cost shares. If a large college campus is located in one of the municipalities, the participating municipalities must decide whether or not to include the number of students living on campus in the region's population since many services for the students are provided by the college rather than the municipality. The U.S. Census counts students living on campus as residents of the municipality where the campus is located, not



### Cooperation in Action

*Funding by Equal Shares* - The Manheim Central Parks and Recreation Commission (Lancaster County) gets equal funding from its partners, Penn Township, Rapho Township, the Manheim Central School District and Manheim Borough. The borough owns all of the region's park areas and recreation facilities, including the large community park with a football stadium and outdoor swimming pool.



The partners are jointly sharing the cost of capital improvements and the payoff of \$400,000 in pool renovation debt.

as residents of their home town. A school district census may not count on-campus students as residents. Large populations in prisons or other institutions have the same distorting effect on population formulas. The Lewisburg Area Recreation Authority has both examples, with Bucknell University and the Lewisburg Federal Penitentiary within its boundaries.

*Assessed Valuation* - The value placed on all real estate in a municipality is called the total assessed valuation. When forming an intergovernmental agency, each municipality's percentage of the total assessed valuation for all participating municipalities can be their percentage of the joint program costs. Total assessed valuation is frequently used as the basis for allocating shares of joint programs because it's a measure of each municipality's tax base or its ability to pay. More developed municipalities will have larger funding shares than small rural ones.

Each municipality's cost to provide regional services must be decided before the final budget and tax rates for the next year are set by the municipalities. Regional agencies should prepare a proposed budget with explanations of revenues and expenditures by the end of August each year and forward it to each municipality for feedback. This allows enough time to incorporate costs for the agency into the participating municipalities' budgets. Once these costs have been set, municipalities must keep their commitments.

**Board Member Representation**

Most often, the numbers of regional agency board members correlate to the municipality's percentage of the region's total population. So if municipality "A" holds 50 percent of the region's residents, it would be represented on the board by one-half of the total membership.

In some cases, partners believe that municipalities should be equally represented on the board, regardless of population numbers. When school districts are involved, they are normally represented by a set number of people. The regional agency board is a governing body, not an advisory one. Having direct representation from municipal and school board elected officials on the regional recreation agency board strengthens accountability and communication. Board members should also have a strong interest in and/or knowledge of recreation and parks.



**Cooperation in Action**

*Representing Municipal and School District Partners* - The Lancaster Recreation Commission (Lancaster County) is a nonprofit agency serving the residents of the School District of Lancaster. Through an intergovernmental agreement of cooperation, the Commission is comprised of 11 members. Four members are citizens of Lancaster City or Lancaster Township. Two city council members, two school board members and one township supervisor or employee must serve on the Commission. The two additional members are the city director of public works and the school district business manager.



The Lancaster Recreation Commission office is at the Lancaster Recreation Center, a city-owned facility that also houses a senior citizen center, preschool classroom, gymnasium, dance room, ceramics studio, kitchen and all-purpose room.

### Agreement Terms

To allow time for the new regional agency to organize and develop successful programs and services, an intergovernmental agreement is normally signed for an initial term that is longer than one year. This commits the partners to financing the agency for this length of time. Often agreements are signed for an initial term of five years, after which they revert to automatic renewal each year.

How much notice does a partner need to give its fellow partners and the regional agency if it wants out of the intergovernmental agreement? To give the regional agency a fair amount of time to figure out how to replace the contribution amount of a withdrawing partner, many agreements include a one-year written notice before the end of the calendar year. This allows the regional agency at least one year to plan for the budget impact.



#### **Cooperation in Action**

*Allowing Time to Build Recreation Programs* - The Eastern York Area Recreation Commission (York County) agreement gives the new agency, which was formed in 2002, five years to get on its feet. This is a fair amount of time for staff and volunteers to build a successful recreation program schedule.



Only 678 people live in East Prospect Borough. Because of the borough's partnership in the Eastern York Area Recreation Commission, it hosts one of the largest special events in the area, the Memorial Day Craft Sale.

### Agreement Preparation, Review and Adoption

Drafting an intergovernmental cooperation agreement is a relatively straightforward task, but municipalities often find it takes much longer than anticipated to get from the initial idea of the agreement to properly enacted ordinances. The basic steps are to:

1. Convene a small committee of representatives from each of the partners to the intergovernmental agreement. Appoint someone as the lead person to keep discussions on track and the process moving.
2. Get feedback from the municipal governing bodies, school board and other boards involved on the decisions that need to be made, and bring this feedback to the committee meetings to revise, compromise and come to consensus agreement on a number of items. The biggest issues to resolve are:
  - Number of board members
  - Representation/formula for make-up of the members
  - First-year cash contribution amount (total needed?)
  - Cash contribution formula
  - Budget (calendar or fiscal year, how does contribution from agreement partners increase, when is contribution request needed each year from agency?)
  - Initial term of the agreement and effective date (3-5 year initial term?)
  - In-kind contributions (free use of municipal parks and school facilities, office location, clerical services, desk, telephone, fax, computer use, solicitor?)
  - Withdrawal from agreement

- Liability insurance (what is needed, who will provide?)
  - Name of regional agency
  - Purpose of regional agency
  - Officers (each partner to hold one officer position?)
  - By-laws (developed after agency is formed or before?)
  - Voting (what constitutes a quorum, does every member have one vote?)
  - Dissolution procedures (what happens if agency folds?)
  - Adding additional partners to the agreement (how is this approved?)
  - Property ownership (can the regional agency own land?)
3. Assign drafting the intergovernmental agreement of cooperation to a staff person or solicitor, using other agreements as samples for formatting and language purposes. Municipalities can choose a single solicitor to do intergovernmental agreement legal work instead of paying each solicitor to do the same work. This could be the first example of cost savings through cooperation. See Appendix F for a sample agreement.
  4. Distribute copies of the draft agreement, once the committee is comfortable with it, to all partners – managers, elected officials, board members – and to solicitors. Request written comments by a specific date, allowing enough time for the partners to review and respond to the draft. Ask for complete solicitor comments by the same date. Have committee members follow up with the partners they are representing to answer questions and address concerns.
  5. Revise the draft agreement, working to include all changes if possible.
  6. Ask the committee to review the revised draft. If the changes are significant or controversial, copies may need to be reviewed by the partners and solicitors again.
  7. Once finalized, send the agreement to the partners for formal approval at their public meetings. Municipalities adopt it by ordinance; school districts adopt it by resolution. Figure 5 outlines what the ordinance should say. The agreement must be advertised for adoption. A single public notice may be used as long as the date and location of each partner's meeting is included.
  8. Get the intergovernmental agreement signed by the appropriate officials. Sign enough copies so all participants and the regional agency have an original copy.

**Figure 5**

**Elements of an Enacting Ordinance**

- The title and date of the agreement
- The names of the participating municipalities and school district
- A one-sentence summary of the purpose of the agreement
- Authorization for the proper official (chair or president) to sign the agreement on behalf of the municipality or school district
- A statement that the agreement is attached to the ordinance and is made a part of it

See Appendix G for a sample ordinance.

## Stumbling Blocks

There are always issues that require more discussion among the partners to an intergovernmental agreement. Finding alternatives that are acceptable to everyone can be difficult. Some of the potential stumbling blocks are:

### *Cash Contribution Amount and Annual Increases -*

The initial lump-sum dollar amount to start up the new regional agency must be determined. This is done based on the projected budget. There's always apprehension about signing an intergovernmental agreement as far as being locked into funding the regional agency. Some controls need to be put in place. Normally a cap is placed on the percentage that the amount can increase over the previous year's cash contribution. This usually ranges from three to five percent.

### *Lack of Representation at Study Committee Meetings -*

When one or more of the potential regional partners does not regularly attend study committee meetings, it slows the process considerably. If a municipality or school district is not present, they lose the opportunity to be actively involved in decision making. Lack of representation at meetings can indicate a lack of interest in being a part of a new regional agency.

*Changing Leadership -* When elected officials who have been part of drafting an intergovernmental agreement leave office, it creates concern. It's necessary to get new elected officials educated about the process, and hopefully, supportive of the regional effort. Candidates for election should be questioned about their views on regional recreation.

*Expansion -* Sometimes, a municipality or two will not want to take part in the study process. Often, these municipalities are within the boundaries of the same school district as the other potential partners. To allow for future expansion of the regional agency, a clause can be added to the intergovernmental agreement to allow municipalities to join the regional agency in future years with the majority approval of the existing partners.

*Existing Lease Agreements -* Sometimes park areas and recreation facilities are leased by the municipalities to outside parties. The best solution is to leave those existing agreements in place and make it clear that the new regional agency will honor the terms of the lease. After it is up and functioning, the new agency can evaluate any leases that are in place.



Regional agencies hold recreation programs at park areas, but municipal partners usually maintain and retain ownership of park sites and recreation facilities.

*Ownership of Existing Buildings and Facilities -* Buildings and facilities can become issues if it is proposed that the new agency take over ownership. This scares partners because of the costs associated with utilities, maintenance and capital improvements. It is more common for a new regional agency to take over operation of existing facilities, with the partner retaining ownership. Normally, municipal partners continue to be responsible for capital improvements to property that they own.

*Autonomy of Existing Programs* - Local youth sports associations are often afraid that a new regional recreation agency will “take over” their programs. The volunteer groups are also concerned about the new agency controlling use of the park areas and recreation facilities they currently use. Add language to the intergovernmental agreement to allay these fears. Many times, municipalities have advisory park boards and committees in place. Since municipalities usually retain ownership of park areas and recreation facilities, keeping these volunteer boards may make sense.

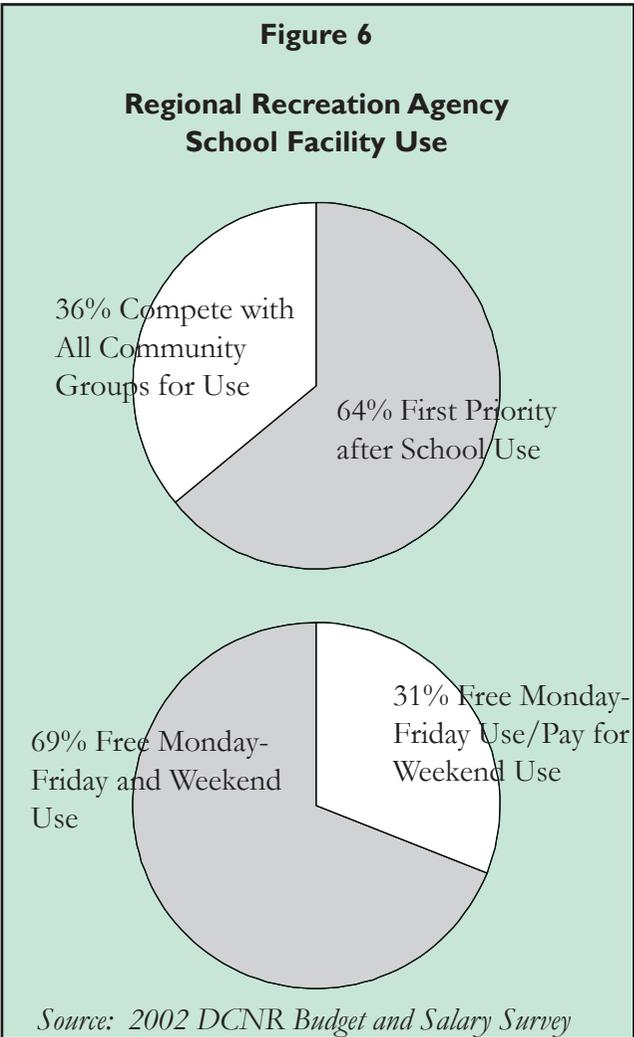
*Saving Surplus Funds* - If a regional recreation agency has a surplus of funds at the end of the year, it should keep them. If the excess funds stay in the agency’s accounts a fund balance or capital fund can be built up. If municipalities require that surplus funds be returned, the regional agency may spend the extra funds simply to avoid losing them.

*Cash Flow* - A regional recreation agency needs money to cover its expenses, so payment of municipal shares must begin in early January. A payment schedule avoids the need for the cooperative program to borrow funds to pay its bills. Most agencies operate with partner payments due on a quarterly basis.

*Audits* - An annual audit of the regional recreation agency’s accounts should be completed to assure all participating municipalities and the public that the accounts are in order. Include the cost of this audit as part of the agency’s budget.

*In-Kind Contributions* - The most common in-kind contribution of partners is the use of buildings and grounds for recreation programs. There are many other possibilities for in-kind services, such as agency office space, payroll services and use of office equipment. In-kind services help to reduce costs for a regional agency,

which corresponds to reduced costs for agreement partners. See Figure 6 for school facility use by regional agencies.



**Cooperation in Action**  
*Locating Regional Offices in a School -*

Greater Elizabethtown Area Recreation Services (GEARS) is contracted by the school district to schedule indoor and outdoor use of all of its facilities. This is for both school and non-school use. The offices for GEARS staff are located in the middle school as an in-kind service of the school district.



### **Cooperation in Action**

*Contributing In-Kind Services* - The Redbank Valley Park Commission (Armstrong and Clarion Counties) serves two boroughs and three townships. Its primary purposes are to operate and maintain the Redbank Valley Municipal Park and to provide recreation programs for residents. The total population of these five rural municipalities is less than 6,000 people. Cooperation has allowed the region to hire a parks and recreation director, and the agency recently received a DCNR grant to purchase new playground equipment for the park.



Two township road crews provided the in-kind work to remove the old and install the new equipment, which served as the matching funds needed for the grant.

*Dependence on Grants* - Grants from the state and federal governments are sometimes available for cooperative programs. DCNR grant programs even have a priority ranking for regional projects. A Circuit Rider grant can help to start a regional recreation agency by providing funds for the salary of a recreation and parks director. But it is a mistake to start a program simply because the grant funding is there. Once the seed funding is gone, the regional recreation agency must have adequate funding to stand on its own. The best way for municipalities to insure that is to allocate enough money to the new agency from the start to cover the cost of the director's salary and benefits.

*Solicitor Review* - Legal review by municipal and school district solicitors can take a lot of time. Each solicitor completely overhauls the intergovernmental agreement to make sure the interests of their partner are intact.

### **Getting Off to the Right Start**

After the intergovernmental agreement is adopted, the real work begins.

There is no one-size-fits-all approach to the start-up of a new regional recreation agency. There are, however, key areas to address.

### **Securing Funding**

Once the Peer study is completed and the intergovernmental agreement has been signed, DCNR will consider an application for a Circuit Rider grant to hire a recreation and parks director. Circuit Rider grants fund 100 percent of the director's salary for the first year of employment. The amount reduces by 25 percent each year for four years. The cost of benefits must be provided by the regional agency. When the grant ends, the regional agency must fully cover the salary and benefits of the director.

Spend time during the first year exploring other funding sources. Use the agency's municipal funding as a foundation to build upon. Additional ways to generate revenue include expanding recreation programming, soliciting funds, establishing friends groups or support foundations, increasing volunteerism, and developing adopt-a-park and gift catalog programs.

### **Important Decisions**

Where will the office be? How will employees be paid? What can be provided as an in-kind service by the partners? Here are some of the items that must be addressed for the new agency:

- Office location
- Payroll and accounting services
- Bank accounts
- Employee benefits
- Employee job description
- Office equipment

- Liability insurance
- Clerical assistance
- Legal services

General decisions may have already been made for many of these items, but most will need to be studied in more depth. For instance, the office location may be temporary or the director's benefits may be provided by a partner until a better arrangement is secured.

### Director Hiring Process

To effectively serve the region's recreation needs, a full-time recreation and parks director should be hired. Board members play an important role, but as volunteers, their role is limited. At a minimum, the director position qualifications should include a four-year college degree in community recreation and parks and five years of responsible experience in public recreation. See Figure 7 for examples of the work a recreation and parks director can do for a region.

The DCNR publication *Hiring Municipal Recreation and Park Personnel* provides a step-by-step approach to finding and hiring the best qualified recreation and parks professionals. It is available on-line at [www.dcnr.state.pa.us](http://www.dcnr.state.pa.us).

To attract the caliber of candidates with the experience and know-how to develop a new community recreation service, offer a competitive salary. The success of a new regional recreation agency depends on hiring an experienced, professional leader. Advertise the position throughout Pennsylvania and other Mid-Atlantic states. DCNR and the Pennsylvania Recreation and Park Society (PRPS) can assist with advertising.

**Figure 7**

### What Can a Regional Recreation and Parks Director Do?

- Work with park area and recreation facility providers to ensure proper upkeep and care of facilities and adherence to safety standards.
- Write grant applications and seek funding for recreation and parks projects.
- Increase municipal-school cooperation.
- Plan and conduct community recreation programs.
- Educate elected officials and community leaders about recreation and parks.
- Oversee park area and recreation facility use and scheduling.
- Work with municipalities on creating or expanding a greenway and trail network.
- Promote all recreation opportunities.
- Assist youth sports organizations.
- Foster public-private partnerships.
- Recruit volunteers for park enhancement and clean-up projects and recreation programs.
- Assist municipalities with park acquisition and development projects.
- Find ways to fill in the gaps in the recreation system and ways to eliminate duplication.
- Coordinate municipal efforts by developing and implementing a Comprehensive Recreation, Park and Open Space Plan.

See Appendix H for a sample job description for a regional recreation and parks director.

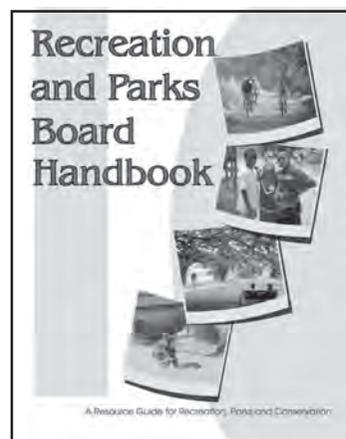
## Board Development

Regional recreation agencies are governed by policy-making boards. These are independent boards with final decision-making responsibilities and full power over the services created by the intergovernmental agreement. The municipal elected officials control the appointment and removal of regional recreation agency board members and the level of tax support of the policy board's budget.

Most likely the regional agency board will be a new one. It will include representatives from the participating municipalities and often the school district. Members may not know each other or have worked together before. The role of chair is not always given to the most capable person; it often goes to the member who is willing to do it. He or she may never have run meetings before. Members may be uncomfortable with their role, and as a result, not speak up.

It will take a number of meetings to get organized. The first step will be to develop by-laws for the governing board's operation. DCNR can provide training assistance for new boards on roles and responsibilities. The *Recreation and Parks Board Handbook* provides answers and advice to strengthen volunteer boards. It is published by the DCNR Bureau of Recreation and Conservation and is available on-line at [www.dcnr.state.pa.us](http://www.dcnr.state.pa.us).

In addition, a Peer mentor for the new director and board is an eligible cost under the DCNR Circuit Rider program.



## The Importance of Planning

Cooperation is not a perfectly smooth path. Getting on the same path requires a common vision and agreement on a plan of action. Develop a written mission statement that is focused on the recreation agency's purpose. The mission statement identifies the agency's scope of responsibility and provides it with a sense of overall direction and priorities. Next, develop goals that address what the recreation agency wants to achieve. Once goals are in place, set immediate priorities and develop a work plan for the first three months.

How do you know what recreation and parks services and facilities residents want? Undertaking a comprehensive recreation, park and open space plan is the most effective way to find out. This long-term plan focuses your work and provides structure and direction, laying out what needs to be done by when. Action strategies break down the implementation of the plan into realistic efforts. DCNR provides grant funds to assist with financing this plan.

Many recent intergovernmental agreements include a section that gives the new agency the responsibility to complete a regional comprehensive recreation, park and open space plan. The 2004 agreement forming the Spring Grove Regional Parks and Recreation Commission (York County) is an example of this. The plan must be completed during the initial term of the intergovernmental agreement.

## Knowing the History

Review the history of creating your regional agency. Read minutes from study committee meetings that led to its formation. Talk with study committee members and municipal staff and elected officials and read any newspaper articles. If a Peer project was conducted, review the study recommendations with the Peer.

Find out why municipalities agreed to participate as partners in the new regional agency.

### **Understanding the Intergovernmental Agreement**

Know the provisions of your intergovernmental agreement, particularly partner representation numbers, how vacancies are filled, the purpose and powers of the agency board, when the annual report is due, the budget approval process, the funding formula, insurance requirements and the withdrawal process.



By offering opportunities to have fun, stay healthy and connect with others, recreation programs enrich people's lives. It's important for new regional recreation agencies to build a strong base of recreation programs that residents value.

### **Learning about the Area**

Visit every recreation facility in the region. Inventory the indoor recreation space within your region, including school district gymnasiums, churches, fire halls and college facilities. Make sure the inventory of your public parks is current. Meet with key community leaders and visit every municipality on a regular basis. Talk to everyone!



## 6 Making Cooperation Work

Being a part of providing opportunities for your community's residents to enjoy the outdoors, learn new skills, make friends and stay healthier and happier unites new partners. You are providing a tremendous service for your residents and improving the quality of life in your community. Focusing on why you are working together and the great things you are doing helps make cooperation work.



### **Cooperation in Action**

*Combining Municipal, School and Hospital Resources -* Park areas and recreation programs are flourishing in Wellsboro Borough (Tioga County), thanks to the willingness of public and private-sector agencies to work together for the benefit of the community. In the early 1980's, Soldiers and Sailors Memorial Hospital completed a medical office wing and was recruiting doctors, nurses and technicians. Most were pleased with the hospital and schools, but the question of recreation programs for their children kept coming up. The lack of a comprehensive recreation program was a major stumbling block in the attraction of medical professionals and industry to the Wellsboro area. A three-way partnership among Soldiers and Sailors Memorial Hospital, Wellsboro Borough and the Wellsboro Area School District was proposed. The parties signed a cooperation agreement, with the hospital employing the parks and recreation director, the borough paying for park maintenance and capital improvements, and the school district providing the agency's office, an administrative assistant and facilities for community recreation programs.



At the Wellsboro Department of Parks and Recreation Fit into Summer program, children play games and learn healthy nutrition and physical fitness habits at Woodland Park.

### **Working with Elected Officials**

Continually showing municipalities how they benefit from the regional arrangement contributes to success. How are they saving money? This gets elected officials' attention *and* encourages their support.

Consider all elected officials as the "bosses." Provide monthly and annual reports to elected officials and municipal staff, detailing accomplishments and updating them on issues. Some elected officials get a 10-foot stack of written material a year. It's a competitive world to get their attention. Make agency documents visually attractive, clear and to the point.

Provide opportunities for municipal officials to garner a sense of ownership of the regional agency by involving them in the decision-making process or calling them for guidance. Above all, keep partners informed and praise them publicly for their support.

Personal visits are the best way to establish an effective working relationship with municipal officials. At least twice each year, the director and/or board chair should attend meetings of each of the partners to give them first-hand information about the agency. Meet with newly elected officials and new municipal staff early in their terms before they are swept up in their responsibilities.

Figure 8

**The Power of Positive Talk**

Look at the following negative language statements, with the corresponding positive way to say the same thing:

<i>Instead of:</i>	<i>Try:</i>
I can't argue with that.	I am inclined to agree.
I can't complain.	I am okay.
I couldn't ask for more.	I am very pleased, satisfied.
I don't expect more than that.	Here's what I expect.
I don't have a problem with that.	I can go with that.
I don't have any objections.	That's fine with me.
I don't see any reason why not.	That sounds good.
I have no argument with that.	I find that acceptable.
I hope you don't mess up.	I hope you do well.
Don't let me get in your way.	I'll get out of your way.
Let's not get into that now.	Let's talk about that later.
I am not worried.	I'm confident.
If nothing gets in our way.	If everything goes as planned.
Why can't you?	How about?
I'll have to.	I'll be glad to.
I can't.	I haven't yet.
I should have.	Starting now I will.
I disagree.	I understand how you feel, but I believe there is another way to look at this.

**Strategies for Success**

Other ways to improve the success rate of a cooperative effort are:

*Staying Positive* - Changing what you say impacts how others are influenced and persuaded by you. It knocks down barriers of resistance, and fosters better communication and more cooperation. See Figure 8 for positive statements to use

*Promoting the Cooperative Effort* – Take every opportunity to promote the cooperation among the municipalities and school district. Listing partners on all written materials such as agency letterhead, business cards and permits is a visible reminder to the public.

*Producing Results* - Start with an easy project or with traditional recreation programming. It's important that whatever is attempted is successful. When taking over any previous operation that has been done before such as recreation programming, park maintenance or swimming pool operation, do not make too many changes the first year unless the board says "yes" or it has to do with financial efficiency. Establish trust and agency reputation first.

*Forming Partnerships* - Most new regional agencies operate on a shoestring budget and have limited facilities to conduct recreation programs. Forming partnerships is essential. Address territoriality issues up front. Use of local parks and schools can threaten existing users.

Gain their support first before proposing to use “their” facility. If separate park boards exist in municipalities, involve those board members in the new regional agency’s activities.



### **Cooperation in Action**

#### *Establishing Essential Programs -*

The Octorara Community Recreation Commission has done a great job “producing results.” Seeing the need for before and after school care for elementary school students, the Recreation Commission stepped in to provide the service. Its state-licensed program offers homework help, tutoring options, arts and crafts projects and gym activities under the supervision of certified teachers. The program nets significant revenue that allows the agency to hire more staff and offer many other recreation programs for the region’s residents.



All-day care is provided for children on in-service days, school holidays and all summer by the Octorara Community Recreation Commission.

#### *Recognizing Past Problems between Municipalities -*

The memories of older residents can be surprising. Hard feelings may remain from the consolidation of small, local schools into regional school districts. Municipalities may have tried to cooperate unsuccessfully in the past. Elected officials may have run against each other for political office. Find out everything possible about what took place in the past, since it may impact current actions.

### **What Regional Agencies Say**

The 2002 DCNR survey of Pennsylvania’s regional recreation agencies revealed that the number one way for a new regional agency to be successful is by communicating effectively with the elected officials and municipal staff of partners. Establishing good working relationships with municipalities and school districts so that there is an on-going exchange of information between the municipal elected officials and the regional agency staff and board members is important.

The second most often reason given for success is the support provided by the municipalities and school district, particularly the use of facilities and the funding provided by partners.

Third on the list of ways regional agencies achieve success is by establishing quality recreation programs and services that residents consider essential. Figure 9 lists the top recreation programs sponsored by regional agencies.

**Figure 9**

#### **Most Successful Regional Recreation Agency Programs**

- Aquatic programs
- Special events
- Fitness and wellness classes
- Youth sports
- Before and after school child care

*Source: 2002 DCNR Budget and Salary Survey*

Other reasons given for regional success are:

- The commitment and leadership of municipal representatives to serve the entire region.
- A strong core of hard-working, dedicated volunteers and a competent director.

- Greater community awareness of and more citizen involvement in programs and services because of public relations and marketing.
- The expanded number and variety of recreation programs offered.
- The grant funding obtained and money earned through fund raisers, business support and other contributions.
- More time to establish services because of a longer-term intergovernmental agreement.
- Participation in visible community projects.
- Good business practices put in place.
- The accessible location of agency office for citizens.
- The revenue earned through programs and services has allowed more staff to be hired.
- The ability to stay positive even during tough times.

### **The Realities of Regional Life**

The 2002 DCNR survey of Pennsylvania's regional recreation agencies revealed interesting information from the agency staff perspective.

Being a regional agency has its good points. At times, it can be difficult as well.

What existing agencies said can be "good" and "bad" about being regional are separated as "assets" and "issues" under five general categories: facilities, programs and services, cooperation and support, funding, and education and communication.

## **Regional Recreation Agency Assets**

### **Facilities**

- No cost use of indoor and outdoor school facilities
- Access to a broad range of facilities owned by the municipalities
- No need for municipalities to duplicate facilities
- One agency works with the school district to schedule facility use, rather than multiple community groups and organizations

### **Programs and Services**

- Broader recreation program schedule/wider variety of activities offered
- Reasonably priced programs
- Ability to offer programs closer to home
- Larger participant base
- Consistently planned services
- More program participation

### **Cooperation and Support**

- Increased credibility as part of school district
- Region-wide public support for agency
- Access to more volunteers
- Little bureaucratic red tape
- Autonomous board

### **Funding**

- Stable tax-supported funding
- Better chance of getting state grants
- Indirect costs/administrative expenses are shared
- More sources of funding and contributions because of non-profit status
- Volume pricing reduces cost of supplies

### **Education and Communication**

- Easier to promote programs with school district's help
- One agency for public to contact for recreation services
- Heightened public awareness of services

## Regional Recreation Agency Issues

### Facilities

- Some school districts don't give agency priority in use of school facilities
- Park planning and maintenance is deficient in some municipalities.
- Office location isn't central for region

### Programs and Services

- Lack of facilities in some municipalities for programs
- Residents travel far to get to some programs

### Cooperation and Support

- Obtaining approval on issues from all partners is difficult
- Occasional disputes between governing bodies
- Municipalities and school district don't think alike
- One or more municipalities in school district aren't partners
- Each partner wants best facilities and most programs
- Jealousy and demands of one municipality over another/one partner may feel that another is getting more or paying less

### Funding

- Finding matching dollars for grants
- Funding uncertainties when partners experience their own funding problems
- A lot of money is spent on overhead for liability insurance, health insurance and pension plan
- Partners feel agency should be self-supporting
- Too many responsibilities and not enough staff
- Conflicts on salaries of agency employees versus salaries of municipal employees
- Gray areas of financial responsibility/who pays for what
- Not enough funding provided
- Salary for director too low to attract top candidates

### Education and Communication

- Constantly educating elected officials as to what agency does, how it is organized and funded
- Poor flow of information between board representatives and their municipality/school district
- Too many meetings for director to attend
- Micromanagement by the board
- Promotion of programs difficult in large geographic area
- Inexperienced staff

Appendices I, J and K include contact and statistical information on Pennsylvania's regional recreation agencies.

## Final Thoughts

Good government responds to the needs of the people. There is no doubt that to best meet people's recreation and parks needs, our small-sized local governments must work together. But it's hard to cross those municipal boundary lines. Who will take that important first step?

Keeping citizen's needs in mind focuses communities on the need for intergovernmental cooperation. Because of Pennsylvania's fragmented system of local government, there are many gaps and overlaps in recreation services. Think of our consolidated system of school districts and what it must have been like before mergers took place. What it would cost today if all of those smaller schools still existed?

Before committing to a regional effort, what elected officials overwhelmingly want to know is "What's in it for us?" and "How much is it going to cost us?" It's essential to be clear and realistic about the cost from the very beginning. Don't establish a regional recreation agency that will conduct programs and special events, operate recreation facilities, write grant applications and maintain parks and expect it to raise enough money through user fees and fund raising to finance its recreation and parks director's salary. It won't happen. If only one staff person is hired, it may take ten to 20 years to become a fully-functioning agency.

The agency will need sufficient tax-supported funding. That dollar amount will vary from region to region and will depend on the agency's responsibilities.

Determine how ready elected officials are to work together on the concept of working together. There has to be a level of commitment from elected officials to a regional study and openness to the possibility of joining a regional agency.

If this isn't present, a regional effort doesn't have much chance of getting off the ground.

Intergovernmental cooperation is all about people. The bottom line is that people cooperate with each other, and people make the decision to cooperate. Building relationships with neighboring municipal staff and elected officials is the first step towards cooperation. Once relationships are formed and trust is in place, multi-municipal cooperation is easier to accomplish.

Ten years ago little cooperation existed among municipalities except for bulk purchasing and the occasional new regional police force. For many regional recreation agencies formed at least five years ago, talking about joint recreation services was the first multi-municipal service explored. Municipal officials were not used to working across their boundaries and building trust was challenging. Today, with municipalities planning and working together on a variety of projects, providing regional recreation and parks services may become more attainable. DCNR supports good community planning; helping communities realize their recreation, park, open space, trail and greenway goals is a top priority. These community goals can be reached much more quickly with the hiring of a recreation and parks professional. Just as PRPS and DCNR have partnered to develop this publication, the municipalities who are able to pool their resources to hire professional staff will be the ones with outstanding recreation and parks systems in the years to come.

Whether your municipalities are getting together for the first time or seeking to implement comprehensive plan recommendations, PRPS and DCNR have technical assistance services available. See the back cover of this publication for contact information.

# Appendix A

## Intergovernmental Cooperation Law

Pennsylvania Consolidated Statutes Title 53 Municipalities Generally  
SUBPART D AREA GOVERNMENT AND INTERGOVERNMENTAL COOPERATION

### CHAPTER 23 - GENERAL PROVISIONS

Chapter 23 was added December 19, 1996, P.LII58, No.177.

#### SUBCHAPTER A - INTERGOVERNMENTAL COOPERATION

2301. Scope of subchapter

2302. Definitions

2303. Intergovernmental cooperation authorized

2304. Intergovernmental cooperation

2305. Ordinance

2306. Initiative and referendum

2307. Content of ordinance

2308. Bids for certain joint purchases

2309. Direct purchases

2310. Joint purchases with private educational establishments

2311. Written or telephonic price quotations required

2312. Division of transactions provided

2313. Penalty

2314. Review of agreement by Local Government Commission

2315. Effect of joint cooperation agreements

Cross References. Subchapter A is referred to in section 8002 of this title.

2301. Scope of subchapters

This subchapter applies to all local governments.

2302. Definitions

The following words and phrases, when used in this subchapter, shall have the meanings given to them in this section unless the context clearly indicates otherwise:

“Local government.” A county, city of the second class, second class A and third class, borough, incorporated town, township, school district or any other similar general purpose unit of government created by the General Assembly after July 12, 1972.

2303. Intergovernmental cooperation authorized

(a) General rule.—Two or more local governments in this Commonwealth may jointly cooperate, or any local government may jointly cooperate with any similar entities located in any other state, in the exercise or in the performance of their respective governmental functions, powers or responsibilities.

(b) Joint agreements.—For the purpose of carrying the provisions of this subchapter into effect, the local governments or other entities so cooperating shall enter into any joint agreements as may be deemed appropriate for those purposes.

2304. Intergovernmental cooperation

A municipality by act of its governing body may, or upon being required by initiative and referendum in the area affected shall, cooperate or agree in the exercise of any function, power or responsibility with or delegate or transfer any function, power or responsibility to one or more other local governments, the Federal Government, or any other state or its government.

2305. Ordinance

A local government may enter into intergovernmental cooperation with or delegate any functions, powers or responsibilities to another governmental unit or local government upon the passage of any ordinance by its governing body. If mandated by initiative and referendum in the area affected, the local government shall adopt such an ordinance.

2306. Initiative and referendum

(a) Initiative.—An initiative, under this subchapter, shall be commenced by filing with the appropriate election officials at least 90 days prior to the next primary or general election, a petition containing a proposal for referendum signed by electors comprising 5% of the number of electors voting for the office of Governor in the last gubernatorial election in each local government or area affected. The applicable election officials shall place the proposal on the ballot in a manner fairly representing the content of the petition for decision by referendum at the election. Initiative on a similar question shall not be submitted more often than once in five years.

(b) Referendum.—The question shall be placed on the ballot as a referendum and shall become effective by a majority vote of the electors voting thereon.

2307. Content of ordinance

The ordinance adopted by the governing body of a local government entering into intergovernmental cooperation or delegating or transferring any functions, powers or responsibilities to another local government, or to a council of governments, consortium or any other similar entity shall specify:

- (1) The conditions of agreement in the case of cooperation with or delegation to other local governments, the Commonwealth, other states, or the Federal Government.
- (2) The duration of the term of the agreement.
- (3) The purpose and objectives of the agreement, including the powers and scope of authority delegated in the agreement.
- (4) The manner and extent of financing the agreement.
- (5) The organizational structure necessary to implement the agreement.
- (6) The manner in which real or personal property shall be acquired, managed, licensed or disposed of.

(7) That the entity created under this section shall be empowered to enter into contracts for policies of group insurance and employee benefits, including Social Security, for its employees.

#### 2308. Bids for certain joint purchases

All joint purchases involving an expenditure of more than \$10,000 shall be made by contract, in writing, only after notice for bids once a week for two weeks in at least one and not more than two newspapers of general circulation in the joining local governments. All contracts shall be let to the lowest responsible bidder. Every contract for the construction, reconstruction, alteration, repair, improvement, or maintenance of public works shall comply with the provisions of the act of March 3, 1978 (P.L.6, No.3), known as the Steel Products Procurement Act. Cross References. Section 2308 is referred to in sections 2309, 2312, 2313 of this title.

#### 2309. Direct purchases

In addition to joint purchases authorized by section 2308 (relating to bids for certain joint purchases), local governments may make direct purchases from vendors or suppliers of goods, materials or equip-ment without compliance with existing and otherwise applicable statutory requirements governing competitive bidding and execution of contracts as follows:

- (1) Any county may by appropriate resolution, and subject to such reasonable regulations as it may prescribe, permit any local government within the county to participate in or purchase of contracts for goods, materials or equipment entered into by the county.
- (2) Any local government desiring to participate in purchase contracts shall file with the county purchasing agency and with the county solicitor a certified copy of any ordinance or resolution of its governing body requesting that it be authorized to participate in purchase contracts of the county and agreeing that it will be bound by the terms and conditions as the county prescribes and that it will be responsible for payment directly to the vendor under each purchase contract.
- (3) The county may permit participation by local governments only where the solicitation for bids and specifications for the county contracts, and the contracts themselves, expressly provide for and inform prospective and successful bidders that the contract to be let is intended to be subject to this subchapter and to regulations adopted by the county.
- (4) Among the terms and conditions as the county may specify, it shall prescribe that all prices shall be F.O.B destination.

#### 2310. Joint purchases with private educational establishments

Any local government may, by ordinance, authorize joint purchases of materials, supplies, and equip-ment with any private school, private college or university, or non-profit human services agency within the local government. The ordinance shall require that the school, college, or agency shall be bound by the terms and conditions of purchasing agreements which the local government prescribes and that the school, college, or agency shall be responsible for payment directly to the vendor under each purchase contract. Schools, colleges, and agencies shall be exempt from any existing statutory requirements governing competitive bidding and execution of contracts with respect to purchases under this section.

**2311. Written or telephonic price quotations required**

Written or telephonic price quotations from at least three qualified and responsible contractors shall be requested for all contracts that exceed \$4,000 but are less than the amount requiring advertisement and competitive bidding, or, in lieu of price quotations, a memorandum shall be kept on file showing that fewer than three qualified contractors exist in the market area within which it is practicable to obtain quotations. A written record of telephonic price quotations shall be made and shall contain at least the date of the quotation, the name of the contractor and the contractor's representative, the construction, reconstruction, repair, maintenance or work which was the subject of the quotation and the price, writ-ten price quotations, written records of telephonic price quotations, and memoranda shall be retained for a period of three years.

**2312. Division of transactions provided**

No local government shall evade the provisions of section 2308 (relating to bids for certain joint purchases) as to advertising for bids or purchasing materials or contracting for services piecemeal for the purpose of obtaining prices under \$10,000 upon transactions which should in the exercise of reasonable discretion and prudence be conducted as one transaction amounting to more than \$10,000. This provision is intended to make unlawful the practice of evading advertising requirements by making a series of purchases or contracts each for less than the advertising requirement price or by making several simultaneous purchases or contracts each below such price when in either case the transaction involved should have been made as one transaction for one price.

**2313. Penalty**

Any member of a governing body of a local government who votes to unlawfully evade the provisions of section 2308 (relating to bids for certain joint purchases) and who knows that the transaction upon which he so votes is or ought to be a part of larger transaction and that it is being divided in order to evade the requirements as to advertising for bids commits a misdemeanor of the third degree for each contract entered into as a direct result of that vote.

**2314. Review of agreement by Local Government Commission**

Every agreement between a local government and the Commonwealth, any other state government of another state or the Federal Government under the provisions of this subchapter shall, prior to and as a condition precedent to enactment of an ordinance, be submitted to the Local Government Commission for review and recommendation. The commission shall within 60 days of receipt of the agreement determine whether it is in proper form and compatible with the laws of this Commonwealth. Failure of the commission to make recommendations within 60 days of receipt of the agreement shall constitute a recommendation in favor of the agreement.

**2315. Effect of joint cooperation agreements**

Any joint cooperation agreement shall be deemed in force as to any local government when the agreement has been adopted by ordinance by all cooperating local governments. After adoption by all cooperating local governments, the agreement shall be binding upon the local government, and its covenants may be enforced by appropriate remedy by any one or more of the local governments against any other local government which is a party to the agreement.

# Appendix B

Commonwealth of Pennsylvania  
Department of Conservation and Natural Resources (DCNR)  
Bureau of Recreation and Conservation (Bureau)



COMMUNITY CONSERVATION PARTNERSHIPS PROGRAM

## CIRCUIT RIDER PROJECTS

### General Information and Guidelines

**PURPOSE:** This document further explains DCNR's Circuit Rider projects outlined in the *Manual for Planning, Implementation and Technical Assistance Grants*. After reviewing this information but before completing the grant application, *please contact the Bureau's regional representative for your area of the Commonwealth to discuss your project (a directory of regional representatives can be found in the Application Manual)*. Assistance will be provided through the regional representative to help further develop your project and submit an appropriate grant application. DCNR prefers to meet with a community before a Circuit Rider grant application is submitted to confirm that a Circuit Rider project is the best course of action. A Bureau Recreation and Park Advisor will work with you to make this determination.

#### 1. Circuit Rider Project Objectives

The Bureau of Recreation and Conservation provides financial assistance for regional organizations to hire a professional full-time staff person. The Circuit Rider's purpose must be to initiate new programs and services for municipalities and organizations that individually do not have the financial resources to hire a professional staff person. The intended result of such a hiring is the increased ability of local officials to more efficiently and effectively meet their recreation, park, trail and/or conservation needs.

The project encourages intergovernmental cooperation through a written agreement that enables small communities and organizations to pool their financial resources in order to support a full time, professional staff person.

A Circuit Rider is hired to coordinate the recreation, park or conservation efforts of the participating municipalities, school districts, and or non-profit organizations not to suppress their individuality and autonomy. These cooperative efforts result in a greater availability of facilities and programs than could be achieved by the participants on their own.

## 2. Eligible Applicants and Projects

To be eligible for Circuit Rider grant funding, two or more municipalities or organizations must cooperate in an intergovernmental or regional effort and provide the required local cash match for the project. (Counties are considered as one municipality.) The application must come from one grant eligible municipality or organization. Municipalities include councils of governments created under the provisions of Chapter 23 of Act 1966-177 (formerly Act 180), also referred to as the Intergovernmental Cooperation Act, and a municipal authority created under the Municipal Authorities Act of 1945, as amended.

## 3. Examples of Eligible Circuit Rider Projects

- The first full-time professional recreation director to expand recreation program offerings within a borough and township.
- An executive parks and recreation director is hired to manage an existing regional agency that expands beyond city services and boundaries to integrate the efforts of an adjacent township and foster additional cooperation within a school district.
- An established park and recreation department serving one municipality hires a recreation program coordinator to provide contracted recreation services to two or more municipalities.
- A trail coordinator, experienced in the development and management of rail-trails, is hired to provide administrative services to two or more rail-trail organizations.
- A professional community planner is hired to provide conservation planning assistance for two or more counties.

## 4. Special Requirements and Conditions

- **Circuit Rider applications are accepted at any time.** The application must come from one municipality, a council of governments, an authority or an official agency created under the Intergovernmental Cooperation Law.
- To be eligible for Circuit Rider funding, two or more municipalities must cooperate in a new intergovernmental effort by adopting an intergovernmental agreement following procedures outlined in the Intergovernmental Cooperation Law. A Peer-to-Peer grant is available to facilitate this process.

- Eligible project costs include only the Circuit Rider’s salary and Bureau approved training expenses as follows:
  - ◇ First year—one hundred percent (100%) of gross salary and up to \$1,000.00 for training expenses.
  - ◇ Second year—seventy-five percent (75%) of gross salary and up to \$1,000.00 for training expenses.
  - ◇ Third year—fifty percent (50%) of gross salary
  - ◇ Fourth year—twenty-five percent (25%) of gross salary.
- Participating parties must provide local funds to cover the Circuit Rider’s employee benefits for all four years, the balance of the salary in years two, three and four and normal support services such as office space and furnishings, training and travel expenses, clerical support, equipment, etc. In year five and beyond, the Bureau expects the local effort to continue on its own.
- To request a Circuit Rider grant, an applicant is required to submit a Community Conservation Partnerships grant application. Following receipt of this application, the Bureau will request the submission of a first year budget, intergovernmental agreement, and draft job description. If determined an eligible and viable initiative, the Bureau will approve the grant request. Upon receipt of a fully executed intergovernmental agreement the Bureau will provide a grant contract and work with the grantee to begin the hiring process.
- Continued funding in the remaining years is contingent on the grantee’s performance in the previous year(s) of the project, submission of acceptable requests for additional funding.

## 5. Other Project Information and Guidelines

- Grant Contract: Upon approval of a grant application, a contract will be executed between the Bureau and the grantee.
- Continued Funding: Continued funding in the second, third and fourth years is contingent on the applicant’s performance in the previous year(s) of the project, submission of acceptable requests for additional funding, and the Bureau receiving an appropriation of grant funds.

- Local Share: The remaining project costs not covered by the grant must be provided as a local share by the participating municipalities. For example, these include:
  - ◇ the up front, ineligible costs for developing the intergovernmental written agreement (legal fees), job description and advertisement, conducting interviews, sunshine law meeting advertisements, etc.;
  - ◇ the remaining percentage of costs to pay the full salary after the first year;
  - ◇ the fringe benefits for the circuit rider (fringe benefits generally include life and health insurance, worker's compensation, unemployment compensation, pension plan);
  - ◇ office arrangements, equipment and supplies, clerical assistance and the initial startup costs such as a phone and separate phone line, stationary, mileage, travel expenses, training, the establishment and upkeep of separate bank accounts for the grant as well as an account for the contributions from participating municipalities and revenues generated from programs as part of the cooperative effort; and,
  - ◇ liability insurance for board, director and possibility program participants (check on insurance policies with each municipality to evaluate coverage options); and program expenses.
  
- Budget Considerations: Grantees must consider and budget for the programs that this Circuit Rider will provide and determine whether local funds are needed to cover expenses. Some programs like adult classes generate sufficient revenue to cover their costs while others, however, do not. For example, a summer playground program traditionally receives local tax support in many communities. These costs should be budgeted. It is not realistic to expect to offer only programs that cover all of their costs. There are residents in every municipality who cannot afford to pay to participate in the programs yet these individuals should not be excluded from participation.
  
- In-kind Services: Providing office space, clerical support, etc. is not considered as an eligible match for the salary. These in-kind services are opportunities, however, to decrease the overall circuit rider expenses.
  
- Project Budgeting: Communities must consider the projected operating costs for the following year in their annual budgeting process. We have found, however, that the Circuit Rider budget process rarely follows the calendar year (local government's budget cycle). For the first year, project costs will not be incurred immediately. It takes six (6) to nine (9) months from the time a Circuit Rider grant is received to the actual start of the circuit rider. Below is a typical cycle:
  - 2000** — Receive grant award in March, director hired October 1st and Year 1 starts.
  - 2001** — Year 1 ends October 1, 2001 and Year 2 begins with increased local share.

**2002** — Year 2 ends October 1, 2002 and Year 3 begins with increased local share.

**2003** — Year 3. In the fall of 2003 municipalities should evaluate continued participation in the intergovernmental effort without Bureau funds after 2004.

**2004** – Year 4 and DCNR funding ends October 1, 2004. Agency may need increase in local funding to continue without Bureau funds.

- Circuit Rider Salary: The Bureau of Recreation and Conservation has found that such positions require considerable maturity and experience. Circuit Riders are expected to organize a new department, develop new programs, and often oversee the acquisition of land and development of new facilities. In addition, they are expected to foster cooperation between several municipalities where there may have been little or none before this effort on any issue. The skills needed to assume such a position far exceed those of a recent college graduate. We recommend that you hire a professional with not only a degree in parks and recreation but also several years of experience working in the field. Therefore, please budget for an adequate salary. While there are geographical differences and varying local salary scales, our experience indicates that to attract qualified professionals an annual salary between \$30,000 - \$40,000 is required.

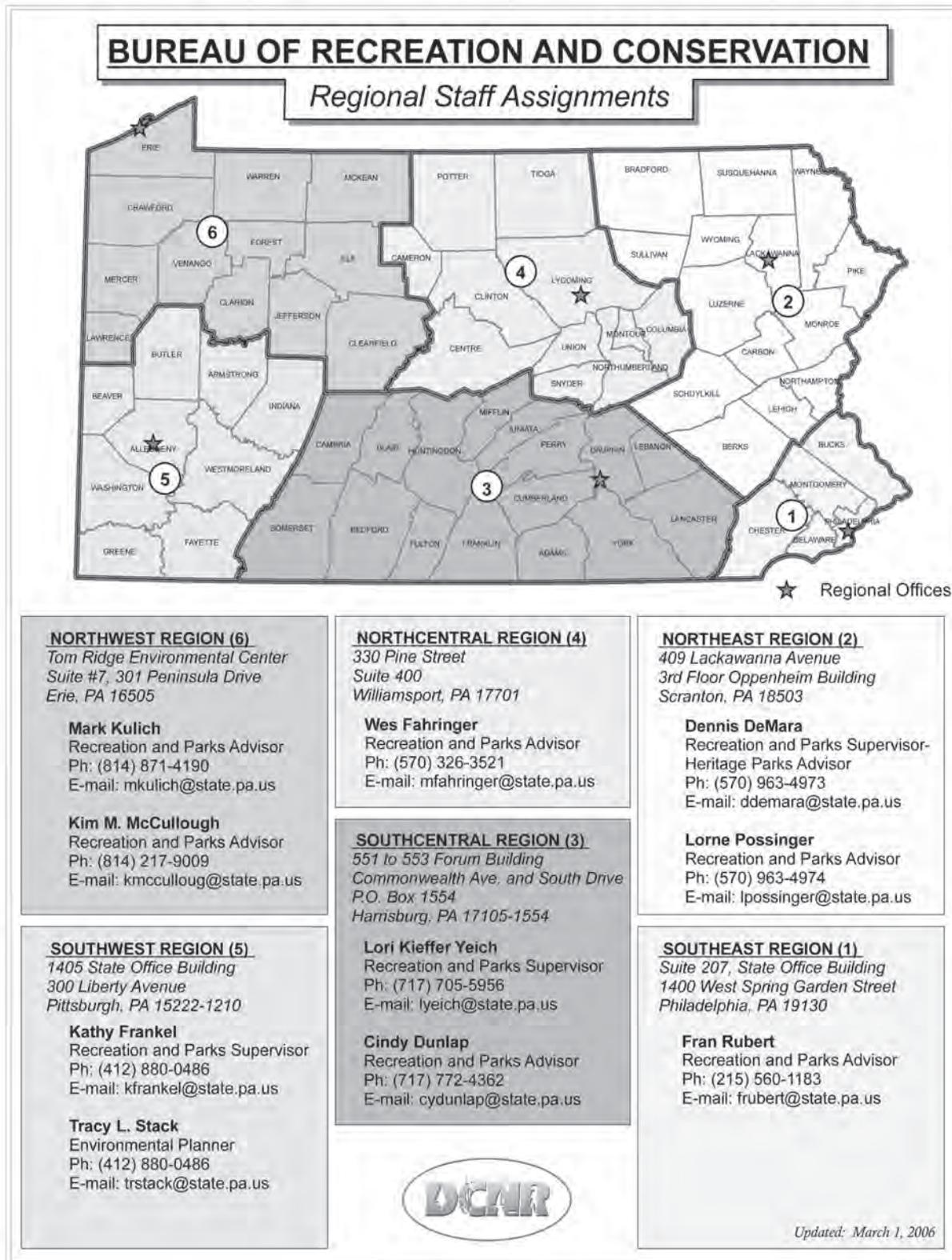
## 6. DCNR Role

The Bureau will provide technical assistance in the following areas:

- Developing a local cooperative agreement and related arrangements
- Developing a local project program and budget
- Developing the local job description
- Personnel recruitment and selection
- Employee and program/project performance evaluation
- Ongoing technical assistance

The Bureau will assist with the recruitment and selection of a Circuit Rider professional. We will provide a general job description along with the minimum education and experience requirements, however, participating municipalities may set more stringent standards. Municipalities will then advertise the position and develop an interview process, with the Bureau's assistance, and the participating municipalities will then select a Circuit Rider professional. Prior to the appointment of the Circuit Rider, the Department will review the individual's background and credentials. The Department reserves the right to deny funding for any candidate who does not meet the professional standards for the position as determined by the Department.

# Appendix C



# Appendix D

Commonwealth of Pennsylvania  
Department of Conservation and Natural Resources (DCNR)  
Bureau of Recreation and Conservation (Bureau)



*COMMUNITY CONSERVATION PARTNERSHIPS PROGRAM*

## Peer-to-Peer Technical Assistance Projects

### General Information and Guidelines

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**PURPOSE:** The following general information and guidelines are provided to help determine if your community has a realistic and viable Peer-to-Peer (Peer) project. Please use this information to determine if a Peer project is the type of study needed or if your planning needs could be better met under another PITA project type. The Bureau will consider Peer applications at any time of the year but prefer submission during our annual open application period.

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1. **Technical Assistance.**

Before submitting a grant application and developing your scope of work, please contact the Bureau's regional representative for your area of the Commonwealth to discuss your project (a directory of regional representatives can be found in the *Application Manual*). Assistance will be provided through the regional representative to help further develop your project and submit an appropriate grant application. DCNR prefers to meet with a community before a Peer grant application is submitted to confirm that a peer project is the best course of action. A Recreation and Park Advisor will work with you to make this determination and develop a scope of work that meets your project needs and the Bureau's requirements.

2. **Objective of a Peer-to-Peer Project.**

A Peer project is a consulting service coordinated by Bureau staff. The peer consultant is typically a park and recreation practitioner or conservation professional who helps a grantee solve an existing problem or improve services in a specific area.

This service provides the grantee with the management-related technical services of an experienced professional who has extensive training, knowledge and experience in the issues related to the project. When the consultation is completed, the grantee will be provided with a course of action, a set of recommendations to help address the problem studied, and encouraged to consider and implement these recommendations. The final product will include a written report that must be approved by the Bureau and grantee.

### 3. Peer-to-Peer Project Scope of Work.

Eligible Projects: We have not specifically defined all the types of Peer projects eligible for grant funding. Examples of eligible projects are provided below. If you have a pressing issue in your agency or municipality that does not fit into one of the noted categories, we encourage you to contact the Bureau to discuss your situation. Examples of potential projects include:

- a) Exploring the possibility of developing a regional recreation and park effort/department.
- b) Evaluating a recreation and park board's efforts and providing board training.
- c) Evaluating the management of a major facility like a community center, a sports complex, an ice rink, or a swimming pool.
- d) Undertaking conservation activities like establishing a conservancy or land trust.
- e) Developing a revenue sources management plan.
- f) Developing a regional trail maintenance and management plan.

Basic Requirements: For Peer projects, the Bureau does not have a required scope of work. We will expect, however, the planning process to include:

- substantial public participation using a variety of techniques;
- an examination and analysis of the issues under study; and
- a series of recommended actions to address studied issues.

Scope of Work and Cost Estimate: Your grant application must include a scope of work that generally covers what you would like the peer consultant to study (one or two pages in length). We have completed several Peer projects over the past few years and can provide sample reports and scopes upon request.

Regarding the cost estimate, we do not require a detailed breakdown of costs. When you contact the Bureau, we will help you determine the amount of grant funds that should be requested.

#### 4. Project Selection and Eligible Costs.

- a) The Bureau prefers that municipalities apply for a Peer-to-Peer grant during an open grant application period. We will, however, accept and consider Peer applications at any time. If grant funds are available, such applications may be selected for funding depending on the urgency of the issue or problem. *The selection process, outside of the grant application period, is as follows:*
  - i) A municipal representative must contact the Bureau to schedule a meeting of all interested parties. If, after this meeting, the municipality and the Bureau determine that a Peer project is appropriate, the municipality must submit a written request for funding consideration.
  - ii) If grant funds are available, the Bureau will respond in writing that funds are available and request the municipality to complete a Peer-to-Peer grant application package.
  - iii) Following receipt of a completed grant application, a grant contract will be executed between the Bureau and the grantee. The Bureau's role from this point is outlined in section 5 below.
- b) A grant amount of \$7,500 up to \$10,000 is available for Peer-to-Peer projects. The community **must** provide at least a 10% local cash match. The total project cost cannot exceed \$11,000. Applicants are encouraged to request the maximum amount and, if selected, funds will be used as needed. The Bureau reserves the right to decrease the grant amount.
- c) Grant funds can be used to pay only the Bureau-approved consultant's time, travel expenses, subsistence costs, clerical support and printing. The grantee is responsible for all other costs.
- d) The Bureau will work with the grantee to select the appropriate peer consultant(s). Following the grantee's approval of the proposed peer consultant(s), the grantee will be expected to enter into a contractual agreement with the consultant(s). Upon full execution of the grant contract with the Commonwealth and receipt of a written request, the Bureau can provide an initial payment of 25 percent of the approved grant amount. Subsequent payments will be on a reimbursement basis. Because of this reimbursement provision, the grant recipient will be required to provide the necessary interim financing to execute and complete the project. Final payment will be made after the Bureau approves the final written report and the peer consultant(s) is/are paid in full.

**5. Role of Bureau Staff.**

The Bureau will provide further technical assistance in the following manner:

- a) Upon selection as a Peer-to-Peer project, a Bureau Recreation and Park Advisor will contact potential peer consultants in the recreation and park profession, or other professions as needed, to find an individual who is both qualified and available to provide consulting services for the project.
- b) The Bureau will then arrange for a mutually agreeable meeting date between the municipality and the proposed consultant or consulting team. At that meeting, the problem solving approach, the proposed scope of work, expected products, and timetable will be reviewed and confirmed. This meeting will serve to reinforce and confirm the best course of action to address the problem and concerns of the grantee.
- c) The Bureau will review and approve the contractual agreement between the municipality and consultant.
- d) The Bureau reserves the right to request status reports from the consultant.
- e) The Bureau must be sent a draft of the proposed findings and recommendations for review; and, the Bureau must approve the final report in order for the grantee to receive a final payment for the consulting services.
- f) The Bureau will request the grantee to submit a 1-2 page “action plan,” following receipt of the final report.

# Appendix E

## Department of Conservation and Natural Resources Bureau of Recreation and Conservation

### Municipal Profile Parks and Recreation Services

Please complete the following questionnaire and provide copies of the requested materials. This information is critical to the data-gathering phase of your peer-consulting project. Each municipality must complete a questionnaire. For school districts, complete the questions that apply. For example, districts could provide available demographic data on present school population, information on any district sponsored adult education and/or recreation type programs and recreation facility data.

#### A. General Information

1. Name of Community \_\_\_\_\_
2. Address \_\_\_\_\_
3. City \_\_\_\_\_ Zip \_\_\_\_\_
4. Contact Person \_\_\_\_\_ Title \_\_\_\_\_
5. Phone (\_\_\_\_) \_\_\_\_\_
6. Form of Government (check one)  

_____ City	_____ 1 <sup>st</sup> Class Township
_____ Borough	_____ 2 <sup>nd</sup> Class Township
_____ Home Rule	_____ County
7. Briefly describe how your municipality is organized and the key leadership positions. For example, who is the chief elected official, who is the chief administrative official, etc.? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

#### B. Community Characteristics

Base all the following information on the most recent census report unless more current figures are available. If other than actual census figures are used, please indicate the source.

1. Total Population \_\_\_\_\_
  - a. Total White \_\_\_\_\_
  - b. Total Non-White \_\_\_\_\_
2. Total Number of Students \_\_\_\_\_

- a. Number of Elementary School Students\_\_\_\_\_
- b. Number of Middle/Jr. High School Students\_\_\_\_\_
- c. Number of Sr. High School Students\_\_\_\_\_
  
- 3. Estimated number of persons over 21 years of age\_\_\_\_\_
- 4. Estimated number of persons over 65 years of age\_\_\_\_\_
- 5. Medium Family Income \$\_\_\_\_\_
- 6. Number of Households\_\_\_\_\_
- 7. Medium number of persons per household\_\_\_\_\_
- 8. Square Mile Area\_\_\_\_\_
- 9. Your total population has (check one):
  - a. *Remained* constant over the past 10 years (0-10% change)\_\_\_\_\_
  - b. *Decreased* by more than 10 percent over the past 10 years\_\_\_\_\_
  - c. *Increased* by more than 10 percent over the past 10 years\_\_\_\_\_

**C. Cooperative Services**

Do you cooperate, either informally or formally, with any other municipality or school district in the provision of one or more municipal services?

\_\_\_\_\_Yes                      \_\_\_\_\_No

*If yes*, indicate the name of the municipality and the type of service such as regional police, recycling, sewer, water, etc.

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**D. Recreation Services Administration**

- 1. Who is responsible for handling day-to-day questions/issues regarding your park and recreation services (ex. Manager, President of Council, Secretary, etc.)? Provide title:\_\_\_\_\_
  
- 2. Provide a history of your municipality’s involvement with the provision of public park and recreation services. For example, when did you build your first park, create an advisory board, etc. Provide additional pages, if necessary.

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3. Does your municipality have an advisory or policy-making park and recreation board/committee/ commission? \_\_\_\_\_ Yes \_\_\_\_\_ No

*If yes, answer the questions below. If no, go to #4.*

- a. Check if the board services in an advisory capacity or has the authority to set policy? \_\_\_\_\_ Advisory only \_\_\_\_\_ Policy-making authority

- b. Provide name and phone number of chairperson:

Name \_\_\_\_\_

Phone Number \_\_\_\_\_

- c. Provide your peer a copy of the municipal ordinance that established the Board (if one was passed).

\_\_\_\_\_ Copy enclosed \_\_\_\_\_ None was adopted that we know of

- d. Provide your peer a copy of park and recreation board by-laws, if available.

\_\_\_\_\_ Copy enclosed \_\_\_\_\_ No by-laws available

- e. Describe the general roles and responsibilities of your park and recreation board.

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- f. Describe the general effectiveness of your park and recreation board. For example, does it meet regularly, achieve desired results, offer programs, etc.

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4. Does your municipality have a full-time paid park and/or recreation director?  
\_\_\_\_\_ Yes \_\_\_\_\_ No

5. Does your municipality have a part-time (<35 hrs.) paid park and/or recreation director?

\_\_\_\_\_ Yes \_\_\_\_\_ No

6. Provide the approximate number of part-time/seasonal employees who are hired annually to perform municipal park and/or recreation functions. \_\_\_\_\_

7. If you hire part-time/seasonal employees, provide the approximate number of employees hired annually for the identified work tasks:

\_\_\_\_\_ Recreation program instructors (summer recreation, sports, crafts)

\_\_\_\_\_ Pool staff (instructors, lifeguards, managers)

\_\_\_\_\_ Park maintenance



Program Name	Est. # of Participants	Sex/Age Group	Fee

2. If no, check any known reasons for why your municipality has not provided any recreation programs. *Check all that apply.*
- lack of funds
  - no expressed interest
  - lack of facilities/parks
  - lack of volunteers to develop/supervise
  - not a priority
  - other, please describe reason: \_\_\_\_\_

3. Provide your suggestions on the type of recreation programs needed in your community.
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

**G. Fiscal Data**

Provide your peer consultant a copy of your municipality’s detailed current year budget, which includes revenues and expenditures for operating and capital investments for all municipal functions. Also, complete the chart below and specific fiscal questions.

	Current 2005	Previous two years	
		2004	2003
1. Total Municipal Operating Budget:	\$ _____	\$ _____	\$ _____
2. Total Park and Rec. Operating Budget:	\$ _____	\$ _____	\$ _____
3. Total Municipal Capital Budget:	\$ _____	\$ _____	\$ _____
4. Total Park and Rec. Capital Budget:	\$ _____	\$ _____	\$ _____



## Appendix E

5. List the amount of annual non-tax revenue your municipality collects from recreation programs, facility rental, admissions, etc. \$ \_\_\_\_\_

6. List general sources of revenue (from your pavilion, pool, summer program, etc.).

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*USE THIS SPACE OR BACK OF FORM TO ADD ADDITIONAL COMMENTS ABOUT YOUR COMMUNITY, THIS PROJECT, PARK AND RECREATION ISSUES, ETC.*

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Thanks for taking this time to complete this questionnaire!!!! We know it takes a lot of work...but it is an efficient way for peer consultants to learn about your situation quickly.

## Appendix F

### INTERGOVERNMENTAL AGREEMENT OF COOPERATION

THIS AGREEMENT, made this 31st day of December, 2003, by and among:

Manheim Borough, a municipal corporation of the Commonwealth of Pennsylvania, herein called “Manheim Borough”

Penn Township, a 2nd class township of the Commonwealth of Pennsylvania, herein called “Penn Township”

Rapho Township, a 2nd class township of the Commonwealth of Pennsylvania, herein called “Rapho Township”

Manheim Central School District, a public school district of the Commonwealth of Pennsylvania, the citizens of which school district reside in Manheim, Borough, Penn Township and Rapho Township, herein called “School District”

situated in the county of Lancaster, Pennsylvania, hereafter collectively referred to as “Participants” or sometimes individually as “Participant”.

#### WITNESSETH:

WHEREAS, the Intergovernmental Cooperation Act (53 Pa. C. S. Section 2301 et seq., herein called the “Act”) permits municipalities (under the Act the term “municipality” includes school districts) to enter into agreements to cooperate in the exercise or performance of their respective functions, powers or responsibilities, including recreation and parks activities; and

WHEREAS, it is believed by the Participants that the citizens within their respective political boundaries will be benefited by a community recreation and parks program jointly administered by them, which program shall comply with all applicable laws; and

WHEREAS, the purpose of the Agreement is to provide a framework and mechanism to adequately maintain community recreation and parks services and facilities, and to organize, manage, sponsor and supervise community events within the political boundaries of the Participants through joint efforts rather than by separate efforts of each Participant; and

WHEREAS, to prevent duplication of effort and to maximize cost effectiveness, and in order to promote and conduct a program of community recreation and parks, the Participants mutually desire to mobilize community resources to effectively and economically meet the present and future recreation and parks needs of their citizens; and

WHEREAS, all Participants are legally authorized to enter into such an Agreement for the joint administration of a community recreation and parks program for their respective citizens.

NOW, THEREFORE, in consideration of the mutual promises contained herein, and intending to be legally bound hereby, the Participants agree as follows:

**1. Incorporation of Recitals**

The above recitals are hereby incorporated herein as if fully set forth.

**2. Commission**

(a) The Participants hereby authorize the creation of the Manheim Central Recreation Commission (herein called “Commission”), which shall direct, manage, and administer a community recreation and parks program pursuant to this Agreement, and all amendments hereto.

(b) Representation. The Commission shall consist of nine (9) members, as follows:

(1) The School District shall appoint two (2) members of the Commission, one (1) of whom shall be an elected member of the School Board or an employee of the School District; this person shall serve as a member of the commission at the pleasure of the School District for an indefinite term, and one (1) of whom shall be a resident of the School District and not an employee of the Commission. This person shall serve as a member of the Commission for a term of three (3) years, expiring on December 31, except that the original appointment of this agreement shall be for two (2) years. Such members may be removed from office at any time by the Commission for cause or at any time with or without cause by the Manheim Central School Board.

(2) Manheim Borough shall appoint two (2) members of the Commission, one (1) of whom shall be an elected member of the Manheim Borough Council or an employee of Manheim Borough; this person shall serve as a member of the commission at the pleasure of Manheim Borough for an indefinite term, and one (1) of whom shall be a resident of Manheim Borough and not an employee of the Commission. This person shall serve as a member of the Commission for a term of three (3) years, expiring on December 31. Such members may be removed from office at any time by the Commission for cause or at any time with or without cause by the Manheim Borough Council.

(3) Penn Township shall appoint two (2) members of the Commission, one (1) of whom shall be an elected member of the Penn Township Board of Supervisors or an employee of Penn Township; this person shall serve as a member of the commission at the pleasure of Penn Township for an indefinite term, and one (1) of whom shall be a resident of Penn Township and not an employee of the Commission. This person shall serve as a member of the Commission for a term of three (3) years, expiring on December 31. Such members may be removed from office at any time by the Commission for

cause or at any time with or without cause by the Penn Township Board of Supervisors.

(4) Rapho Township shall appoint two (2) members of the Commission, one (1) of whom shall be an elected member of the Rapho Township Board of Supervisors or an employee of Rapho Township; this person shall serve as a member of the commission at the pleasure of Rapho Township for an indefinite term, and one (1) of whom shall be a resident of Rapho Township and not an employee of the Commission. This person shall serve as a member of the Commission for a term of three (3) years, expiring on December 31. Such members may be removed from office at any time by the Commission for cause or at any time with or without cause by the Rapho Township Board of Supervisors.

(5) At Large Member. The Commission will develop a slate of individuals that are interested in serving as a member of the Commission and who shall reside in Manheim Borough, Penn Township or Rapho Township and are not an employee of the Commission. The eight (8) appointed members of the Commission shall vote for a candidate from the developed slate at a public meeting of the Commission and the person with the highest vote total shall be elected as the one (1) At Large member. Any ties will be reviewed and decided by the McRec Executive Committee and their decision will be final. This person shall serve as a member of the Commission for a term of three (3) years, expiring on December 31, except that the original appointment of this agreement shall be for two (2) years. Such members may be removed from office at any time by the Commission for cause or at any time with or without cause by the majority of the Participants.

(c) Alternates. In the event that the appointed elected official or employee member is unable to attend a McRec Board meeting, another elected official or employee of the Participant may be selected to represent their jurisdiction during that specific meeting. The alternate member shall serve in the absence of a regular member and shall have full voting rights.

(d) Voting. Each member of the Commission shall have one (1) vote.

(e) Establishment of Advisory Committees. The Commission may establish advisory committees as deemed necessary or desirable for the operation of the Commission. The number of members and membership requirements of said committees shall be established by the Commission from time to time pursuant to the Commission's by-laws.

(f) Vacancy. Any vacancy on the Commission (whether by reason of death, disqualification, resignation or removal of a member thereof) shall be filled by the Participant which appointed the vacating member of the Commission. Any vacancy

in a term of office held by a Commission member who is serving a fixed term of office shall be filled for the unexpired term of office, otherwise the term of office of an appointee shall be indefinite. If a Commission member who is required to be either an appointed elected official or employee of a Participant is no longer serving as such an elected official or employee, his or her membership on the Commission is terminated and his or her position on the Commission shall be deemed vacant. If a Commission member who is required to maintain his or her residence in the political boundaries of a Participant ceases to be such a resident, his or her membership shall terminate automatically and his or her position on the Commission shall be deemed vacant. Any vacancy on the Commission must be filled within 60 days.

(g) Removal for Cause; Attendance. The Commission may recommend the removal of any member for cause, which shall be deemed to include, among other things, the member's failure to attend less than fifty (50%) percent of regularly scheduled meetings during one (1) year or three (3) consecutive regularly scheduled meetings. Members may be recommended for removal for cause by the affirmative vote of a majority of the remaining Commission members.

### **3. Duties of Commission – Powers**

(a) Purpose. The Commission shall organize, supervise, administer, maintain and operate a community recreation and parks program for the residents of Manheim Borough, Penn Township and Rapho Township.

(b) Property, Facilities and Equipment. The Commission may contract for or acquire property, furnishings, equipment and other amenities (collectively "Equipment") for community recreation facilities. Equipment which is acquired by the Commission shall be administered and maintained by the Commission for the benefit of all residents of the Participants. Equipment so acquired that is permanently affixed to property of a Participant (hereinafter called "Fixtures") shall become the property of such Participant if the Commission is dissolved or if the Participant withdraws from this Agreement, unless otherwise agreed upon by all of the Participants. The acquisition and purchase of Equipment shall be in accordance with the standards set forth in the Act.

(c) Employment of Personnel. The Commission may, for the purpose of carrying out its purposes, employ and terminate such personnel as it shall deem proper. The wages and benefits of all full time employees of the Commission shall be paid through the School District. Full time employees shall be provided with all pension and medical benefits offered to School District employees. Part-time employees shall be paid through the Commission and shall not be entitled to benefits. With the exception of the Executive Director's wages and benefits, the Commission shall reimburse the School District for all wages and benefits paid to full-time employees of the Commission.

(1) Executive Director. The Commission shall employ an Executive Director, who shall serve at the Commission's pleasure as a full-time employee, and who shall be responsible for coordinating the development and supervision of all recreational activities and programs, and act a Chief Administrative Officer of the Commission. The Executive Director, with the approval of the Commission, shall be responsible for the selection and hiring of all other personnel, including supervisors, instructors and leaders. The Executive Director shall be required to attend all regular meetings of the Commission and may participate in any discussion undertaken during such meeting, but shall have no voting rights with respect to and shall not be entitled to vote at any such meeting. Executive sessions of the Commission may be held without the attendance of the Executive Director at the discretion of the Commission.

(d) Conduct of Business. The Commission shall establish its own form of organization and appropriate rules and regulations for the conduct of its business, including adopting its own by-laws. Said by-laws shall incorporate any and all provisions set forth in this agreement with regard to the conduct of Commission business and shall be reviewed and commented upon by the governing bodies of the Participants.

(1) Officers. The Commission shall elect a Chairperson, Vice-Chairperson, Secretary, and Treasurer, all from the membership of the Commission, with each Participant being entitled to have one of its Commission members hold at least one such officer position. The Chairperson shall act as chair at all duly called meetings and shall be empowered to execute, together with an attestation by the Secretary, all legally binding documents on behalf of the Commission. The Vice-Chairperson shall serve in the absence of the Chairperson. The Secretary or his/her designee shall record the Commission's actions and be custodian of the Commission's records. The Treasurer of the Commission or his/her designee shall receive and expend all Commission funds and shall keep an accounting of all of the Commission's finances including, but not limited to, employee payroll. The Treasurer shall also present monthly reports regarding the finances of the Commission to the Commission members. All officers shall serve for a minimum term of two (2) years or until their successors are elected and shall have all rights, duties and responsibilities as may be contained in this Agreement and the by-laws of the Commission. If an officer ceases to be a member of the Commission, a successor shall be elected in accordance with the requirements of this Agreement.

(2) Commission Meetings. The Commission shall have regularly scheduled meetings at least once every month. The Chairperson of the Commission may, when he or she deems it necessary or desirable, and shall, upon the request of four (4) members of the Commission and/or the Director, call a special meeting of the Commission for the purpose of transacting any

business designated in the call of the meeting. The call for any regular and special meeting shall be in accordance with the Pennsylvania Sunshine Act.

(3) Quorum. When a majority of the number of members of the Commission (five (5) or more members) is present at a Commission meeting and each Participant is represented by at least one member, a quorum will be met and official actions may be taken. Official actions shall require a majority vote of those present.

(e) Annual Report. The Commission shall submit an annual report of its activities to the Participants, on or before April 1 of each year.

#### **4. Finances**

(a) Fiscal Year – Budget. The Commission shall prepare an annual accounting of all of its operations and activities on a calendar year basis beginning on January 1 of each year. On or before September 1 of each year, the Commission shall prepare a budget, which budget shall include in detail the costs and expenses expected to be incurred by the Commission in the performance of its duties for the succeeding calendar year. Such budget shall include the amount of funds which the Commission expects to receive from sources other than the Participants. Any remaining funds which the Commission budgets as necessary or desirable for the performance of its duties shall be reflected as cash contributions to be received from the Participants in accordance with paragraph 6 hereof. Such budget shall not include any expenditure for any item designated as an in-kind contribution pursuant to paragraph 5 hereof. Any excess funds remaining after conclusion of a calendar year shall be applied to the fund balance of the Commission.

(b) Approval of Budget. The budget prepared by the Commission shall be submitted to the governing bodies of the Participants for approval on or before September 1 of each year. No budget shall be effective if disapproved by a majority of the Participants' governing bodies prior to the end of October of each year. Such disapproval shall be immediately communicated orally or in writing to the other Participants and to the Commission. Contributions by the Participants shall not exceed an increase of more than five percent (5%) of the previous year's contribution without unanimous approval of each of the Participants' governing bodies. If the budget has not been so approved by January 1 of the next calendar year, the prior year's contribution shall remain operative unless and until such approval shall be given to the Commission.

#### **5. In-Kind Contributions**

(a) Property. The Participants agree to make available, without charge, for use by the Commission the property ("Property") of the Participants when the use of the Property by the Commission will not interfere with or conflict with the usage thereof by the Participants or by third parties, to which Participants granted permission

to use, or be contrary to any legal restrictions or obligations relating to the use of the Property; provided, however, that the Property as listed on Schedule A of this Agreement shall not be available for use by the Commission. The in-kind contribution shall include in accordance with the terms of this Agreement:

- (1) the use of the Property of Manheim Borough;
- (2) the use of the Property of Penn Township;
- (3) the use of the Property of Rapho Township;
- (4) the use of the Property of the School District.

(5) The in-kind contributions shall include the costs and expenses related to or associated with the use of the Property of any Participant which would have been incurred by the Participant's property (including but not limited to maintenance, repair, insurance, heat, air-conditioning, ground maintenance, improvements, police and fire protection, water, sewer, utility services and all other items of cost and expense) with respect to the Property irrespective of the Commission's use thereof. The in-kind contributions shall not include costs and expenses which would not have been incurred by the Participants except for the Commission's use of the Property, specifically, the costs and expenses for janitorial services or special property protection with respect to a specific event of the Commission ("Supplemental Costs"). The Supplemental Costs actually incurred by each of the Participants shall be included in the Commission's budget and promptly reimbursed by the Commission.

(b) Maintenance of Property. The Commission agrees to be responsible for and maintain in a safe and reasonable condition all recreation and park facilities and property (i) owned by the Participants on the Effective Date and not thereafter sold or otherwise disposed of, and (ii) any new park facilities and properties that are proposed in the Manheim Central Recreation, Parks, Open Space & Greenway Plan, as adopted and otherwise approved by the Commission. Should a Participant propose to add any other recreational facility or property to the Commission's maintenance program, the Commission shall have the discretion and the option to choose whether or not to include the proposed facility or property within its maintenance program.

(c) Capital Improvements/Existing Agreements. Shall be managed as follows:

(1) Capital Improvements. The Participants agree to be responsible for capital improvements to facilities and property that they own and further agree that the Commission shall not be responsible for making any such improvements. For the purposes of this Agreement, capital improvements shall be defined as any single item having a cost or expense of greater than \$4,000, or any comprehensive project having a cost or expense of greater

than \$4,000 in the aggregate, and that is not included within the Commission's budget. Once a capital improvement has been identified, the Commission shall notify the Participant who owns the facility or property of the need for the improvement, and the Participant shall evaluate the capital improvement to determine if it is economically feasible under its budget. If it is not economically feasible, the Participants shall meet to discuss the merits of the project and determine if the cost of the capital improvement could be split between them. If the Participants determine that the capital improvement is not a priority, then the project is not completed. It shall be the responsibility of the Executive Director to provide the Participants with all necessary information, including possible funding options, for the Participants to make an informed decision on the proposed capital improvement.

(2) Existing Agreements. This Agreement and the duties of the Commission hereunder, shall not interfere with any existing lease agreements or licenses among any of the Participants and any third party. Any such agreements or licenses shall remain in full force and effect, and the powers and duties of the Commission are subject to any such agreements or licenses.

(d) Rules and Regulations. The Participants may adopt and enforce reasonable rules and regulations relating to the Commission's use of their respective Property, provided that such rules and regulations shall not require the Commission's expenditure of funds for services or items agreed to be contributed in-kind.

(e) Insurance.

(1) Liability Insurance. The Participants shall obtain and maintain liability insurance, which policy or policies of insurance shall name the Commission, its directors, officers, employees, and agents, as a named insured with respect to the Commission's duties and activities on the Property of each Participant. Each such policy shall contain limits of not less than \$1,000,000 per occurrence for injury or damage to persons or Property.

(2) Casualty Loss Insurance. The Participants shall each maintain, with respect to their respective property, such casualty loss insurance as they shall deem appropriate. All such insurance shall contain waiver or subrogation rights against the Participants or Commission as applicable.

(3) Directors and Officers Insurance. The commission shall obtain and maintain public officials "directors and officers" insurance coverage for its members.

## 6. Cash Contributions

(a) First Year Operating Budget. The Participants have agreed that for the year 1999 they will appropriate and budget a sum of money as they mutually agree shall be sufficient for the first year of operation of the Commission. Accordingly, each Participant shall pay 25% of the total original contribution of \$110,000. Thus, for 1999, Participants shall each pay \$27,500.

(b) Cash Contribution Formula. In addition to the in-kind contributions as set forth in this agreement the Participants agree to contribute to the Commission in accordance with its budget (as adjusted from time to time), the amounts of cash as are necessary or desirable to fund the Commission's operations. The cash contributions shall be as follows:

(1) Manheim Borough shall contribute thirty-three and a third (33.3%) percent thereof, exclusive of Executive Director Compensation;

(2) Penn Township shall contribute thirty-three and a third (33.3%) percent thereof, exclusive of Executive Director Compensation;

(3) Rapho Township shall contribute thirty-three and a third (33.3%) percent thereof, exclusive of Executive Director Compensation;

(4) The School District shall contribute Executive Director Compensation, which shall be defined as the annual salary and benefits package provided to the Executive Director of the Commission, which salary and benefits package shall be comparable to other School District employees having a similar level of responsibility.

(5) The in-kind contributions shall include the costs and expenses related to or associated with the use of the Property of any Participant which would have been incurred by the Participant's property (including but not limited to maintenance, repair, insurance, heat, air conditioning, ground maintenance, improvements, police and fire protection, water, sewer, utility services and all other items of cost and expense) with respect to the property irrespective of the Commission's use thereof. The in-kind contributions shall not include costs and expenses which would not have been incurred by the Participants except for the Commission's use of the property, specifically, the costs and expenses for janitorial services or special property protection with respect to a specific event of the Commission ("Supplemental Costs"). The Supplemental Costs actually incurred by each of the Participants shall be included in the Commission's budget and promptly reimbursed by the Commission.

(c) Cash Contribution Payments. The Participants shall make payments to the Commission in four (4) equal installments at the beginning of each quarter (January, April, July, and October).

## **7. Effective Date, Term – Termination**

(a) Effective Date and Term. The initial Agreement shall be effective January 1, 1999, and shall be for a term of five (5) calendar years ending December 31, 2003. Participants may not withdraw from the Agreement during the initial five (5)-year term of the Agreement. The succeeding Agreement effective January 1, 2004, shall be automatically renewed in full force and effect, year-to-year thereafter except as otherwise provided in the Agreement.

(b) Withdrawal. After the initial five (5)-year term, any Participant may withdraw from the terms of the Agreement at the end of any calendar year by giving written notice of such withdrawal to other Participants and the Commission one (1) year before the proposed withdrawal date. Withdrawal from this Agreement by any Participant shall not terminate the Agreement among the remaining parties. Any funds contributed by a withdrawing Participant shall be retained by the Commission. Withdrawal from this Agreement must be approved by the majority of the voting members of the governing body of the Participant which desires to withdraw, voted on following a public meeting held in accordance with the Pennsylvania Sunshine Act.

(c) Dissolution. In case of dissolution of the Commission by mutual consent of all Participants hereto, the Equipment, property, materials, supplies, and capital assets of the Commission that remain shall be distributed to the Participants in proportion to the cumulative contributions of the Participants from the original date of the Agreement to the time of dissolution; provided, however, that any Fixtures shall remain the property of the Participants on whose Property any such Fixtures are affixed, and shall not be subject to the distribution provided for in this section.

## **8. Entire Agreement**

This Agreement constitutes the entire contract by the Participants and there are no other understandings, oral or written, relating to the subject matter hereof.

## **9. Amendment**

This Agreement shall not be amended or altered except by writing duly approved by and signed on behalf of all of the Participants.

## **10. Governing Law**

This Agreement shall be governed by the Laws of the Commonwealth of Pennsylvania. This Agreement is adopted pursuant to the Act and each Participant shall take all necessary steps under said statute to comply with the same.

**11. Further Action**

The Participants agree to take all action necessary to carry forth the provisions of this Agreement.

**IN WITNESS WHEREOF**, the undersigned certify that they are authorized to execute the Agreement on behalf of the Participants and have caused this Agreement to be executed and have hereunto set their hands and seals the day and year first above written.

Attest: \_\_\_\_\_ **MANHEIM BOROUGH**  
BY: \_\_\_\_\_

Attest: \_\_\_\_\_ **PENN TOWNSHIP**  
BY: \_\_\_\_\_

Attest: \_\_\_\_\_ **RAPHO TOWNSHIP**  
BY: \_\_\_\_\_

Attest: \_\_\_\_\_ **MANHEIM CENTRAL  
SCHOOL DISTRICT**  
BY: \_\_\_\_\_

# Appendix G

Ordinance No. \_\_\_\_\_

AN ORDINANCE APPROVING THE ADOPTION OF AN INTERGOVERNMENTAL AGREEMENT OF COOPERATION ESTABLISHING THE SHIPPENSBURG AREA RECREATION AND PARK COMMISSION AMONG THE FOLLOWING MUNICIPALITIES: HOPEWELL TOWNSHIP, SHIPPENSBURG BOROUGH, SHIPPENSBURG AREA SCHOOL DISTRICT, SOUTHAMPTON CUMBERLAND TOWNSHIP, AND SOUTHAMPTON FRANKLIN TOWNSHIP; AND AUTHORIZING THE APPROPRIATE OFFICERS TO EXECUTE THE AGREEMENT OF BEHALF OF THE (insert name of municipality) .

BE IT ORDAINED by the (name of governing body) of (insert name of municipality), and it is hereby ordained by the authority of the same as follows:

SECTION 1. The name of the Commission operated by the Intergovernmental Agreement is the Shippensburg Area Recreation and Park Commission.

SECTION 2. The participating municipalities are Hopewell Township, Shippensburg Borough, Shippensburg Area School District, Southampton Cumberland Township and Southampton Franklin Township.

SECTION 3. The purpose of the agreement is to prevent duplication of effort and waste of finances to create a cooperative recreation and park program to more efficiently promote, and develop recreation and park opportunities for residents of all ages within the participating municipalities.

SECTION 4. The chairman/president and secretary of the municipality shall be authorized to sign the Intergovernmental Agreement of Cooperation on behalf of (name of governing body).

SECTION 5. The Intergovernmental Agreement of Cooperation is attached to this ordinance and incorporated herein by reference.

SECTION 6. This ordinance shall be effective upon enactment.

ORDAINED AND ENACTED by the (name of governing body) of (insert name of municipality), this day of \_\_\_\_\_, 20\_\_\_\_ in regular session duly assembled.

Attest: \_\_\_\_\_

\_\_\_\_\_  
Name of Municipality  
By: \_\_\_\_\_  
(Chairman/President)



# Appendix H

## RECREATION AND PARKS DIRECTOR

**Nature of Work** - The Recreation and Parks Director is responsible for administering a regional recreation and parks program for the residents of Warwick Township, Lititz Borough and Elizabeth Township, utilizing borough, township, school district and privately-owned facilities. The Recreation and Parks Director administers the policies set down by the Recreation Commission and is responsible for making major operating decisions.

**Examples of Work** - (This includes all other job-related duties, responsibilities and projects as assigned.)

- Coordinate acquisition and development of new park areas and improvements to existing park areas.
- Expand the number of grant applications submitted for park and trail acquisition, development and renovation projects and program funding. Projects include funding for a new community park in Elizabeth Township, fields at John Beck and Kissel Hill Elementary Schools and the 10-acre park expansion at the Warwick Township Municipal Campus.
- Work to ensure that all park areas and recreation facilities meet safety and accessibility guidelines and develop a standardized inspection schedule and forms.
- Develop and adopt standardized rules and regulations and fee schedules for use of park areas and recreation facilities across the region.
- Alleviate usage and over-usage problems by coordinating the reservation, scheduling and permitting of field and park facility use regionally, including rotating field use from heavy to light when necessary.
- Develop and implement consistent standards of maintenance for park areas and facilities across the region. Establish a year-round maintenance schedule for fields and facilities for items such as weed control, fertilizing and mowing. Work closely with local governments and school district concerning facility use and maintenance.
- Spearhead the expansion of the trail and greenway network connecting schools, parks and neighborhoods throughout the region, including securing funding for construction of the Lititz-Warwick Trailway.
- Coordinate the purchase of park maintenance equipment for use by the region. Standardize inspection program for park maintenance equipment.
- Establish capital plan for repair and maintenance of the Lititz Springs Pool and research and secure funding.

- Work to expand recreation opportunities for all age groups.
- Coordinate the implementation of the Warwick Regional Comprehensive Recreation, Park and Open Space Plan recommendations.
- Establish a central source where residents can get information on all recreation opportunities in the region. Develop a regional map and listing of all park areas and recreation facilities and a website that includes all recreation activities offered.
- Communicate and coordinate with the volunteer-run sports associations and pull them together to share resources.
- Establish a network of park facility and recreation program providers (over 60 public and private park areas and recreation facilities and 300 recreation programs) to improve communication and help them understand their role as part of the regional recreation and parks system.
- Work with existing community special event providers to enhance and improve the events.
- Coordinate public-private partnerships with area businesses to benefit recreation and parks opportunities for the region and expand sources of revenue through business sponsorships, donations, in-kind contributions and fund raising activities.
- Prepare the annual budget and submit to the Recreation Commission for approval.
- Direct the expenditure of funds in accordance with budget appropriations and collect and manage any revenue generated.
- Study conditions, needs and trends affecting the recreation requirements of the region, and analyze the effectiveness of the region's recreation services.
- Serve as technical advisor to the Recreation Commission and keep careful and complete records of its activities and services.
- Investigate and act upon requests, suggestions and complaints concerning recreation services.
- Prepare and recommend adoption of long-range goals and short-term objectives to meet needs for recreation programs and facilities.
- Represent the Recreation Commission at speaking engagements.
- Evaluate existing recreation programs to determine their effectiveness.

### Requirements of Work

- Knowledge of local government and school district operations.
- Ability as a public speaker.
- Capacity for cooperating with and interpreting recreation to local government and school district authorities, elected officials, community agencies and the general public.
- Thorough knowledge of the philosophy, principles, practices and methods of recreation administration, organization and operation.
- Ability to communicate effectively verbally and in writing.
- Ability to exercise professional and administrative judgment in planning and carrying out the Recreation Commission's objectives.
- Ability to motivate and enlist the best efforts of people.
- Knowledge of grant application procedures and funding pertaining to recreation.
- Considerable knowledge of public relations and marketing.
- Initiative and creativity in planning, promoting and publicizing recreation services.
- Considerable knowledge of the objectives and purposes of recognized service and civic community groups and ability to establish and maintain effective working relationships with them.

### Preparation for Work

- Graduation from a four-year college program with a bachelor's degree in Parks and Recreation.
- Minimum of five years of progressively responsible management experience in parks and recreation, with at least one year in a top supervisory position.
- Pennsylvania Recreation and Park Society professional certification.

1/05

# Appendix I

## Regional Recreation Agency Contact Information

Agency	Director	Address	Phone/Fax	Email/Website
Bedford Area Parks & Recreation	Norman Williams	P. O. Box 475, 330 E. John St. Bedford, PA 15522	814-623-5693	parksandrec@yellowbananas.com
Blue Mountain Recreation Commission	Malcolm Eubert, Jr.	P.O. Box 188, Red Dale Rd. Orwigsburg, PA 17961	570-366-1190 570-336-4928	meubert@bmsd.org
Central Blair County Recreation & Park Commission	John Little	2101 5th Ave. Altoona, PA 16602-2225	814-949-2231	jlittlecomm@aol.com
Centre Region Parks & Recreation	Ronald Woodhead	2643 Gateway Dr. State College, PA 16801	814-231-3071	woodhead@crvog.net
Derry Area Recreation Board	Denise Swarner	980 N. Chestnut St., Ext. Derry, PA 15627	814-235-7832 724-694-1416 412-694-1429	www.cpr.org darb@wiu.k12.pa.us www.darb.org
Downtown Area Recreation Consortium	Kelly Klunk	114 Bell Tavern Rd. Downingtown, PA 19335	610-269-9260 610-269-9264	darc@kennett.net www.darcinfo.com
East Berlin Area Community Center	JoAnn Eisenhart	P. O. Box 530 East Berlin, PA 17316	717-259-8848	www.ebass.com
East Erie Suburban Recreation & Conservation Authority	George Frank	2713 Nagle Rd. Erie, PA 16510	814-899-7513	www.tricomunitypool.com
East Hills Recreation	James Miliauskas	445 School House Rd. Johnstown, PA 15904	814-266-8470 814-262-9092	miliauska@floodcity.net
East Manchester Township	Terry Gingerich	5080 N. Sherman St. Ext. Mt. Wolf, PA 17347-9613	717-266-4279 717-266-0429	tgingerich@blazenet.net
Eastern Schuylkill Recreation Commission	Jason Boris	320 E. Broad St. Tamaqua, PA 18252	570-668-2919 570-668-6850	esrrec@hotmail.com www.easternschuylkillrec.com
Eastern York Area Recreation Commission	Margie Lewis	2425 Craley Rd. Wrightsville, PA 17368	717-246-8155	eyarc@aol.com www.eyarc.org
Ebensburg Borough Recreation Department	Matt Pfeil	300 Pravey Ebensburg, PA 15931	814-472-4277 814-4724278	mpfeil@ebensburgpa.com www.yppccrec.com
Elk Creek Recreation & Leisure Board	Rose Whitford	P.O. Box 95 Girard, PA 16417	814-774-2388	
Everett Area High School	Brian Koontz	12 N. River Ln. Everett, PA 15537	814-652-9114 814-652-6191	www.everett.k12.pa.us
Franklin Township/London Britain Township	Jeff Eastburn	P.O. Box 118 Kemblesville, PA 19347	610-255-5212 610-255-0659	franklin_parks@kennett.net
Gettysburg Area Recreation Department	Beth Corson	59 East High St. Gettysburg, PA 17325-2320	717-334-2028 717-334-7258	recdept@cvn.net
Greater Elizabethtown Area Recreation Services	Barry Acker	600 East High St. Elizabethtown, PA 17022-9573	717-367-0355 717-367-4138	www.fastneasy.net/gettysburgrecpark barry-acker@etown.k12.pa.us www.etownonline.com
Greenville Area Leisure Services	Erik Bielata	P. O. Box 244, 45 Alan Ave. Greenville, PA 16125	724-588-4810 724-588-4067	galsa@svol.net
Hempfield Area Recreation Commission	Barry Newton	950 Church St. Landisville, PA 17538	717-898-3102 717-898-2702	bnewton@hempfieldrec.com www.hempfieldrec.com

Agency	Director	Address	Phone/Fax	Email/Website
Holidaysburg Area Recreation Commission	Jack Zerby	45 Circle Drive Holidaysburg, PA 16648	814-695-7274 814-696-2958	jzerbysr@aol.com
Homer City Recreation & Parks Department	Tom Brown	Homer City High School Homer City, PA 15748	724-479-3002	
Indiana Area Recreation & Parks Commission	Donald Peffer	9 N. 9th St. Indiana, PA 15701-1721	724-463-3473 724-463-1825	indrecdept@youronline.net www.ictc.ws/business/parks
Lampeter-Strasburg Recreation Commission	Nick Praedin	P.O. Box 425 Lampeter, PA 17527	717-687-9916 717-687-7369	npraedin@lrec.org www.lrec.org
Lancaster Recreation Commission	Susan Landes	525 Fairview Ave. Lancaster, PA 17603-5715	717-392-2115 717-392-8489	slandes@lancasterrec.org www.lancasterrec.org
Lewisburg Area Recreation Authority	Greg Weitzel	629 Fairground Rd. Lewisburg, PA 17837	570-524-4774 570-524-9559	gaw@golara.org www.golara.org
Manheim Central Parks & Recreation Commission	Douglas Lowery	504 E. Adele Ave. Manheim, PA 17545	717-664-7506 717-664-7480	loweryd@manheimcentral.org www.mcrec.org
Marple-Newton Leisure Services	Richard Ehnrow	20 Media Line Rd. Newtown Square, PA 19073	610-353-2326 610-353-2330	MNLS1@aol.com www.mnrecreation.net
Meadville Area Recreation Authority	Mike Fisher	800 Thurston Rd. Meadville, PA 16335	814-724-6006 814-337-8995	mfisher@marc4fun.com www.marc4fun.com
Mechanicsburg Area Recreation Department	Tonya Brown	100 East Elmwood Ave. Mechanicsburg, PA 17055-4199	717-691-4572 717-691-3228	twbrown@mbgsd.org www.mbgsd.org
Mercer County Regional COG Commission	Melissa Koch	2495 Highland Rd. Hermitage, PA 16148	724-981-1561 724-981-2639	mkoch@mcrcog.com www.mrcrog.com
Octorara Community Recreation Board	Brian Wenzka	3095 Limestone Rd., Suite 4 Cochranville, PA 19330	610-593-5963 610-593-2920	info@octorararec.com www.octorararec.com
Olmsted Regional Recreation Board	Amy Swartz	55 West Water St. Middletown, PA 17057	717-948-3318 717-948-3329	lbloes@middletownschools.com www.middletownborough.com
Palmyra Area Recreation Department	Jennifer Porter	325 South Railroad St., Suite 1 Palmyra, PA 17078	717-838-9244 717-838-9240	www.palmyrapa.com/reccom
Penn-Trafford Area Recreation Commission	Cheryl Kemerer	2001 Municipal Ct., P.O. Box 452 Harrison City, PA 15636	724-744-2171 724-744-2172	ckemerer@penntrwp.org www.plarc.org
Phoenixville Area Recreation Department	Robert McTamney	123 Main Street, Civic Center Phoenixville, PA 19460	610-933-7728 610-933-7729	bobmac_19460@hotmail.com
Pocono Area Recreation Commission	Catherine Needham	RR 1 Box 1226 Cresco, PA 18326	570-595-6465	needa@earthlink.net
Pottsgrove Recreation Board	Eugene Swann	Pottsgrove H. S., 1345 Kauffman Rd. Pottstown, PA 19464	610-326-5105 610-970-6191	www.lowerpottsgrove.org
Punxsutawney Area Community Center	Kim Fye	220 N. Jefferson St. Punxsutawney, PA 15767	814-938-5498 814-938-1008	pacc@penn.com www.punxsutawneyphil.com
Redbank Valley Park Commission	Bill Ryder	137 Park Rd. Fairmount City, PA 16224	814-365-5924 814-365-5924	rvpark@usachoice.net
Shippensburg Area Recreation & Parks Commission	Kip Fordhey	115 North Fayette St. Shippensburg, PA 17257-1101	717-532-7144 717-532-4107	shiprec@pa.net www.shippensburgrecreation.org

Agency	Director	Address	Phone/Fax	Email/Website
Slippery Rock Area Park & Recreation Commission	Mary Messer	320 N. Main St. Slippery Rock, PA 16057	724-794-8181 724-794-8180	spark25@hotmail.com
Spring Grove Regional Parks & Recreation Commission	Mark Palerino	40 North East St. Suite 1 Spring Grove, PA 17362	717-225-9733 717-225-9733	sgacc@adelphia.net www.sgacc.com
Stroud Region Open Space & Recreation Commission	Chuck Reid	700 Sarah St. Stroudsburg, PA 18360-2646	570-426-1512	stroud@enter.net www.township.stroud.pa.us/parks.htm
Titusville Leisure Services Board	Jamie Beachey	714 East Main St. Titusville, PA 16354-2013	814-827-3741 814-827-6211	tlsb@fbscc.com www.gorockets.org/leisureservices
Twin River COG	John Palyo	3000 Lebanon Church Rd. West Mifflin, PA 15122	412-466-7377 412-466-7378	trcog5@sgi.net
Warwick Regional Recreation Commission	Curtis Strasheim	301 W. Maple St. Lititz, PA 17543	717-626-5096	cs237@lititzcommunitycenter.org
Wellsboro Department of Parks & Recreation	Peter Herres	2 Charles St. Wellsboro, PA 16901	570-724-0300 570-724-5103	herres1@epix.net www.wellsbororecreation.com
West Shore Recreation Commission	Carmen Williams	704 Lisburn Rd. Camp Hill, PA 17011	717-920-9515 717-920-9518	cwilliams@wsrec.org www.wsrec.org
Westmont-Hilltop Recreation Commission	Stephanie Mliavec	1000 Edgenhill Dr. Johnstown, PA 15905	814-539-1877 814-536-5336	whrc@lenzlink.net www.homepage.floodcity.net/users/whrc/
Windsor Area Recreation Commission	Rebecca Wilson	1480 Windsor Rd. P. O. Box 458 Red Lion, PA 17356	717-244-3512 717-246-6176	info@windsorrec.com www.windsorrec.com

## Appendix J

### Regional Recreation Agency Population Served/ Year Created/Municipal Funding

Regional Agency	2000 Population Level	Year Created	Municipalities Served	2005 Funding Level*
Bedford Area Parks & Recreation*	16,427		Bedford Borough	\$3,764
			Bedford Township	\$5,934
			Colerain Township	\$1,269
			Cumberland Valley Twp.	\$1,767
			Harrison Township	\$1,160
			Hyndman Borough	\$1,222
			Londonberry Township	\$2,271
			Manns Choice Borough	\$298
			Rainsburgh Borough	\$210
			Snake Spring Township	\$1,813
Bedford Area School District	\$17,050			
Blue Mountain Recreation Commission	18,000	1968	Auburn Borough	\$8,203
			Cressona Borough	\$12,848
			Deer Lake Borough	\$5,432
			East Brunswick Township	\$19,487
			Orwigsburg Borough	\$30,643
			New Ringgold Borough	\$5,908
			North Manheim Township	\$25,499
			Wayne Township	\$41,422
			West Brunswick Township	\$34,527
			Blue Mountain School District	\$173,028
Central Blair County Recreation & Park Commission	61,448	1994	City of Altoona	\$231,688
			Logan Township	\$54,866
			Altoona Area School District	\$7,000
Centre Region Parks & Recreation	77,049	1965	Borough of State College	\$322,251
			College Township	\$187,608
			Ferguson Township	\$274,343
			Harris Township	\$107,760
			Patton Township	\$211,506
			State College Area School District	\$0
Derry Area Recreation Board	17,900	1975	Derry Area School District	\$25,000
			Derry Borough	\$5,000

## Appendix J

Regional Agency	2000 Population Level	Year Created	Municipalities Served	2005 Funding Level*
Downingtown Area Recreation Consortium*	55,000	1992	Downingtown Borough	\$6,000
			East Brandywine Township	\$5,400
			East Caln Township	\$5,300
			Upper Uwchlan Township	\$8,400
			Uwchlan Township	\$22,200
			Wallace Township	\$3,000
			West Bradford Township	\$7,200
			West Pikeland Township	\$4,200
			Downingtown School District	\$0
East Berlin Area Community Center*	38,000	1991	Bermudian Springs School District	\$500
			East Berlin Borough	\$4,000
			Abbotstown Borough	\$1,650
			Hamilton Township	\$2,000
			Reading Township	\$2,500
			Paradise Township	\$1,500
			Washington Township	\$1,000
East Erie Suburban Recreation & Conservation Authority*	23,100	1974	Harborcreek Township	\$11,582
			Lawrence Park Township	\$2,993
			Wesleyville Borough	\$2,063
East Hills Recreation	15,153	1979	Richland School District	\$24,000
			Richland Township	\$91,000
			Geistown Borough	\$11,200
Eastern Schuylkill Recreation Commission	18,889	1997	Tamaqua Area School District	\$2,500
			Tamaqua Borough	\$6,000
			West Penn Township	\$3,000
			Rush Township	\$3,000
			Schuylkill Township	\$1,000
			Walker Township	\$900
Eastern York Area Recreation Commission	8,372	2002	Lower Windsor Township	\$29,620
			East Prospect Borough	\$2,712
			Yorkana Borough	\$1,156
Ebensburg Borough Recreation Department	9,414	2002	Ebensburg Borough	\$39,750
			Cambria Township	\$0
			Central Cambria School District	\$0
Greater Elizabethtown Area Recreation Services	25,925	2000	Elizabethtown Borough	\$57,904
			Conoy Township	\$18,941
			Mt. Joy Township	\$56,009
			West Donegal Township	\$46,224
			Elizabethtown Area School District	\$17,500
Greenville Area Leisure Services*	17,500	1948	Greenville School District	\$100,000
			Jamestown School District	\$0
			Reynolds School District	\$0
			Lakeview School District	\$0
			Commodore Perry School District	\$0

Regional Agency	2000 Population Level	Year Created	Municipalities Served	2005 Funding Level*
Hempfield Area Recreation Commission	45,000	1985	Hempfield School District	\$ 0
			East Hempfield Township	\$85,762
			West Hempfield Township	\$60,512
			East Petersburg Borough	\$17,800
			Mountville Borough	\$9,776
Indiana Area Recreation & Parks Commission	32,000	1956	Indiana Area School District	\$55,000
			White Township	\$55,343
			Indiana Borough	\$38,000
Lampeter-Strasburg Recreation Commission	20,224	1995	Lampeter-Strasburg School District	\$9,468
			West Lampeter Township	\$57,093
			Strasburg Township	\$17,042
			Strasburg Borough	\$11,078
Lancaster Recreation Commission	68,738	1909	City of Lancaster	\$255,000
			Lancaster Township	\$59,900
			School District of Lancaster	\$73,000
Lewisburg Area Recreation Authority	16,130	2000	Lewisburg Borough	\$29,000
			Kelly Township	\$10,000
			East Buffalo Township	\$60,000
Manheim Central Parks & Recreation Commission	20,674	1998	Manheim Borough	\$41,615
			Manheim Central School District	\$53,570
			Rapho Township	\$41,615
			Penn Township	\$41,615
Marple-Newtown Leisure Services	34,489	1970	Marple Township	\$54,922
			Newtown Township	\$36,615
			Marple-Newtown School District	\$0
Meadville Area Recreation Authority*	25,324	1971	City of Meadville	\$108,400
			West Mead Township	\$48,500
			Vernon Township	\$20,000
			Crawford Central School District	\$191,200
Mechanicsburg Area Recreation Department	26,136	1988	Mechanicsburg School District	\$142,954
			Mechanicsburg Borough	\$30,000
			Upper Allen Township	\$48,000
			Shiremanstown Borough	\$8,000
Mercer County Regional COG	170,293	1998	Mercer County	\$13,769
			Clark Borough	\$100
			Delaware Township	\$354
			City of Farrell	\$993
			Findley Township	\$373
			Fredonia Borough	\$107
			Greene Township	\$189
			Greenville Borough	\$1,047
			Hempfield Township	\$657
			City of Hermitage	\$2,651
			Jackson Center Borough	\$36
			Jefferson Township	\$397
			Lackawannock Township	\$420

Regional Agency	2000 Population Level	Year Created	Municipalities Served	2005 Funding Level*
Mercer County Regional COG			Mercer Township	\$392
			Pymatuning Township	\$621
			City of Sharon	\$2,679
			Sharpsville Borough	\$739
			Shenango Township	\$663
			South Pymatuning Township	\$469
			West Middlesex Borough	\$153
			West Salem Township	\$585
			Wheatland Borough	\$123
Wilmington Township	\$180			
Octorara Community Recreation Commission	16,488	2000	Octorara Area School District	\$ 0
			Atglen Borough	\$2,950
			Highland Township	\$2,655
			Parkesburg Borough	\$8,000
			West Fallowfield Township	\$6,195
			West Sadsbury Township	\$5,605
Olmsted Regional Recreation Board	17,446	1968	Borough of Middletown	\$20,055
			Lower Swatara Township	\$20,094
			Borough of Royalton	\$2,273
			Middletown Area School District	\$42,460
Palmyra Area Recreation Department*	18,975	1974	Palmyra Area School District	\$10,300
			North Londonderry Township	\$18,443
			South Londonderry Township	\$13,845
			Palmyra Borough	\$12,628
Penn-Trafford Area Recreation Commission	26,083	2001	Penn-Trafford School District	\$37,800
			Penn Township	\$31,270
			Manor Borough	\$2,472
			Penn Borough	\$372
			Trafford Borough	\$3,791
Phoenixville Area Recreation Department	15,425	1988	East Pikeland Township	\$10,000
Redbank Valley Park Commission*	7,500	1999	Hawthorn Borough	\$2,201
			South Bethlehem Borough	\$1,665
			Porter Township	\$5,497
			Redbank Township (Clarion Co.)	\$5,632
			Redbank Township (Armstrong Co.)	\$4,860
Shippensburg Area Recreation & Parks Commission	17,334	2000	Shippensburg Borough	\$22,344
			Hopewell Township	\$8,384
			Southampton Twp. (Cumb. Co.)	\$19,148
			Southampton Twp. (Franklin Co.)	\$24,552
			Shippensburg Area School District	\$12,000
Slippery Rock Area Park & Recreation Commission*	6,500	1974	Slippery Rock Borough	\$25,000
			Slippery Rock Township	\$20,000
			Slippery Rock Area School District	\$20,000
Spring Grove Regional Parks & Recreation Commission	5,650	2002	Spring Grove Borough	\$10,250
			Paradise Township	\$18,000
			Spring Grove Area School District	\$0

<b>Regional Agency</b>	<b>2000 Population Level</b>	<b>Year Created</b>	<b>Municipalities Served</b>	<b>2005 Funding Level*</b>
Stroud Region Open Space & Recreation Commission	29,622	2003	Stroudsburg Borough	\$14,217
			East Stroudsburg Borough	\$19,162
			Stroud Township	\$34,526
			East Stroudsburg School District	\$ 0
			Stroudsburg School District	\$ 0
Titusville Leisure Services Board	16,373	1951	City of Titusville	\$54,150
			Titusville Area School District	\$199,000
Wellsboro Department of Parks & Recreation*	11,725	1982	Borough of Wellsboro	\$108,000
			Wellsboro Area School District	\$33,000
			Laurel Health System	\$70,000
West Shore Recreation Commission	54,904	1968	Fairview Township	\$27,496
			Goldsboro Borough	\$1,803
			Lemoyne Borough	\$7,665
			Lewisberry Borough	\$739
			Lower Allen Township	\$26,079
			Newberry Township	\$27,517
			New Cumberland Borough	\$14,110
			West Shore School District	\$35,962
Westmont-Hilltop Recreation Commission*	13,639	1966	Westmont-Hilltop School District	\$66,300
			Westmont Borough	\$29,800
			Upper Yoder Township	\$25,650
			Southmont Borough	\$10,900
Windsor Area Recreation Commission	14,138	2003	Windsor Township	\$34,219
			Windsor Borough	\$3,558
			Red Lion Area School District	\$ 0

\* 2002 Funding Level

# Appendix K

## Regional Recreation Agency Budget/Tax Support/Staffing

Agency	2005 Total Operating Budget	2005 Municipal Tax Dollars	% of 2005 Budget that is Tax Supported	2005 Tax Support Per Capita	# of Full-Time Staff	# of Part-Time Staff	# of Volunteers
Bedford Area Parks & Recreation*	\$ 59,970	\$34,785	58%	\$2.12	0	2	0
Blue Mountain Recreation Commission	\$ 523,450	\$357,017	68%	\$19.83	4	82	100
Central Blair County Recreation & Park Commission	\$ 679,500	\$293,554	43%	\$4.78	7	100	180
Centre Region Parks & Recreation	\$1,907,527	\$1,103,468	58%	\$14.32	15	130	42
Derry Area Recreation Board	\$232,050	\$30,000	13%	\$1.67	1	20	50
Downingtown Area Recreation Consortium*	\$ 466,750	\$161,700	35%	\$2.94	3	150	0
East Berlin Area Community Center*	\$ 119,294	\$13,150	11%	\$ .35	2	0	0
East Erie Suburban Recreation & Conservation Authority*	\$ 72,501	\$16,638	23%	\$ .72	0	25	0
East Hills Recreation	\$346,000	\$126,200	36%	\$8.32	2	0	0
East Manchester Township*	\$ 15,800				0	3	0
Eastern Schuylkill Recreation Commission	\$ 50,000	\$18,900	38%	\$1.00	1	1	0
Eastern York Area Recreation Commission	\$249,951	\$33,488	13%	\$4.00	3	21	37
Ebensburg Borough Recreation Department	\$ 148,600	\$39,750	27%	\$4.22	1	1	25
Greater Elizabethtown Area Recreation Services	\$1,042,150	\$195,578	19%	\$7.58	2	70	250
Hempfield Area Recreation Commission	\$ 2,730,875	\$174,000	6%	\$4.00	11	90	40
Indiana Area Recreation & Parks Commission	\$ 210,354	\$148,343	71%	\$4.64	3	58	17
Lampeter-Strasburg Recreation Commission	\$ 312,819	\$44,681	33%	\$4.68	2	1	0
Lancaster Recreation Commission	\$ 2,242,500	\$387,900	17%	\$5.17	30	185	300
Lewisburg Area Recreation Authority	\$269,600	\$99,000	36%	\$6.13	2	80	20
Manheim Central Parks & Recreation Commission	\$ 627,055	\$178,415	28%	\$8.63	3	50	50
Marple-Newtown Leisure Services	\$ 856,859	\$91,537	11%	\$2.65	5	60	150
Meadville Area Recreation Authority*	\$ 928,136	\$368,100	40%	\$14.54	7	62	20
Mechanicsburg Area Recreation Department	\$326,853	\$228,953	70%	\$8.69	3	70	15
Mercer County Regional COG	\$ 86,050	\$27,697	32%	\$ .16	1	17	0
Octorara Community Recreation Commission	\$ 616,740	\$29,535	5%	\$1.79	9	10	30
Palmyra Area Recreation Dept.*	\$ 194,548	\$55,216	28%	\$2.91	1	46	10
Penn-Trafford Area Recreation Commission	\$250,915	\$75,705	30%	\$2.90	2	81	40
Punxsutawney Area Community Center	\$260,488	\$0	0%	\$0	2	3	0
Redbank Valley Park Commission	\$ 109,000	\$19,856	18%	\$2.65	1	9	20
Shippensburg Area Recreation & Parks Commission	\$ 255,555	\$86,428	34%	\$4.98	2	2	50
Slippery Rock Area Park & Recreation Commission*	\$ 222,618	\$65,000	29%	\$10.00	3	30	50
Stroud Region Open Space & Recreation Commission	\$ 142,955	\$67,905	48%	\$2.47	1	35	25
Titusville Leisure Services Board*	\$ 320,000	\$220,000	69%	\$13.44	2	5	300
Wellsboro Department of Parks & Recreation*	\$ 376,000	\$211,000	56%	\$17.00	2	20	200
West Shore Recreation Commission	\$ 581,228	\$141,371	24%	\$1.92	4	130	15
Westmont-Hilltop Recreation Commission*	\$ 220,000	\$132,650	60%	\$9.73	3	35	0

\* 2002 Figures

## About the Author

**Susan E. Landes, Certified Park and Recreation Professional (CPRP)**, has worked for Pennsylvania governments of all sizes. She is presently the Executive Director of the Lancaster Recreation Commission and previously worked for the Westmoreland County and Chester County Parks and Recreation Departments. She's a Past President of PRPS, serves as a peer consultant for DCNR and operates Recreation and Parks Solutions, a consulting firm that is dedicated exclusively to community recreation, parks and open space consulting. Susan has an undergraduate degree in Recreation and Parks and master's degree in Public Administration, both from Penn State University. Known for her creative approach and expertise in intergovernmental cooperation, recreation programming, revenue development, administrative management and marketing, Susan was the 2001 winner of the prestigious Fred M. Coombs Honor Award, the highest recognition given by PRPS. She created the RecTAP program for PRPS and DCNR and is also the author of "*Community Recreation and Parks*," "*Recreation and Parks Board Handbook*," and "*Financing Municipal Recreation and Parks*."

## About the Funding Partners

The **Pennsylvania Recreation and Park Society (PRPS)** is the principal state organization promoting recreation and parks training, networking and leadership opportunities for those working and volunteering in the field. Members include professionals who manage municipal recreation and park systems and state parks, citizen members of recreation and parks boards, and therapeutic recreation professionals working in health care settings.

The **Pennsylvania Department of Conservation and Natural Resources (DCNR) Bureau of Recreation and Conservation** provides grants and technical assistance to support conservation, recreation and open space projects across the state. The Bureau serves as a leader in establishing community conservation partnerships for advancing the greening of Pennsylvania, protecting the Commonwealth's natural and heritage resources, and providing recreational opportunities for all Pennsylvanians to enjoy.

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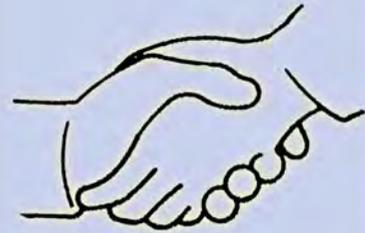
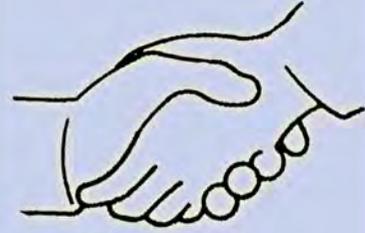
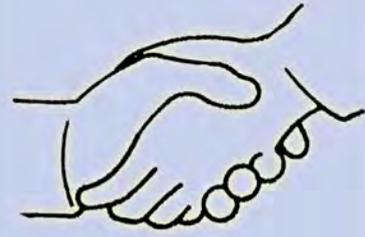
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