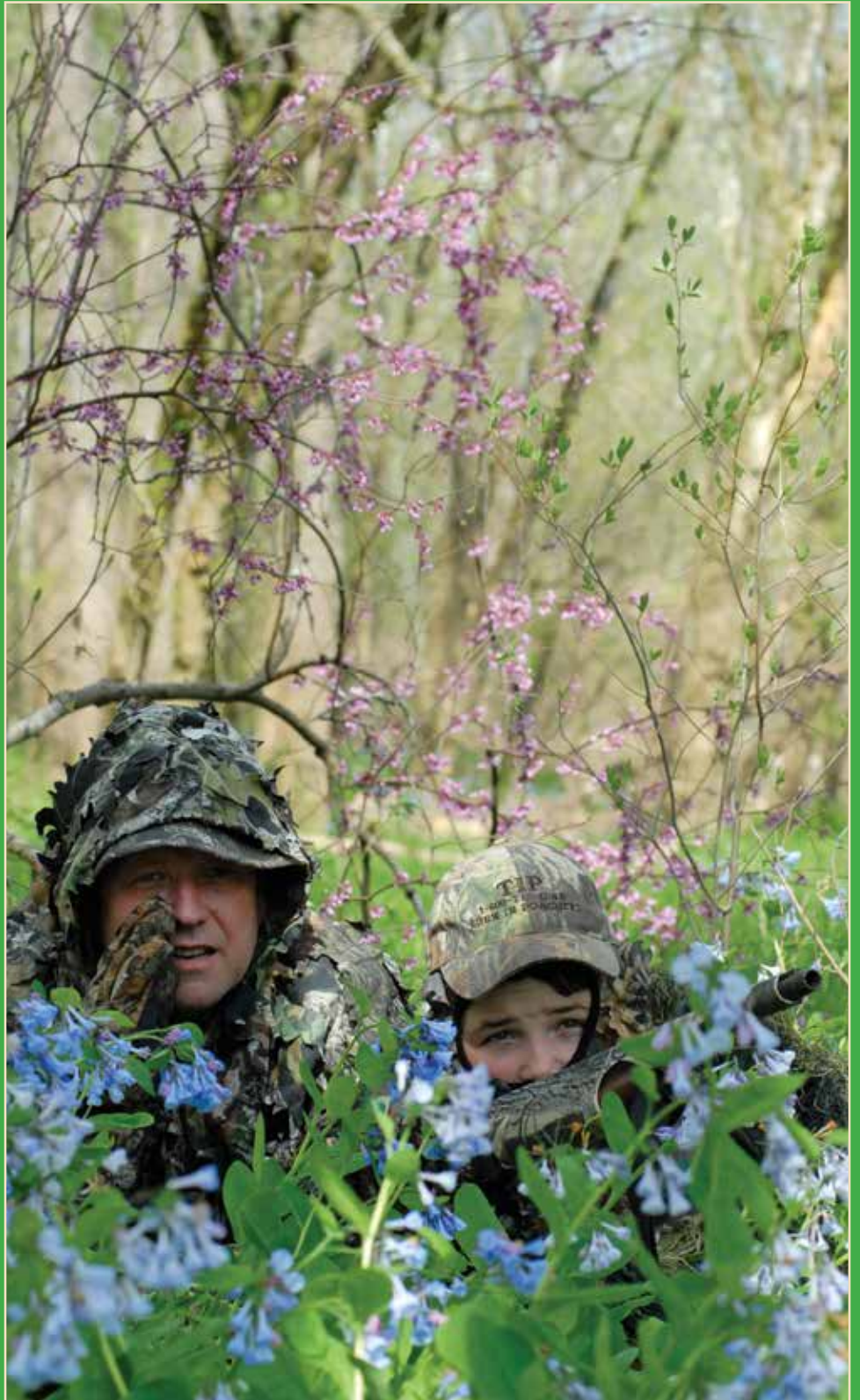




Indiana Statewide Comprehensive Outdoor Recreation Plan

2016-2020



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Indiana
**Statewide Comprehensive
Outdoor Recreation Plan
2016-2020**

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December 2015

The preparation of this plan was financed in part through a planning grant from The National Park Service, Department of the Interior, under the provisions of the Land and Water Conservation Fund Act of 1965 (Public Law 88-578, as amended).

The IDNR Division of Outdoor Recreation will have the authority to represent and act for the State of Indiana in dealing with the Secretary of the Interior for the purposes of the LWCF Act of 1965.

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STATE OF INDIANA
OFFICE OF THE GOVERNOR
State House, Second Floor
Indianapolis, Indiana 46204

Michael R. Pence
Governor

November 25, 2015

Mr. Cameron Sholly
Regional Director, Midwest Region
National Park Service
601 Riverfront Drive
Omaha, NE 68102

Dear Mr. Sholly,

It has been five years since Indiana published our last Statewide Comprehensive Outdoor Recreation Plan (SCORP). We have continued to use the Indiana Heritage Trust and the Land and Water Conservation Fund as primary funding sources to conserve and develop public outdoor recreation lands at the state, county, and local level throughout Indiana. The SCORP is an invaluable guide for this development.

This letter, in part, is to certify that the citizens of Indiana have been provided with ample opportunity for public participation in our latest SCORP planning process. As with our previous SCORPs, the 2015 plan uses a needs assessment based primarily on public input solicited from the citizens of Indiana, park professionals, and a 15-member Plan Advisory Committee. We used objective third-party surveys created to extensively gather public input from citizens all over the state. The Plan Advisory Committee used its subject-matter expertise from academia, the park profession, and related fields at each stage of the document's creation to provide reviews, feedback, and ideas crucial to our plan's development. All this input was supported with national recreation trends data, as well as data gathered from the review of local parks and recreation master plans.

Hoosiers across our state greatly treasure our parks and outdoor recreation lands and the many benefits they provide. The new 2015 Indiana SCORP will provide statewide acquisition priorities for these public outdoor recreation lands from willing sellers for the next five years.

Sincerely,

Michael R. Pence
Governor of Indiana

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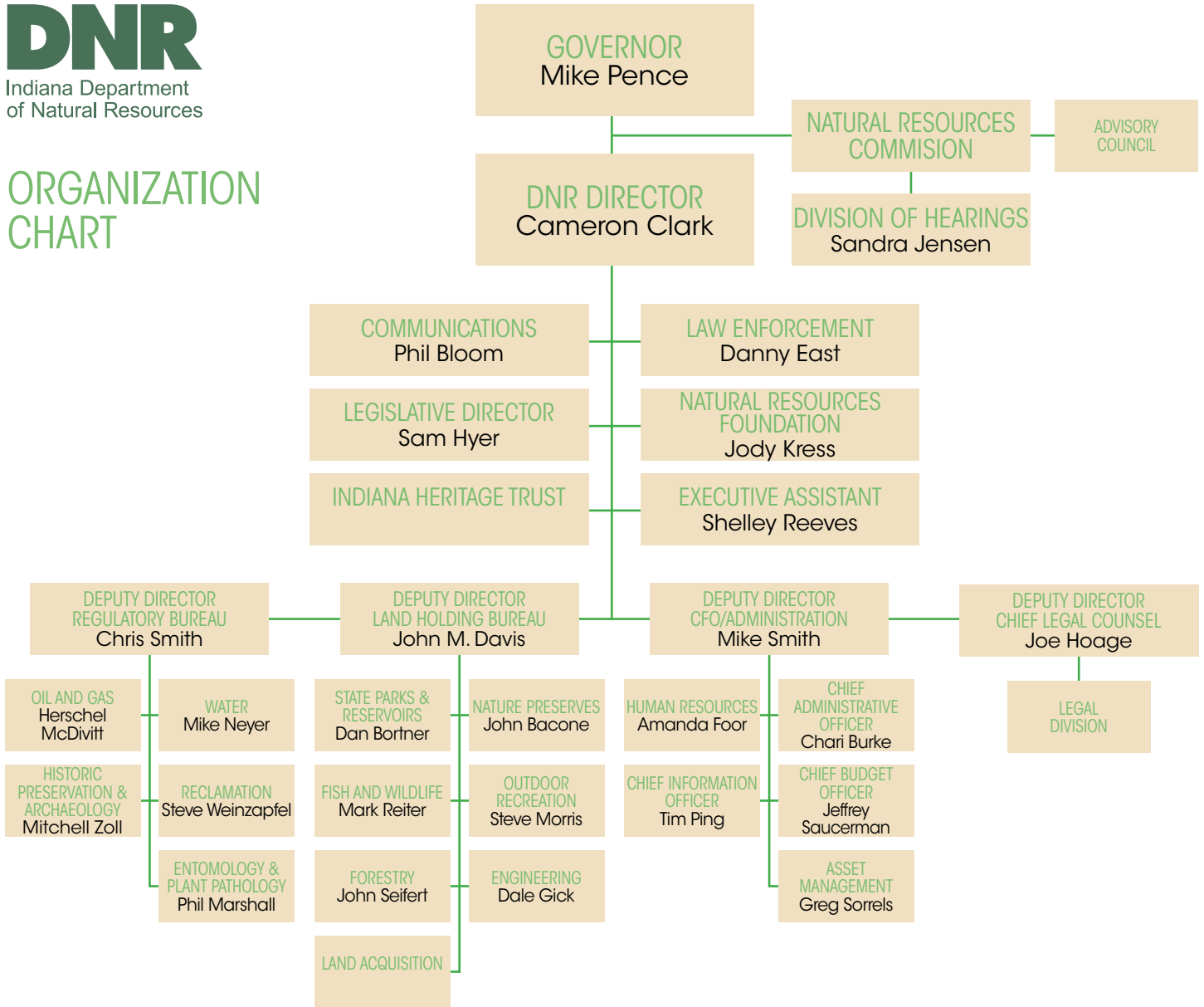
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Indiana Department of Natural Resources

ORGANIZATION CHART



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INDIANA DEPARTMENT OF NATURAL RESOURCES DIVISIONS

- **Accounting & Internal Audit** provides internal DNR fiscal tracking and support to all other divisions.
- **Budget & Administrative Support** manages the administrative support staff for all of DNR, as well as providing budgetary control.
- **Engineering** provides engineering and technical support for all DNR properties and others, including architectural, sanitary, electrical, landscape, civil, and code enforcement.
- **Entomology & Plant Pathology** provides information and technical assistance in managing plant and insect pests, specializes in invasive and harmful species.
- **Facilities, Fleet & Asset Management** administers the department's facilities, including mailroom services, access control, safety and ADA compliance programs; fleet, including vehicle reservations, owned fleet inventory and maintenance, accident review board and Wright Express. Also manages and tracks all assets with a cost of more than \$500 and a useful life of one year or more.
- **Fish & Wildlife** manages and monitors fish and wildlife populations, hunting and fishing licenses, and provides related technical assistance and information.
- **Forestry** manages State Forests and provides information and technical assistance to foresters and private landowners.
- **Heritage Trust & Land Acquisition** supports the acquisition of new properties from willing sellers via partnerships, donations, bequests and sales of the Indiana Heritage Trust Fund license plate.
- **Historic Preservation & Archaeology** acts as staff for State Historic Preservation Officer and promotes conservation of cultural resources by facilitating Indiana and federal preservation programs.
- **Human Resources** serves as resource for current and future employees of DNR, provides information on employment, benefits, volunteering, internships, applications and more.
- **Information Services** provides technological service and support, DNR-wide.
- **Law Enforcement** provides 204 conservation officers in 10 law enforcement districts, handles environmental investigations, emergency response, education, law enforcement and property protection.
- **Natural Resources Foundation** supports the charitable, educational and scientific programs, projects and policies of the DNR.
- **Nature Preserves** provides permanent protection to significant natural areas, maintaining sustainable examples of all native ecological communities in Indiana.
- **Oil & Gas** oversees petroleum production and exploration through three program areas: permitting and compliance, field services, and abandoned sites.
- **Outdoor Recreation** handles state- and local-level park & recreation master planning, streams & trails, grants; manages two properties and multiple programs; and provides technical assistance for the public and for recreation professionals.

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- **Communications** provides internal and external communications, public relations, marketing, and public education for DNR.
- **Reclamation** protects resources by overseeing reclamation of abandoned mines, active mines, mine blasting, mining permits, and public participation in oversight and permit processes.
- **State Parks** manages and operates Indiana State Parks, state-managed lakes recreation, and State Park Inns, and provides education, recreation, resource conservation and management of these public lands.
- **Water** oversees above- and below-ground water, provides customer information services, permitting, technical services, and engineering services; operates three work groups: floodplain management, resource assessment, and the compliance & projects branch.

OTHER RELATED INDIANA GOVERNMENT OFFICES

- **Indiana Department of Agriculture, Division of Soil Conservation** provides guidance, education and technical assistance to public and private landowners throughout Indiana.
- **Indiana Department of Environmental Management** handles the environmental quality and sustainability of air, water and land. Technical oversight, permits and regulatory compliance are part of its mission.
- **Indiana Department of Health** provides policy, guidance and facilitation of public health and health care activities and programs statewide. Governor's Council on Physical Fitness and Health promotes sound physical fitness, nutrition and health.
- **Indiana Department of Transportation** works with all aspects of the statewide transportation system, including bus, car, rail, air, bicycle and foot.
- **Indiana Natural Resources Commission** comprises 12 bipartisan resident members who meet four times per year to address DNR issues.
- **Indiana Office of Community and Rural Affairs** provides planning, grants and technical assistance for rural economic development statewide.
- **Indiana Economic Development Corporation** is a public-private partnership with a 12-member board that acts as the top economic development agency for Indiana.
- **Indiana Office of Tourism Development** is a stand-alone agency within state government that uses public and private funds to expand tourism statewide.
- **State Museum & Historic Sites** operates a wide variety of historic/cultural programs and facilities, including Indiana State Museum in Indianapolis, Gene Stratton-Porter Cabin, Historic New Harmony and Angel Mounds archaeological site.

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SCORP PLANNING

The production of the Indiana Statewide Comprehensive Outdoor Recreation Plan (SCORP) requires the expertise of people from many disciplines to assemble an effective tool for Indiana. Those who volunteer as members of the Plan Advisory Committee meet several times a year during the research and writing. They provide valuable insight and commentary that guide the development of surveys, research analysis, and creation of a plan that can be used by providers from all levels of community, including state, county, municipal and township.

The DNR Division of Outdoor Recreation thanks the committee members for their advice, support, expertise, time and talent. Committee members give direction to the SCORP 2016-2020 and ensure the priorities and contents are consistent with the State's vision, mission and goals for outdoor recreation and the DNR.

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SCORP VISION STATEMENT

The SCORP is an information resource that quantifies and analyzes the state's outdoor recreation resources for the social, environmental, health, and economic benefit of citizens statewide. The SCORP is intended to support local, regional and state-level recreation decision making, as well as foster research, partnerships and cooperation among users, planners, government officials, nonprofits, and the private sector.

SCORP GOALS

- Qualify Indiana for National Park Service Land and Water Conservation Fund (LWCF) state-side grants
- Set statewide priorities for funding of grants through LWCF, the Recreational Trails Program (RTP), and any other applicable funds available at state or federal levels
- Provide a quantitative analysis of outdoor recreation supply and demand statewide
- Improve the provision of outdoor recreation to all users



MOUNTAIN BIKING

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LAND AND WATER CONSERVATION FUND (LWCF)

The Land and Water Conservation Fund (LWCF) Act of 1965 (Public Law 88-578, 78 Stat 897) was enacted "... to assist in preserving, developing, and assuring accessibility to all citizens of the United States of America of present and future generations and visitors who are lawfully present within the boundaries of the United States of America such quantity and quality of outdoor recreation resources as may be available and are necessary and desirable for individual active participation in such recreation and strengthen the health and vitality of the citizens of the United States by (1) providing funds for and authorizing federal assistance to the states in planning, acquisition, and development of needed land and water areas and facilities and (2) providing funds for the federal acquisition and development of certain lands and other areas."

According to the National Park Service 2008 LWCF State Assistance Program Manual: "To be eligible for LWCF assistance for acquisition and development grants, each state shall prepare a Statewide Comprehensive Outdoor Recreation Plan (SCORP), and update it at least once every five years." In other words, a SCORP needs to look at outdoor recreation supply and demand; set priorities for current and future capital improvement, land acquisition, and development; and allow opportunities for citizens and local government officials to take part in the planning process.

The main objectives of the LWCF have remained the same for 51 years: land acquisition, preservation, provision, development, accessibility, and the strengthening of the health and vitality of our nation. This SCORP shows that Indiana's focus is still directly in line with the LWCF Act of 1965.



DOG WALKING

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CAMPING

Indiana has received more than \$87 million from the LWCF since the program's start. Indiana's smaller entities (e.g., counties, townships, municipalities) provide outdoor recreation opportunities to its citizens through the appropriation of LWCF grants. Sixteen projects were funded between 2011 and November 2015. Of those, the majority included land acquisition (484+ acres), 12 included trail development, and three included the development of new aquatic features. Amenities included in the projects were:

- Spray Pads
- Picnic Areas
- Playgrounds
- Natural Areas
- Ball Fields
- Dog Parks

A SCORP planning grant was used to help complete this document. The total cost of these projects was an estimated \$3,071,963. LWCF requires a 50/50 match from communities that receive the grant. All funds for the project must be paid by communities and then reimbursed upon successful project completion. As operating and maintenance costs increase, so does the importance of the LWCF in funding continued acquisition of land where needed. Unfortunately, these grants cannot fund every project in the state. Alternative funding methods will be discussed in this SCORP.

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OUTDOOR PHOTOGRAPHY

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INTRODUCTION

Each new SCORP offers the chance to observe and record the many changes and new trends in Indiana and nationwide since the last SCORP and during the last decade. Many directly affect the provision of parks and recreation in Indiana. Some of these changes include changing demographics and socio-economics; the continuing children and nature movement; the growing statewide obesity epidemic; and the increasing importance and economic benefits of Indiana travel, tourism and outdoor recreation, both statewide and to individual local communities.

Data provided by the U.S. Census Bureau and similar sources yield the following socio-economic changes in the state:

- **Hoosier Population Growing:** The 2014 U.S. Census estimates (American Factfinder, 07/2014), that the state has grown in population, but similar to what the 2010 Census numbers showed, not by much. The growth was from 6,483,802 in 2010 to 6,596,855 estimated population in 2015, a 1.74% increase.
- **Older Hoosiers:** Indiana is still aging slightly. The state's median age has risen from 36.4 in 2010, to 37, according to the 2015 Census estimates. People continue to live longer and medical care and access are improving.
- **More Baby Boomers Retiring:** Baby boomers (those born between 1946 and 1964) began turning 65 in 2011. Five years into the trend, they are still retiring in increasing numbers.
- **Hoosiers Earning More:** Median household income in Indiana was \$47,465 in 2009, compared to \$48,248, according to 2013 Census estimates.
- **More Hoosiers Living Under Same Roof:** Average Indiana household size has rebounded to 2.52 (according to the 2010 Census) after falling from 2.53 in 2000 to 2.49 in 2009.
- **Unemployment Finally Easing:** The Indiana recession recovery continues. Indiana's March 2015 statewide seasonally adjusted unemployment rate of 5.8% has fallen from 9.1% percent in January 2011. By comparison, Indiana's unemployment rate in March 2008 was 5.0%, meaning the state is still struggling to reach pre-recession unemployment levels. (IN Dept. of Workforce Dev.; 2008/2011/2015)
- **Construction and Transportation Manufacturing Employment Improving:** The Indiana Business Resource Center states that the number of construction and transportation manufacturing jobs across Indiana improved by double digits in 2014, (IBRC; 2014).
- **Poverty Still Increasing in Indiana:** The percentage of Indiana families living below poverty level has risen from 9.5% in 2009 to 15.4% in 2013, according to census estimates.

- **Gasoline Costs Drop Significantly:** Nationally, prices in 2006 were as low as \$2.20 per gallon. Prices in May 2011 reached \$4.27 per gallon in many Indiana cities. The U.S. Energy Information Administration in May 2015, reported the U.S. average price per gallon was \$2.48/gallon. Estimates of when, if or the degree to which prices may rise vary widely, (USA TODAY 11/6/2006; Indianapolis Star 05/06/2011; U.S. Energy Info Admin, 2015).

RECREATION CLOSE TO HOME IS STILL A PRIORITY

Given the Indiana economy has recovered slowly, and many Hoosiers are still experiencing wage stagnation, nearby recreation appears to be important to state residents. Poverty statewide is still increasing. This means that in many parts of the state, free or low-cost local parks and recreation options are vital for families. Hoosiers who recreate close to home use local and regional public lands and outdoor recreation sites of every type. Local museums, parks, historic sites, special events, fairs, festivals, sports events, and outdoor activities of all kinds can be an inexpensive and popular option for Hoosiers, especially in difficult economic times. Vacationing and recreating nearby offers many Hoosier families recreation options with lower travel costs, less travel stress, low or no entry fees, minimum travel time spent, and the opportunity to explore new sights and experiences.



nature centers and other outdoor education sites, and to provide additional professional development for teachers. This proposal died in committee, as did the 2011 version.

The National Parks Trust, a non-profit group supporting all levels of public parks across the U.S., has created a nationwide outdoor play day for kids called Kids to Parks Day. May 16, 2015, was the fifth annual Kids to Parks Day. An estimated 500,000 people participated nationwide. Indiana had five individual communities participating. Gov. Mike Pence proclaimed the day as Indiana's Kids to Parks Day, and urged Hoosiers to take a child to a park. A 2014 news story said: "The day is the latest effort by the DNR to promote education and healthy living among Hoosier children. Kids to Parks Day is also an opportunity to get children involved in existing DNR programs, including the Children's Outdoor Bill of Rights, the family-friendly State Parks and Reservoirs Fitness Challenge, and a wide variety of daily activities that vary by park," (Kokomo Herald, 5/12/2014).

The Indiana Children's Outdoor Bill of Rights is another program created to "encourage Indiana's children to participate in outdoor activities and discover their heritage." The DNR Division of State Parks & Reservoirs (since renamed the Division of State Parks) established the Bill in 2011 with the following purpose and plan:

- Result in more Indiana youth and families benefiting from outdoor recreation experiences

- Create a unifying message regarding youth and families in the

outdoors for federal, state, county, municipal, non-profit and for-profit agencies

- Result in more informal collaborations and formal partnerships among all involved agencies and organizations

- Promote an increase in family health and wellness

- Increase future stewardship of outdoor resources on public and private lands

- Increase the overall quality of life for Indiana's youth and families

- Highlight the abundant natural resources and recreation opportunities available in Indiana

MOVEMENT TO RECONNECT CHILDREN WITH NATURE IS EXPANDING

See pages 13 and 14 of the 2011-2015 Indiana SCORP for a discussion and background of Richard Louv's "Children and Nature Movement." This movement is not only alive and well, but also inspires attempts at state and national legislation, and creates nationwide park activity days to try to reconnect kids and the natural world. The movement has found supporters in the U.S. Congress. A bipartisan group of senators introduced the No Child Left Inside Act of 2013. That version was intended to provide incentives to states to implement environmental literacy programs that support hands-on outdoor learning activities at schools,

The Indiana Children’s Outdoor Bill of Rights

All Indiana children, regardless of ability, should have the right to:

1. Explore and play outdoors in a safe place
2. Follow a trail and discover native plants, wildlife and history
3. Experience traditional outdoor activities like fishing or hunting
4. Discover and celebrate Indiana’s past
5. Camp under the stars
6. Climb a tree
7. Visit a farm
8. Plant a seed or tree and watch it grow
9. Splash and play in streams, lakes and ponds
10. Enjoy the outdoors, using all the senses
11. Ask questions, find answers and share nature with a friend

See the Indiana Children’s Outdoor Bill of Rights webpage for more information: stateparks.IN.gov/7243.htm

There are approximately 15 states that have created some type of Children’s Outdoor Bill of Rights, and more states are considering creating one.

INDIANA’S OBESITY EPIDEMIC IS WORSENING

Indiana’s statewide obesity epidemic is still increasing. According to the 2013 U.S. Centers for Disease Control (CDC) Behavioral Risk Factor Surveillance System (BRFSS), the world’s largest ongoing telephone public health survey, nearly one-third (31.8%; up from 29.9% in 2009) of Hoosiers are obese (i.e., have a body mass index of 30 or greater). This percentage places Indiana as one of the most overweight states in the nation. The CDC reports that the associated economic impact of the nationwide obesity epidemic exceeds \$147 billion (in 2008 dollars). Estimates published in the journal “Obesity” in 2012 show that during an average year, Hoosiers pay \$3.5 billion in obesity-related medical costs. According to a recent CDC online article:

“Why is this epidemic happening?”

- Weight gain occurs when people eat too much food and get too little physical activity.
- Societal and community changes have accompanied the rise in obesity.
- People eat differently:
 - o Some Americans have less access to stores and markets that provide healthy, affordable food such as fruits and vegetables, especially in rural, minority and lower-income neighborhoods. Restaurants, snack



shops, and vending machines provide food that is often higher in calories and fat than food made at home.

- o There is too much sugar in our diet. Six out of 10 adults drink at least 1 sugary drink per day.
- o It is often easier and cheaper to get less-healthy foods and beverages.
- o Foods high in sugar, fat, and salt are highly advertised and marketed.
- Many communities are built in ways that make it difficult or unsafe to be physically active:
 - o Access to parks and recreation centers may be difficult or lacking and public transportation may not be available.
 - o Safe routes for walking or biking to school, work, or play may not exist.
 - o Too few students get quality, daily physical education in school.”

U.S. CDC; August 3, 2010; "Vital Signs: Latest Findings: Adult Obesity" cdc.gov/VitalSigns/AdultObesity/LatestFindings.html

The Indiana State Department of Health (ISDH) has recognized the impact and importance of the statewide obesity epidemic and responded with a special "Indiana Healthy Weight Initiative." The Initiative was formed in 2008 using public health officials, school officials, urban planners, parks and recreation professionals, child advocates, concerned citizens and professionals from many fields. The Initiative first launched a task force with the main purpose of assisting ISDH staff in creating the inaugural "Indiana's Comprehensive Nutrition and Physical Activity Plan, 2010-2020," (IN CNPA). The IN CNPA Plan includes objectives that "... address improving the policies, environments, and systems that can positively influence nutrition and physical activity. The Plan organizes the objectives based on the setting they affect—child care settings, schools, health care facilities, worksites, faith-based settings, and communities, with special sections related to older adults and breast-feeding. As a whole, the objectives seek to increase access and awareness and to change policies and environments to support the occurrence of healthier behaviors," (ISDH, 2010). The IN CNPA Plan is now at its halfway point. As mentioned in the ISDH quote from the IN CNPA Plan above, the Plan created eight workgroups based on the settings affected by the Plan. The workgroup most directly connected to the SCORP is the Communities workgroup. As with all eight workgroups, the Communities workgroup in the Plan has a series of objectives assigned to it. Two of the objectives for the Communities workgroup can be evaluated via data gathered for this SCORP. The objectives (and their most current results) are:

- Objective #7: "By 2017, increase the number of Indiana counties with at least 20 acres of public local outdoor recreation land per 1,000 residents from 22 counties to 32 counties." [Pg. 46; IN CNPA Plan, ISDH, 2010]
 - o This SCORP reports that there are now 26 counties that meet the 20 acres/1,000 population level of service criteria, a gain of four counties.
- Objective #8: "By 2020, increase by 20% the mileage of trails available throughout Indiana and promote their use as a means to increase physical activity, recreation, and transportation." [Pg. 46: IN CNPA Plan, ISDH, 2010]
 - o The 2016 Trails Plan Update included in this SCORP reports that there are now more than 3,500 miles of trail open and operating in Indiana. This is an increase from a 2006 total of about 1,542 miles of trail statewide, approximately a 126% increase in trail mileage

Significant progress is being made toward the Communities Workgroup objectives above. With one objective already met, and the other nearly halfway there, the objectives may be completed by the close date of the current IN CNPA Plan.

INDIANA'S ECONOMIC RECOVERY IS MOVING FORWARD

Indiana's economic recovery is improving, but the improvements in job growth are not necessarily reaching all areas of the state evenly. Many communities in the state that once relied on long-established manufacturing jobs are still witnessing plant closures, employee layoffs and other economic losses related to holdover effects from the nation's recent economic hard times.

Dr. Timothy Zimmer, professor of economics and finance at the University of Indianapolis, in April 2015, published his article "Job Growth Uneven Across Indiana." In the article, Zimmer examined U.S. Bureau of Labor Statistics non-seasonally adjusted Current Employment Statistics employment data for each of the metropolitan statistical areas (MSAs) in Indiana to determine metro-level employment growth from October 2000 to October 2014. According to Zimmer: "In examining the MSA data for the 12 Indiana-based areas, one can see that over the course of 14 years, employment grew by 84,114, an increase of 4.2 percent ... While employment gains are certainly welcome, the distribution of these gains should also be examined. By a wide margin, the aggregate gains are accumulated in the Indianapolis-Carmel-Anderson MSA ... Without the Indianapolis area, the other 11 MSAs in aggregate actually experienced negative employment growth over 14 years (-22,686 jobs or -2 percent) ... While job growth in the state is welcome, efforts to extend this growth uniformly throughout the state appear justified as distribution inequality is evident in the data," (Zimmer, 2015).

Looking at data, some of the Indiana cities experiencing negative job growth include Terre Haute, South Bend/Mishawaka, Muncie, Kokomo and Michigan City/LaPorte. As mentioned before, some of the communities that are experiencing positive job growth are: Columbus, Indianapolis/Carmel/Anderson, Lafayette/West Lafayette, Bloomington, Elkhart/Goshen, and Evansville.

Rachel Strange, a geodemographic analyst at the Indiana Business Research Center in Indiana University's Kelley School of Business, wrote the article "Indiana Manufacturing On A Roll" in April 2015. In the article, Strange states: "Indiana continues to rank first among states in the percent of its workforce engaged in manufacturing. It also ranked second in the nation in manufacturing employment growth over the past year. Indiana's non-farm employment grew by 1.8 percent, while Indiana

manufacturing employment grew at a much more robust 4.5 percent between November 2013 and November 2014, according to the U.S. Bureau of Labor Statistics.” Strange also wrote “With all this wonderful news about manufacturing job growth, it is worth keeping in mind that manufacturing got hit hard by the Great Recession, and Indiana has yet to return to the 2007 levels when the sector employed 545,200 (and even before that, manufacturing employment had been steadily declining since 2000). That means Indiana is still 24,400 jobs below 2007 levels and more than 150,000 jobs below the 1999 peak. While we may not be back to manufacturing’s glory days, a few years of solid growth is always nice to see.”

So Indiana’s job outlook and overall economy is improving, but not in all locations, and not to levels as high as they were less than 10 years ago.

INDIANA TOURISM AND OUTDOOR RECREATION CONTRIBUTING TO INDIANA’S ECONOMY

Indiana’s economy continues to benefit from tourism. According to a study commissioned by the Indiana Office of Travel and Tourism published in 2013, direct employment within the Indiana tourism industry was more than 139,900 workers in 2012, a 2.9% gain in one year. Based on employment figures, tourism was the 7th largest industry in the state, and that includes state government employment. Tourism garnered direct wages of more than \$3 billion. That included both full- and part-time workers for an average of \$21,700. An additional 186,000 jobs in Indiana were indirectly supported by tourism (such as service and supply jobs indirectly related to tourism), and this was slightly less than 6% of total non-farm employment in the state. In 2012, Indiana’s Gross Domestic Product (GDP) gained 1.5%, total jobs gained 4.8%, and state and local tax receipts gained 6.3%, all from tourism. In 14 days alone, Super Bowl XLVI brought 116,000 visitors to Indiana. They spent \$377 million, and added \$278 million to the 2012 Indiana GDP. In 2012, Indiana visitors contributed about \$561 million or 8.5% of Indiana’s statewide sales tax receipts.

Anecdotal comments from park professionals across Indiana in local parks and recreation master plans reviewed by the DNR Division of Outdoor Recreation staff still indicate that local and regional park use is rising, despite slow improvement of the economy. There is support for this perception from the national level. According to a 2010 study by Dr. Ken Cordell of the U.S. Forest Service’s Southern Research Station: “One general category of activity that has been showing growth in the first decade of the 21st Century is nature-based recreation. Between 2000 and 2009, the number of people who participated in nature-based outdoor recreation grew by about 7.1 percent, and the number of activity days grew about 40 percent ... Generally, outdoor recreation activities are projected to grow in number of participants out to 2060,” (Cordell, 2010).



CATAMARAN SAILING

A 2013 study, also by the U.S. Forest Service Southern Research Station staff said: "By 2060, the number of adults participating in each of 10 different outdoor recreation activities is projected to increase. Depending on future demographic, economic, land-use, and population changes, the activity demonstrating the least growth is hunting (8 to 25 percent). The activity projected to demonstrate the most growth is day hiking (70 to 113 percent)," (Bowker, et al., 2013). This projection agrees with the DNR Division of Outdoor Recreation's longitudinal research in the past four SCORPs, each of which shows outdoor pedestrian use (including day hiking) as the most popular outdoor recreation activity among Indiana residents.

Even considering the significant economic impact of Indiana's public parks and recreation, and the still-growing use of our recreation lands, it is still prudent to ask if investing in public outdoor recreation space has any tangible benefit for municipal governments. Many people agree that having quality parks and recreation sites and facilities improves the quality of life in a community, but does it really affect a community's fiscal health? In May 2010, the Active Living Research Institute published "The Economic Benefits of Open Space, Recreation Facilities and Walkable Community Design," a research synthesis examining multiple studies nationwide. This study found "In addition to providing opportunities for physical activity and recreation areas, parks located in metropolitan areas provide economic benefits to residents, municipal governments, and private real estate developers. Parks tend to increase the value and sale price of homes and property nearby. In addition, the amount of local tax dollars required to operate and service recreation areas may be less than for other types of land use, such as residential developments, further increasing the fiscal impacts they have on municipal governments. Neighborhoods designed to preserve open space through compact development patterns may result in savings to private developers through reduced construction and maintenance costs, while communities designed for walkability can command price premiums in the marketplace." The study also said "... recreation areas and compact developments were found to produce positive economic outcomes for developers, homeowners, and

local governments." One caveat the study found was "Some residents will place a higher value on open space and recreation areas and will pay significantly more to be located near these amenities than others," (Active Living Research, 2010).



The DNR and the Division of Outdoor Recreation have created this SCORP as a way to share research and other information with state residents, park professionals, park board members, urban planners, government officials and many more. We have a strong tradition of blending public opinion and input from parks-and-recreation professionals in the field to give us an understanding of current and future recreational needs and preferences statewide. The next section of this chapter contains the priorities that have emerged from all the collected data and analysis from this SCORP.

OUTDOOR RECREATION PRIORITIES FOR PUBLIC PARKS AND RECREATION PROVIDERS AND STAKEHOLDERS

Based on the data contained in this SCORP, these goals and objectives are recommended, in random order, to guide decision-making in parks-and-recreation and natural-resources management for the next five years.

1. Protect and enhance Indiana's natural and outdoor recreation resources
 - a. Protect Indiana's natural heritage by identifying and preserving significant natural areas, including wildlife/fish habitats for endangered, rare, threatened or species of special concern
 - b. Protect Indiana's outdoor recreation potential by identifying and preserving areas with existing or potential outdoor recreation opportunities or access
 - c. Provide for education of the citizens of Indiana in environmental stewardship and wise use of Indiana's natural resources
 - d. Consider the improvements possible in water and air quality, brownfields, tourism and commerce, and economic development created by enhancing outdoor recreation

- e. Use “green” or sustainable designs, materials and energy sources in facility development, such as recycled materials, alternative/renewable energy sources (solar active and passive, wind, hydroelectric), and Leadership in Energy and Environmental Design (LEED) building certifications/very energy-efficient designs
 - f. Use the 2016 SCORP Participation Study top five favorite outdoor recreation activities when considering parks and recreation user preferences: walking/hiking/jogging/running; camping; fishing; swimming; and canoeing/kayaking/paddle sports
2. Develop more trails and bicycle/pedestrian facilities
- a. Whenever possible, acquire rights-of-way, easements and railroad corridors for future trail development from willing sellers, donors or partners
 - b. Emphasize trails and bike/pedestrian facilities as means to connect and improve existing and future outdoor recreation facilities
 - c. Integrate bike/pedestrian facilities of all types into long-term planning of community infrastructure design and construction whenever possible
 - d. Encourage development of trail facilities of all kinds for bike/pedestrian use: urban, rural, long-distance, commuter, recreational, exercise/wellness, etc.
 - e. Require trail development using accessible, sustainable design and surfacing wherever possible
3. Continue emphasizing Indiana’s aquatic resources, both natural and man-made
- a. Preserve and protect rivers, lakes, streams, wetlands and riparian corridors when and wherever possible through acquisition, education, funding, restoration and development of new areas
 - b. Encourage actions that improve the quality of Indiana’s waters as well as user access to all types of aquatic recreation resources
 - c. Whenever possible, provide or enhance access to man-made aquatic resources, such as splash pads, pools, water features, wetlands, ponds, lakes, access/launch sites, etc.
4. Encourage and promote outdoor recreation participation
- a. Use outdoor recreation as a tool to fight the growing obesity epidemic by offering locations to participate in as many kinds of healthy exercise as possible and facilitating lifestyle change that encourages lifelong healthy living
 - b. Encourage continued development of new outdoor recreation facilities, especially in areas of expanding population growth, high user demand, or significant gaps in service provision
 - c. Encourage development of more neighborhood-level outdoor recreation facilities that meet local needs close to home, preferably within walking or biking distance of residential areas, schools, retail areas, etc.
 - d. Provide outdoor recreation opportunities for all user demographics, including all ages, abilities and skill levels
5. Provide funding for outdoor recreation development at the state and local level
- a. Explore alternative funding methods such as public/private partnerships, tax increment financing (TIF), cooperative agreements, cost sharing, corporate sponsorships, volunteerism, philanthropy, etc.
 - b. Continue to administer state-level grant programs such as Land and Water Conservation Fund (LWCF) grants, Recreational Trails Program (RTP) grants, Wabash River Heritage Corridor Fund grants and Indiana Shooting Range grants.
 - c. Emphasize parks and recreation facilities that are cost-efficient and financially self-supporting while promoting financially affordable access to the greatest number of users possible
 - d. Consider the benefits of parks and recreation toward community economic development, tourism, job growth, urban and rural revitalization, reduction of health care costs and improving quality of life
 - e. Use existing financial resources as efficiently and effectively as possible; consider strategies such as detailed cost-benefit analysis for choosing public provision or privatization of services, maintenance or construction, multi-agency bulk purchases, interagency work-sharing agreements, and other means to control the costs of operations and maintenance

OUTDOOR RECREATION
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CHAPTER 1 The Surveys

This chapter covers changes in Indiana since the 2011-2015 SCORP. It looks briefly at state and national trends that affect how we use and provide outdoor recreation. The chapter also examines the backbone of this SCORP: the surveys done by our third-party surveyors, the methods they used, and the results.

Indiana's SCORPs differ from those created by other states.

1. We try to directly "count" (via local government self-reported data) public outdoor recreation acreage, both by county and by level of government.
2. We hire third-party surveyors. We ensure these surveyors are objective, unbiased and professional.
3. We ask members of the public their preferences for outdoor recreation activities and ask professional outdoor recreation providers for their opinions and ideas, too.

This approach allows this SCORP to show what public outdoor recreation acreage actually exists, both geographically, and by cumulative "type" of acreage. SCORP readers can cross-compare against their peers in multiple ways. Surveying both the public and outdoor recreation professionals this way allows the DNR to look at what real people actually want to do for outdoor

recreation, as well as how recreation professionals provide those activities. The method also reveals the needs and challenges both groups face.

Indiana's SCORP continues to be a multi-purpose information source for many groups. Researchers use it for data on recreation preferences. Park professionals use it when writing park plans or strategic documents. Local government leaders use it to compare their community to local and regional competition. And interested members of the public use it to learn what activities their friends and neighbors enjoy doing while visiting public outdoor recreation sites.

Just as previous Indiana SCORPs, this SCORP used three main surveys:

- The Outdoor Recreation Participation Survey, which
 - o Asks members of the the public about their outdoor recreation activities and frequency of use.
- The Trail User Survey, which
 - o Asks members of the the public about how they use one of our most popular amenities.
- The Local Parks and Recreation Provider Survey, which
 - o Asks professional and non-profit local outdoor recreation providers about their challenges, issues, and solutions.

THE OUTDOOR RECREATION PARTICIPATION SURVEY

Outdoor Recreation Participation Survey Methods:

- Survey used paper intercept surveys.
- The questionnaire asks 22 regular questions, and one large, multi-part question containing 49 separate recreational-activity categories.
- The estimated time needed to take the survey was 8-10 minutes.
- Paper survey results were manually entered into the database.
- Respondents were chosen on a next-available basis.
- People younger than 17 were not discouraged from taking the survey, but were not actively recruited.
- The survey was conducted at county fairs, libraries, and other public locations throughout the state.
- The survey took place from May 2014 through September 2014.
- The completed respondent database consists of 6,381 valid respondents.

Outdoor Recreation Participation Survey Demographic Results:

- Respondents were 57.9% female, 42.1% male.
- Average age of respondents was 40.3 years.

- Every county in Indiana was represented in the data.
- 58% of survey respondents were married, 24% were single (never married), and 7% were single (divorced). [All results are somewhat comparable to U.S. Census demographic data for Indiana.]
- 82% of respondents reported themselves as white, 12% as black, 3% as Hispanic/Latino, and 1% as multi-racial.
- 70% of respondents stated that they had between two and four family members living in their household.
- 57% of respondents reported having no persons younger than 18 living in their household.

Outdoor Recreation Participation Survey Results:

- The top three reasons why respondents participate in outdoor recreation were
 - To be with Family and Friends 41%
 - Physical Health 31%
 - Mental Health 27%
- The top five outdoor recreation activities that respondents wanted to do in the future were:
 - Walking/Hiking/Jogging/Running (pedestrian activities)
 - Camping
 - Fishing
 - Swimming
 - Canoeing/Kayaking/Tubing



DISC GOLF

- The top five outdoor recreation activities participated in more than once per week by the survey respondent and/or by others in the household were:
 - o Walking/Hiking/Jogging/Running
 - o Gardening/Landscaping
 - o Relaxation/Spiritual Renewal
 - o Bicycle Touring (casual, tour, or both)
 - o Outdoor Pool Swimming or Water Park

- The top methods of travel used to reach the outdoor recreation activity they participated in the most were:
 - o Car/Truck 74%
 - o Walk/Jog/Run 17%
 - o Bike..... 5%
 - o Other..... 4%
 - o Motorcycle 2%
 - o Horseback 2%

- For the question "...in which county in Indiana do you most often participate in outdoor recreation activities?", counties with the highest population were the most common answers.

- Asked: if their family members could walk, bike, ride a horse or use other non-motorized transportation, how likely would they be to use outdoor recreation facilities more often; respondents said:
 - o Very likely 24%
 - o Somewhat likely 28%
 - o Uncertain..... 22%
 - o Not likely 26%

- Asked whether they used non-motorized transportation to get to outdoor recreation facilities, responders answered:
 - o Doesn't matter 44%
 - o No 30%
 - o Yes 26%

- Asked how much money they were willing to spend per year on their favorite outdoor recreation (including cost of equipment, training, travel, etc.), respondents said:

FIGURE 1.1 How much money respondents were willing to spend yearly on their favorite outdoor recreation

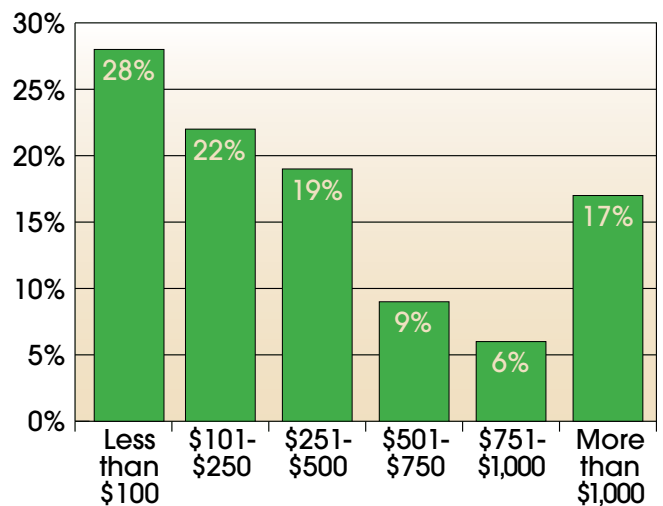
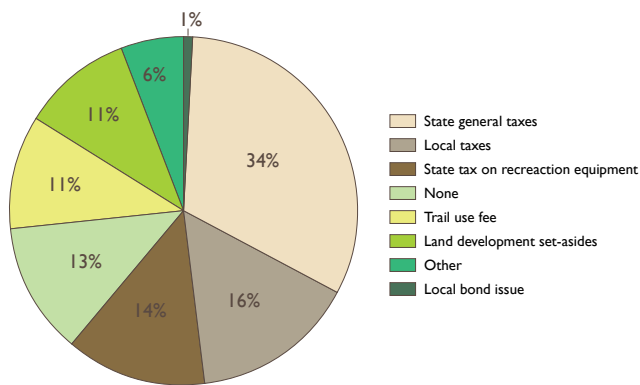


FIGURE 1.2 Preferred sources for funding development of new outdoor recreation facilities



• Asked what primary sources for funding the operations/maintenance of existing outdoor recreation facilities, (after first pursuing all federal funds, grants, and donations), responders preferred:

- o State General Taxes 28%
- o Local Taxes 20%
- o State Tax on Recreation Equipment..... 18%
- o Trail Use Fee 15%
- o None 15%
- o Other 8%

• Asked how far they were willing to travel one way to participate in their favorite outdoor recreation activity, responders said:

- o 0-5 miles..... 13%
- o 6-10 miles..... 12%
- o 11-15 miles 13%
- o 16-25 miles 11%
- o 26-35 miles 6%
- o 36-50 miles 13%
- o 51-75 miles 10%
- o 76-100 miles..... 5%
- o More than 100 miles 18%

• Asked how far they were willing to travel one way to participate in their favorite outdoor recreation activity if they were using non-motorized transportation, the answers changed to:

- o 0-5 miles..... 62%
- o 6-10 miles..... 19%
- o 11-15 miles 7%
- o 16-25 miles 4%
- o 26-35 miles 2%
- o 36-50 miles 3%
- o 51-75 miles 1%
- o 76-100 miles..... 1%
- o More than 100 miles 2%

• The main reason given why respondents did not participate in outdoor recreation activities more often was:

- o None, I participate as much as I want to 42%

- o Personal barriers, no time, no motivation, lack of skills, physical, mental or emotional health, etc. 19%
- o Cost barriers, lack of money/ economic factors 15%
- o No recreation facilities close to my home 10%
- o Social barriers, no one to participate with, family conflict, responsibilities to others, etc. 8%
- o Structural barriers, Poor setting/physical environment, lack of facilities or programs, transportation, safety, etc. 5%
- o Disability-related access prevents me from participating as much as I would like. 5%
- o Other Reasons 4%
- o Customs, Cultural Barriers, etc..... 1%

• Asked if they or any of their immediate family have any type of physical or intellectual disability that prevents them from participating in outdoor recreation activities, 17% said yes, 83% said no (comparable to U.S. Census statistics on the percentage of Indiana residents with a disability).

• Respondents who answered “yes” to the previous question reported having the following type(s) of disability:

- o Walking 60%
- o Seeing..... 7%
- o Hearing..... 9%
- o Breathing..... 29%
- o Lifting - 17%
- o Bending..... 18%
- o Other..... 11%

THE LOCAL PARK AND RECREATION PROVIDER STUDY

Local Park and Recreation Provider Study Methods:

- Survey used both an online and a mail-in survey with a ZIP code question to group responses by region.
- The questionnaire had about 30 questions.
- The estimated time needed to take the online survey was 10 minutes.
- Survey results were entered into a survey database and tabulated.
- The survey took place from January 2014 through August 2014.
- The completed database consists of 93 respondents representing the entire state.

TABLE 1.1 Total Acres Managed

# of Acres	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	1	0	1/1%
1-100	35	4	39/42%
101-200	2	3	5/5%
201-300	4	4	8/9%
301-400	1	0	1/1%
401-500	1	3	4/4%
501 & up	12	6	18/19%

TABLE 1.2 Forest Acres Managed

# of Acres	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	8	1	9/10%
1-100	12	15	27/29%
101-200	3	3	6/6%
201-300	3	0	3/3%
301-400	1	2	3/3%
401-500	1	1	2/2%
501 & up	5	2	7/8%

TABLE 1.3 Water Bodies Acres Managed

# of Acres	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	10	1	11/12%
1-100	17	21	38/41%
101-200	0	0	0/0%
201-300	1	0	1/1%
301-400	1	0	1/1%
401-500	1	0	1/1%
501 & up	3	1	4/4%

TABLE 1.4 Open Green Space Acres

# of Acres	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	6	0	6/6%
1-100	31	13	44/47%
101-200	2	6	8/9%
201-300	1	1	2/2%
301-400	1	3	4/4%
401-500	1	0	1/1%
501 & up	2	1	3/3%

TABLE 1.5 Total Budget 2013

Dollars in Budget	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	4	0	4/4%
1-5,000	6	0	6/6%
5,001-10,000	4	0	4/4%
10,001-15,000	2	0	2/2%
15,001-20,000	0	0	0/0%
20,001 & up	38	2	40/43%

TABLE 1.6 Total Revenue

Dollars in Budget	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
0	14	1	15/16%
1-5,000	9	1	10/11%
5,001-10,000	5	0	5/5%
10,001-15,000	1	0	1/1%
15,001-20,000	3	0	3/3%
20,001 & up	18	1	19/20%

TABLE 1.7 Percent of local tax that goes to park/recreation

	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
<1%	28	12	40/43%
1%-2%	12	7	19/20%
2%-5%	7	3	10/11%
>5%	3	2	5/5%

TABLE 1.8 Does Your Facility Use Non-Reverting Funds?

	Mail Frequency	Online Frequency	Total Frequency n=93/ Percentages
Yes	28	22	50/54%
No	26	6	32/34%

TABLE 1.9 Funding Alternatives Tried and Used

Funding Types	% Who tried/used a funding type	% Who plan to try/use a funding type (future)	% who did not use or plan to use a funding type
Worked with Park Foundation	48.44	25	26.56
Levied Taxes	32.79	16.39	50.82
Bond Fund	25.45	18.18	56.36
Engaged in Fundraising	56.92	27.69	15.38
Approach Small Local Businesses for Funds	61.76	25	13.24
Pursued Non-Park Foundations	53.33	23.33	23.33
Closed Facilities	10.45	29.85	59.70
Received Donations	80	18.75	1.25
Applied for Grants	67.44	25.58	6.97
Pursued Public-Private Partnership	50.88	17.54	31.58
Sold Ad Space to Local Businesses	49.15	18.64	32.20
Private Funding for Naming Rights	20.45	31.82	47.73

TABLE 1.10 Do you currently have this facility in your park system?

Type of Facility	Yes	No	Total Responses	Percent "Yes"
Sports Fields (baseball, soccer, etc.)	48	34	82	59%
Playground	74	13	87	85%
Picnic Area	82	3	85	96%
Campground	13	63	76	17%
Hard-surface courts (basketball, tennis, etc.)	62	20	82	43%
Skate Park	16	58	74	22%
Dog Park	17	56	73	23%
Swimming Pool/Spray Park	26	47	73	36%
Other	24	9	33	73%

TABLE 1.11 Do you currently offer programs at this facility in your park system?

Type of Programmed Facility	Yes	No	Percent "Yes"
Sports Fields (baseball, soccer, etc.)	36	33	52%
Playground	19	49	28%
Picnic Area	25	43	37%
Campground	6	55	10%
Hard-surface courts (basketball, tennis, etc.)	21	39	4%
Skate Park	4	50	7%
Dog Park	6	48	11%
Swimming Pool/Spray Park	15	40	27%
Other	24	9	73%

TABLE 1.12 Funding options tried/used or planned over the last five years?

Type of Funding	Funding source tried or used	Funding source planned	Source not used or planned
Worked with Park Foundation	31	16	17
Levied Taxes	20	10	31
Bond Fund	14	10	31
Engaged in Fundraising	37	18	10
Approached Small Local Business for Funding	42	17	9
Pursued Non-Park Foundations	32	14	14
Closed Facilities	7	2	38
Received Donations	64	14	2
Applied for Grants	58	22	6
Pursued Public-Private Partnership	29	10	18
Sold Ad Space to Local Businesses (sponsorship)	29	44	19
Private Funding for Naming Rights	9	14	21

TABLE 1.13 Methods used to add or fund staff for parks or programs?

Type of Funding Method	Funding source tried or used	Funding source planned	Source not used or planned
Used/Increased Volunteers	62	18	7
Worked with 'Friends of Parks' Groups	34	20	18
Worked with Community Centers	8	7	39
Worked with Youth Sports Leagues	39	12	30
Partnering with Other Government Agencies	41	12	4
Partnering with Local Educational Programs	35	13	17
Partnering with Local for Profit Agencies	27	13	20
Local Business Donations of People/Staff time	39	17	14
Local Business Donations of Equipment	32	15	14
Local Non-Profit Organizations	42	14	12
Private Funding for Naming Rights	9	14	21

TABLE 1.14 Land Acquisition funding sources for local parks and recreation?

Type of Land Acquisition Funding	Funding source tried or used	Funding source planned	Source not used or planned
Land and Water Conservation Fund Grant used to Purchase Land	18	16	25
Partner with Local Schools for Public Use of their Land or Recreational Facilities	17	9	32
Utility Corridors or rights of Way	17	10	25
Land Trust or Other Nonprofit Landowners	13	11	33
Conservation Easement with Other Landowners	13	9	31
Cooperation with Private Landowners	14	7	28
Indiana Dept. of Natural Resources Grant Programs (other than LWCF)	24	20	17

NOTE: To obtain the entire dataset from any of the SCORP surveys, please contact the Division of Outdoor Recreation: Greg Beilfuss (317) 232-4071; gbeilfuss@dnr.IN.gov or Division of Outdoor Recreation, 402 W. Washington St., W271, Indianapolis, IN 46204-2782.



BIKING

TABLE 1.15 Who is your parks and recreation competition for revenue and/or use?

Type of Competing Facility	Competition for Revenue?	Competition for Public Users?	Not applicable in my park system
Privately-Owned Neighborhood Parks in HOA/Subdivisions	1	15	32
Private For-Profit Providers	13	16	27
Non-Profit Provider (e.g. YMCA, etc.)	16	26	23
School Systems providing recreation	7	28	19
State Properties	7	14	24
Federal Properties	6	5	29

Local Park and Recreation Survey demographic results in the communities surveyed:

- 77% have a Park Board or Parks and Recreation Board.
- 65% have a Parks and Recreation Department with paid staff.
 - 40% have a "Friends of Parks" or similar non-governmental management group.
- 18% have an agency (other than a park department) that manages local public parks and recreation.
 - Other agencies managing local parks: Town Councils, DNR, County Parks and Recreation, Local Towns, and Township Park Boards.

Who were the respondents?

- 30% are employees of municipal park departments.
- 16% are employees of county park departments.
- 5% are employees of township park departments.
- 23% are employed by "other units of local government."
- 29% have been in the parks and recreation field fewer than 5 years.
- 17% have between 6 and 10 years of time in the parks and recreation field.
- 22% have between 31 and 40 years of time in the parks and recreation field.
- 29% were park superintendents.

TABLE 1.16 Does your park system collaborate or partner actively with other providers of recreational opportunity in your community?

Type of Partner Facility	Yes, We partner with this group.	No, We do not partner with this group.
Privately-Owned Neighborhood Parks in HOA/Subdivisions	8	18
Private For-Profit Providers	20	48
Non-Profit Provider (e.g. YMCA, etc.)	35	34
School Systems providing recreation	48	23
State Properties	17	50
Federal Properties	4	61

NOTE: Only 67% of respondents report that their local park department has a 5-year, system-wide parks and recreation master plan, but the majority of these are still within their 5-year lifespan.

- 15% were park board members.
- 13% were park directors.
- 9% had various municipal government positions.
- Of those who answered the Question: "What was your highest level of education?"
 - 56% of male respondents finished a college degree, while 35% of females did.
 - 35% of female respondents finished a graduate-level college degree while 32% of males did.

Local Park and Recreation Provider Survey Results:

- Which units of government provide local recreation in your community?
 - 83% reported that their community had municipal-provided parks and recreation facilities.
 - 37% reported that their community had county-provided parks and recreation facilities.
 - 25% reported that their community had township-provided parks and recreation facilities.
 - 13% reported that their community had "other" organizations or groups that provided parks and recreation facilities.
 - Respondents reported operating park systems from as small as 1.5 acres up to park systems of more than 10,000 acres.

- o Respondents reported 2013 budgets ranging from \$15,800 up to \$3.9 million.
- o Respondents also reported earning revenues ranging from \$2,249 up to \$2 million.

THE TRAILS USER SURVEY

Trails User Survey Methods:

- The estimated time needed to take the survey was between 3 and 6 minutes.
- Paper survey results were manually entered into the database post-survey.
- Respondents were always chosen on a next available basis.
- People under 17 were not discouraged from taking the survey, but they also were not actively recruited.
- The survey was conducted at county fairs, libraries, and other public locations throughout the state.
- The survey took place from March through July of 2014.
- The completed database consists of 1,043 respondents.

Trails User Survey Demographic Results:

- 47.3% of respondents were male, and 52.7% were female.
- Average age of respondents was 39.9.
- 77.7% of respondents were white (non-Hispanic), 16.4% black/African-American and 2.1% Hispanic.
- Every county statewide across Indiana was represented in the data.

Trails User Survey Results:

- Walking is the trail activity participated in the most.
- The general public is three to four times more likely to use trails for walking than for most other activities.
- More than 80% of respondents use trails for walking sometime during the year.
- The top three trail activities are:
 - o Walking
 - o Bicycle Touring (casual, tour, or both)
 - o Using trails for alternative transportation routes



SKEET SHOOTING

- The top three reasons why respondents used trails were:
 - o Pleasure, Relaxation, Recreation (53%)
 - o Health/Physical Training (32%)
 - o Family or Social Outing (35%)
- Asked what trail activity they would like to participate in at least 12 times per year in the future, respondents said:
 - o Walking/Running/Jogging (69%)
 - o Bicycle Touring (casual, touring or both) (41%)
 - o Hiking/Backpacking (39%)
- 64% of respondents said there was a trail within 5 miles or 10 minutes of their home.
- 35% prefer native soil as their trail surface, 29% selected asphalt.
- 79% of those who had an opinion either strongly or somewhat agreed that trail connectivity should be an important part of a community's infrastructure.
- Respondents believed that trail connectivity was extremely important for:
 - o Personal Health (60%)
 - o Community Health (55%)
 - o Environmental Health (44%)
 - o Alternative Transportation Corridors (30%)
- Word of mouth was the top way that respondents find out about trail opportunities; trail websites was second; signage at parks was third.
- Asked why they do not use trails as much as they would like, respondents said:
 - o Personal barriers (no time, no motivation, lack of skills, physical /mental and emotional health, ability level, etc.) were cited by 35% of respondents.
 - o 29% of respondents said they participated as much as they wanted.
 - o 19% of respondents said that there were no trails close to their home.

ARCHERY EDUCATION



- Respondents who reported being limited in participating in trail activities by health factors cited issues with walking as their most common limitation. Breathing issues were the second most cited limitation.
 - 33% of respondents said there were no improvements that would increase their use of trails; 24% would like to see better trail surfaces, and another 20% would like to see walking, biking or riding clubs.
 - 49% of respondents are only willing to spend less than \$100 annually on trail activities; 24% are willing to spend between \$100 and \$500.
 - Asked the distance trail users are willing to travel (one way) to participate in trail activities;
 - o 19% said 0-5 miles
 - o 14% said 6-10 miles
 - o 14% said 36-50 miles
 - Asked what primary sources for funding the development of new trails, (after first pursuing all Federal federal funds, grants, and donations) responders preferred:
 - o State general General Taxes 25%
 - o Land Development Set-asides 18%
 - o State Tax on Recreation Equipment 16%
 - o None 15%
 - o Trail Use Fee 14%
 - o Local Taxes 14%
 - o Other 7%
 - o Local Bond Issue 5%
 - Asked what primary sources for funding the operations/maintenance of existing trails, (after first pursuing all federal funds, grants, and donations) responders preferred:
 - o State General Taxes 25%
 - o State Tax on Recreation Equipment 20%
 - o Trail Use Fee 18%
 - o Local Taxes 18%
 - o None 16%
 - o Other 9%
- The next chapter will compare and contrast these datasets along with selected research from outside sources. Emergent themes and trends as well as the limitations of the surveys will be discussed.

TABLE 1.17 Respondents were asked how well the current supply of trails in Indiana met their needs:

Type of Trails	Supply is more than enough	Supply is just right	Supply is OK for now but needs to be increased in the future	Supply does not meet my needs	Uncertain, don't know current
Using Trails for Alternative Transportation Routes	5.2%	8.0%	17.9%	13.5%	9.4%
Walking/Running/Jogging	10.0%	21.8%	28.6%	9.2%	6.4%
Hiking/Backpacking	5.9%	12.2%	20.9%	10.3%	8.4%
Bicycle Touring (casual, tour or both)	5.6%	13.1%	21.6%	11.7%	29.8%
Mountain Biking	3.6%	5.8%	10.7%	7.1%	8.3%
In-line Skating	2.4%	5.3%	6.1%	5.0%	8.6%
Cross Country Skiing	1.7%	2.6%	5.2%	5.8%	9.5%
Snowmobiling	1.8%	2.9%	4.3%	5.7%	9.4%
Off-road Vehicle Riding (motorcycle, 4-wheel, ATV, etc.)	2.9%	5.5%	8.0%	8.2%	9.7%
Canoeing/Kayaking on water trails or blueways	3.6%	9.4%	10.7%	9.7%	10.7%
Horseback Riding	2.5%	5.5%	7.2%	8.1%	10.2%

OUTDOOR RECREATION
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CHAPTER 2

Themes and Trends

Chapter Two compares and contrasts survey data presented in Chapter One and analyzes emerging themes and trends. A needs assessment was created from the theme/trend analysis. The needs assessment was the basis for the Outdoor Recreation Priorities for Public Parks and Recreation Providers and Stakeholders listed at the end of the Introduction (pg. 22). This chapter uses survey data to determine the preferences and needs of the state's users of parks and recreation facilities. The chapter uses the same method to determine the preferences and needs of the state's parks professionals.

LIMITATIONS OF THE SURVEYS

The surveys used by the DNR to create each SCORP are not necessarily scientifically correct in their methodology because of:

- lack of funds and time to create the "ideal" scientific survey before each SCORP planning cycle ends;
- the challenges inherent in successfully surveying an entire state of more than 6.4 million people;
- the challenges of surveying busy park professionals or park board members who work for more than 1,200 units of local government; and
- the moving-target problem, in which constant changes in statewide demographics, economics, legislation, funding, etc., combine to provide DNR staff an uncountable number of variables.

DNR Division of Outdoor Recreation staff members do their best to minimize each of these limitations, and the SCORP surveys are designed to provide the best possible representation of the needs, desires, and preferences of the state's users and managers of parks and recreation facilities. All surveys used in this SCORP are designed to best represent all Hoosiers statewide, while making the most efficient and effective use of taxpayer dollars.

MIXED-METHOD SURVEYING IN THIS SCORP

This SCORP features surveys that use methodologies that range from paper intercept and random telephone surveys to the use of sophisticated electronic touch screens and fully automated online surveys. Mixed-method public-input surveying is generally the best way to ensure diverse demographic representation in a sample. Advances in survey technology provided useful new ways for the DNR to discover what Hoosiers prefer and want from outdoor recreation. All survey methods have advantages and drawbacks. The multiple methods used in this SCORP's surveys were combined to best reach as diverse a demographic statewide sample as possible.

EXAMINING THE SURVEYS

Two of the surveys for this SCORP were intended to sample all Indiana residents: the 2014 Outdoor Recreation Participation Survey, and the 2014 Trails Activity Survey. These surveys asked about participation in outdoor recreation activities, and barriers to recreation, funding and participation. The other survey used in this SCORP, the 2014 Local Park and Recreation Provider Survey, provides a statewide sample of all Indiana park superintendents, park board members, local government officials, and others who work with county and municipal parks, and recreation facilities and programs. This survey asked what types of facilities these professionals operated, as well as their budgets, capital projects, recreation programming, facility renovations, funding challenges and possible solutions, outside competition, and staffing.

All three surveys were created independently. They have separate goals, question sets, survey populations and results. Direct comparisons between the surveys are not a main goal of the SCORP. The survey variances are deliberate. The

strategy is to provide as diverse a dataset as financially possible, given the time constraints. As mentioned in Chapter One, these three different survey population samples were intended to ascertain outdoor recreation needs statewide from providers and users. Table 2.1 shows the methods used to produce the surveys.

A fourth survey used in this SCORP is the National Recreation and Park Association (NRPA) 2015 Field Report. That report analyzes data from the NRPA's nationwide Parks and Recreation Operating Ratio and Geographic Information System (PRORAGIS) database. The NRPA created PRORAGIS in 2010 to collect parks and recreation system data at the community, regional and national levels for comparative benchmarking between parks agencies, and in parks research and planning of all types. The yearly Field Report from the NRPA uses a PRORAGIS database analysis to create a valuable synopsis of national trends and statistics gleaned from thousands of individual community datasets from communities of all sizes all over the country.

TABLE 2.1 Survey Methods

Survey Name	Date(s) of Survey	Number of people surveyed (n)	Survey Method(s)	Survey intended for (N)	Subject matter covered
2014 Outdoor Recreation Participation Survey (Survey America)	May through September, 2014	6,381 respondents statewide	Electronic touch screen/ paper intercept mixed-method survey	All IN residents	Recreation participation, barriers, funding, activities
2014 Local Park and Recreation Provider Survey (Ball State University)	January 2014 through August 2014	93 Park professional respondents statewide	Online and paper mixed-method survey	IN Park superintendents, park board members, local government officials, and others who work with local parks and recreation facilities and programs	Park types, recreation programming, facility use, and funding issues
2014 Trails Activity Survey (Survey America)	May through November, 2014	1,067 respondents statewide	Electronic touch screen/ paper intercept mixed-method survey	All IN residents	Trail activities, motivations, barriers, connectivity, surfaces, funding
2015 NRPA * "Field Report"	Database began in 2010	254 Park Systems Reporting data so far: Nationwide	Self-reported local data on park systems and programs	All US park departments, big or small	Park sites, budgets, amenities, staff, management, etc.

*NRPA=National Recreation and Park Association

RECURRING THEMES IN THE SURVEYS

Table 2.2 illustrates briefly some of the common themes that emerged during analysis of the data from all three surveys.

Walking/Jogging/Running now a 20-year #1 Hoosier Recreation Favorite

Since the 1995 SCORP, Walking/Jogging/Running is Hoosiers’ most popular outdoor recreation activity. In the Outdoor Recreation Participation Survey, 44% of respondents said they walked for exercise or pleasure more than once per week, and 45% wanted to do so in the future. In the Trails Activity Survey, 77% of respondents said they walked on trails at least once per year, and 23% of respondents said they walked on trails once per week or more. As noted in the 2006 SCORP, walking requires little or no skill or training, minimum equipment, no special facilities, costs little, and has no age limits. For survey purposes, the term “Walking” may include many related activities, including but not limited to jogging, power walking, strolling, wheeling a wheelchair, pushing a stroller, running, or simply traveling as a pedestrian.

Hoosiers are still experiencing financial constraints

All three SCORP surveys had question responses indicating financial issues and limitations. In the Outdoor Recreation Participation Survey, 28% (the single-largest percentage of respondents, and an increase from 21% in the 2010 survey) said they spend less than \$100 annually on their favorite recreation activity; 33% of Trails Activity Survey participants (the single-largest percentage of respondents) said the top amount they would spend to support trail upkeep and new trail development via an annual fee was less than \$5. Local parks and recreation providers indicated they currently used mostly non-tax-based funding strategies to pay for their parks: 67% applied for grants, 80% received donations, 53% pursued a community foundation, 32% levied taxes and 14% said they closed facilities (an increase from 5% in 2010).

Many Hoosiers still feel the impact of the recent recession and are still adjusting spending to compensate. This may be driving an increase in the use of local parks and recreation facilities, services and programs—local sites have lower travel costs; low-or-no entry fees; minimum travel

TABLE 2.2 Survey Common Themes

Survey Name	Preferred Recreation or Recreation Facility	Financial Issues Growing in Importance	“Doing more with less”
2014 Outdoor Recreation Participation Survey (Survey America)	Walking (#1 by a huge margin)	Largest single percentage of respondents (28%) spend less than \$100 annually on the favorite recreation activity (Up from 21% in 2010)	Respondents are actually participating at higher rates in mostly very low-cost/no-cost activities (like walking); while they say that the activities they hope to do in the future are more costly traditional outdoor activities, like camping
2014 Local Park and Recreation Provider Survey (Ball State University)	Trails or walking paths are a major priority for many park systems	Vast majority of respondents again reported seeking funding beyond tax revenues	Innovation for funding, staffing, programming, partnerships, etc. determines success or failure of the systems
2014 Trails Activity Survey (Survey America)	Walking	33% of respondents say they would only pay less than \$5 to support trail upkeep and new trail development via an annual trail fee	70% of respondents report that they want to walk/run/jog at least 12 times per year in the future. 23% report walking, jogging or running more than once per week.
2015 NRPA* “Field Report”	Trails or walking paths	Budgets nationwide are tight and still shrinking; non-traditional funding methods are now a necessity	Park agencies report having to add more programs, and more responsibilities, while receiving less funding

*NRPA=National Recreation and Park Association

time; and offer easier, more convenient access than outdoor recreation activities far from home. Recent decreases in fuel prices may be easing this impact, but those surveyed still appear to be using high-cost recreation options much less.

The 2015 NRPA Field Report showed some significant differences between national data and Indiana data. For example, the report states that the “upper quartile” of park systems (those far larger than most Indiana park systems) nationwide are seeing declines in total park attendance. That report also says that those same upper-quartile park systems are seeing increases in total attendance at programs, classes and small events. Larger park agencies are statistically more likely to offer a wide selection of programs, classes and special events. This may explain some of the difference between park attendance and program attendance in the report. In Indiana, anecdotal data obtained through local park and recreation master plans show that park use in all but the largest communities is stable, and in many cases, increasing. This is likely reflective of a complex set of variables. The variables include individual community population growth/decline, local economic circumstances, size and variety of amenities in local park systems, and competition for local recreation participation from local non-profits, commercial businesses, or larger-scale recreation sources (such as state or national parks or recreation sites).

Hoosiers are doing more with less

All three primary surveys in this SCORP show that Hoosier public and park professionals are doing more with less. The Participation Survey clearly indicates that respondents are participating at higher rates in many low- or no-cost outdoor recreation activities. These include, but are not limited to, walking, gardening, relaxation/spiritual renewal, bicycle touring (casual, tour or both), and outdoor-pool swimming or waterpark use. The survey reported that respondents or others in the household participated in these activities more than once per week. A number of factors may be driving the growing user participation in these inexpensive outdoor recreation activities. These factors might include small or no entry fees, low equipment costs, minimal skill needed to participate, no expensive training or assistance needed to start, short time commitments, and little or no travel costs.

Ordinary outdoor recreation activities commonly considered traditional include camping, fishing and canoeing, etc. These activities were reported by respondents as things they wanted to do in the near future. Traditional public outdoor recreation activities often have moderate entry fees and much higher equipment costs, require some skill or training, often require investment of vacation time away from work,



NATURE PAINTING

and usually take place far enough from home to require some travel cost. These may be a few of the reasons why this Participation Survey differed significantly in terms of the activities participants do often, versus those they say they want to do.

It is possible that tight budgets at home may restrict some Hoosiers from doing some of the more traditional outdoor recreation activities, versus those activities that are close-to-home and cost less. Another possible explanation for the difference between the actual and future participation in outdoor recreation activities might be human nature. An example would be a survey respondent’s wishful thinking about what would be fun and adventurous outdoor recreation options, versus what life’s circumstances allow. Many people dream of fabulous vacations in exotic locales but most get to no place more exotic than a local amusement park.

Doing more with less has become a vital skill for outdoor recreation providers. Tight budgets, limited revenues, minimal or reduced staff, and increasing public demand for facilities, services and programs have forced providers to innovate. In the Outdoor Recreation Provider survey, public park operators report that new ways of obtaining funds, acquiring staff, creating and operating programs, and forging new partnerships are needed to provide sustainable, high-quality recreation services and amenities.

Similar to the results in the Participation Survey, Trail User Survey respondents said their top three trail activities were Walking, Bicycle Touring (casual, tour or both), and Using trails as alternative transportation routes. All three of these uses are of low or no cost to the user. Asked what trail activity they would like to participate in at least 12 times in the future, Trail User survey respondents said Walking/Running/Jogging; Bicycle Touring (casual, tour or both); and Hiking/Backpacking. As a predicted future trail use, Hiking/backpacking can have a significantly higher equipment/gear cost than the other responses.

This difference in activities completed versus activities intended coincides with the Provider Survey results. Cost of activity may be one of the factors in this difference, but the complexity of variables renders that possibility as purely conjecture. Another possibility is the previously mentioned idea—doing what’s immediately available and easy, within normal daily life, as opposed to pursuing the more difficult to achieve but more attractive “dream” future activity. Because there was only one activity different from “what we do” versus “what we intend/hope to do” results in this survey, that difference is more likely to be circumstantial than significant. Perhaps that can be further investigated in future SCORP/Trails Plan research.

NRPA’s “Five Trends” Heads-up Indiana, changes are happening

The 2015 Field Report published by the National Recreation and Park Association (NRPA) contains the insightful chart: “Where are We Going: Five Trends that will Impact the Future of Parks and Recreation.” The chart lists a series of five trends, each with a bulleted list of sub-trends and impacts resulting from the trends. The trends shown on the chart run the gamut from good to neutral to bad for outdoor recreation. Several of these trends are visible now in Indiana. The following text lists the trends and some of the additional bullet-list items for each, and contains a few examples of how some of these trends are playing out in the Hoosier state.

Trend 1: Programs are key to great park attendance.

- “The public is less likely to visit parks unless they are attending programs.”
- “Fewer programs in parks reduce usage rates for parks.”

o These first two bullets are fairly intuitive for most park professionals: the fewer activities offered in any park, the less interaction there is with the public, and therefore the park has reduced public attendance. Many Indiana small-town park systems do not offer recreation, or if recreation happens, it is facilitated by volunteers, external non-profit partners, or others who are not park staff. Most park and recreation experts agree that adding internally organized and staffed programs to a park system will draw more users, provided that the offerings include what users want and need to participate in those programs.

- “Mandates for revenue cost recovery may lead to social inequity.”

o This bullet is an especially sensitive subject for many Indiana communities that are still experiencing the aftereffects of the recession: high unemployment, wage stagnation, business closures and business downsizing. In communities whose residents are struggling financially, avoiding the pricing out of low- or moderate-income users with fees becomes a careful balancing act between meeting their park department financial needs and their mandate to provide public recreation opportunities for all residents. Compromise tactics like sliding or income-based fee scales, park prescriptions, free park days, and similar ideas offer ways to avoid unintentional denial of service to community members who may be in the most need of low- or no-cost public recreation.

Trend 2: The perceived value of distributed services results in agency functions assigned to various departments.

- “Organizationally, operations are most effective within a single department that carries out all park and recreation responsibilities.”
 - o In Indiana, where the majority of park departments are in smaller communities with limited staff and budgets, this saves the cost of needing several groups of support staff in different government departments to maintain multiple separate groups of vital field staff. Simply, one bigger staff is far more efficient than many smaller ones.
- “Agencies that position themselves as providing valuable, essential services fare best.”
- “Example: Many departments provide all municipal grounds maintenance.”
 - o Local governments in Indiana are learning the wisdom of having the best-qualified, best-trained field staff do the same jobs for other departments besides the parks. An example is when park foresters care for street trees for the streets department instead of having a separate specialist staff for each department.

FLY FISHING



- “Agencies are optimizing services by teaming with other recreation providers.”
 - A small town that can’t currently afford adding professional programming staff to their park system can improve its level of service through cooperative agreements with outside sources of programming staff. YMCAs, fitness clubs, league sports non-profits, and other non-government recreation providers are examples.
- Trend 3:** Agencies are pioneering new funding methods.
- “The lack of municipal funding does not equate to a lack of public support.”
 - In Indiana, many local park departments find that informing their users of the real-world costs of park operations leads to better public support of budget increases and capitol project fundraising.
- “During the recession, special districts that had dedicated funding and agencies invested in revenue-producing facilities fared much better than others.”
 - When compared to the rest of the nation, Indiana has relatively few “special districts” that build in dedicated funding for their parks. In part, having special districts with this ability tends to be an attribute of

larger, wealthier, high-population-density demographic areas. Comparatively, most of Indiana is too lightly populated, too moderate- or lower-income, and has too geographically small a government service area (many small towns versus large, urban cities). Indiana park departments have started investing in more revenue-producing facilities; however, as previously discussed in this section, this has to be applied judiciously in order to have a chance of working.

- “Retaining revenues for agency operation is a key to the model’s success.”
 - If all revenue generated by a park department simply vanishes back into the community’s general fund (where it often never benefits the parks), it serves as a significant disincentive to the effort needed to create that revenue. Parks that take advantage of fiscal tactics like non-reverting, parks-only, dedicated revenue accrual accounts have obvious long-term funding advantages over those that do not.
- “Other sources of funding for operations that can be targeted include: value-capture property taxes related to park proximate values and dedicated sales taxes on recreation-related goods and equipment.”



o This is an area where Indiana is already striving; many communities are already exploring many alternative park funding strategies. These include specialty grants, County Option Income Taxes (COIT), Tax Increment Financing (TIF), Recreation Impact Fees (RIF), Wheel Taxes and many others.

Trend 4: The infrastructure deficit means parks will have to fight harder for public dollars.

- “The Public Works Association is estimating that \$356 billion will be spent on the replacement, renewal, and renovation of our municipal and state roads, highways, bridges, dams, sewers, water, and other infrastructure.”
- “These projects, delayed for years, now create public safety issues.”
- “Park and recreation assets that deferred funding must now compete.”
 - o Indiana is no different than any other state—we have billions of dollars in deferred long-term infrastructure maintenance/renovation/replacement needs that have gone unfulfilled for decades. There are opportunities for parks to work themselves into existing projects at little or no additional cost if the project engineers simply add park infrastructure to their designs. One example is adding new sidewalk and bike

lanes and a “road diet” into a previously scheduled street replacement. Under such a plan, valuable new alternative transportation is added at no additional cost to the taxpayer because the design includes a better blend of amenities.

Trend 5: Walkable cities draw millennials, fueling a suburban exodus.

- “Millennials are drawn to walkable environments with cultural amenities.”
- “Evidence indicates this will exacerbate the gentrification of cities.”
- “The exodus of disadvantaged populations will be to the nearby suburbs.”
 - o As a case in point, Indianapolis saw an exodus of many wealthier families to the surrounding suburbs in the 1970s and 1980s. They sought better schools, larger yards, and improved local public amenities, such as parks. This demographic trend is beginning to reverse. The City has recently been re-investing in downtown. The new Cultural Trail network is one example. Walkability and improved infrastructure is driving a recent influx of moderate- to high-income professional millennials, empty-nesters, and others interested in the greater cultural amenities now available within walking

distance. One after-effect of this trend reversal is that low- to moderate-income housing downtown is now nearly non-existent, and low-income residents and their families are being forced to seek affordable residences farther and farther from the newly gentrified city core.

- “Will these suburbs acquire a resident base in need of public services?”
 - o Examples gleaned from other gentrified cities clearly indicate this. One recent example happened when Washington, D.C. began its most recent demographic shift toward a gentrified urban core around 2005. As that happened, the surrounding (formerly wealthy, high-income) suburbs like Silver Spring, Maryland started undergoing rapid socioeconomic shifts, and their newly arrived lower-income residents had little choice but to depend to a greater degree on publicly available low-cost recreation options like public parks and recreation programs.
- “Will the cities become centers of prosperity that feature transit and bikes, a service economy, and small rather than large parks?”
 - o In Indiana, at least as far as transit is concerned, that’s a good question. Indiana once had a flourishing transit network. The old electric interurban railways are but one example. The interurban fell out of favor as privately owned cars became common and good-quality public roads and highways made the freedom of private automobile travel more attractive. The individual cost benefits of transit are only one of the arguments that transit advocates are currently using statewide. But so far, not many communities have invested significantly in additional new transit. Indianapolis may be poised to break this trend in lack of transit investment, with the planned creation of its new Red Line bus rapid transit line. The City is in the process of seeking federal grants for the project. The outcome of this effort may drive changes elsewhere in the state.
 - o Demographically, the state reflects the national trend of slow migration out of rural and suburban areas into urban areas. Many smaller communities in Indiana are experiencing significant declines in



population. It remains to be seen if this trend will continue. Communities that are self-investing significantly in quality-of-life improvements, including parks, appear to be avoiding the trend of population loss, and have experienced small to moderate population growth.

- o The main economic engine in Indiana is still industry, but there are signs that this could shift more toward a service economy over time.
- o So far, the main reason why small parks remain the majority in Indiana is likely to be the basic low-population-density nature of the state, combined with opportunity cost. In other words, it simply costs too much for small cities and towns to build large, more regional parks in their park systems, and smaller communities still outnumber large ones in Indiana by a significant margin.

NEEDS ASSESSMENT

This section of the SCORP provides an overview of the needs identified by analyzing survey data, national trends and related information. These identified needs directly contribute to the Outdoor Recreation Priorities listed at the end of the Introduction.

Identified needs from the surveys

- More and varied kinds of trail or trail-related facilities (especially pedestrian) are needed.
- The results of all three surveys agreed that many kinds of trails use are growing and in great demand statewide by all kinds of users, especially trail uses with a pedestrian emphasis. National data fully agree with this trend, and this growing trend is in its third decade in Indiana.
 - Recreation programmers and planners need to remember that there is a wide diversity of types of trails users, and that multi-purpose trail facilities are likely to better serve the needs of their publics than single-use sites. People use trails for all kinds of reasons, in all kinds of ways. Developing a trail system that caters to as many different types of users as possible is not only more likely to be successful, but also likely to result in lowering the opportunity cost for each additional trail-use type.

- Natural-resource-based recreation of many kinds is still a major need among Hoosiers.
- Non-consumptive natural-resource-based

TABLE 2.3 Activity Trends

	1989	1995	2000	2005	2010	2015
1	Picnicking	Hiking/ Walking/ Jogging	Hiking/ Walking/ Jogging	Hiking/ Walking/ Jogging	Hiking/ Walking/ Jogging	Hiking/ Walking/ Jogging
2	Pleasure Driving	Picnicking	Camping	Fairs/ Festivals	Camping	Camping
3	Walking	Swimming	Fishing	Swimming/ SCUBA/ Snorkeling	Picnicking	Fishing
4	Swimming	Camping	Fairs/ Festivals	Nature Observation/ Photography	Fishing	Swimming
5	Fishing	Fishing/ Hunting	Picnicking	Camping	Swimming	Canoeing, Kayaking, Paddle sports
6	Bicycling	Bicycling	Swimming/ SCUBA/ Snorkeling	Fishing	Boating/ Water Skiing/ personal watercraft	Bicycling
7	Camping	Boating	Nature Observation	Picnicking	Golf	Hunting
8	Nature Observation	Nature Observation	Bicycling	Bicycling	Bicycling	Fairs/Festivals, Outdoor concerts
9	Motor Boating	Play- ground Use	Boating/ Water Skiing/ personal watercraft	Motorized vehicle use	Hunting	Boating, Water skiing, Sailing
10	Golf		Play- ground Use	Boating/ Water Skiing/ personal watercraft	Horseback Riding	Off-road Motorized Use

recreation is a strongly growing area of use that includes bird watching, nature photography and observation, camping, swimming and more. Four out of five of the “most participated in” outdoor recreation activities from the Participation Survey were non-consumptive.

- More traditional consumptive, resource-based recreation uses are still popular and in demand. Examples are hunting, fishing and wild-food gathering. A significant portion of “most likely to do in the near future” outdoor recreation activities from the Participation Survey were consumptive (two out of five).
- Water-based recreation of all kinds is still extremely popular, and has expanded beyond traditional activities such as boating, canoeing

and swimming in lakes, ponds and rivers to more-developed urban-water recreational activities such as splashpads and waterparks/sprayparks.

- Community and individual health and wellness needs are becoming a greater priority.
- The surveys indicate that Hoosiers are choosing to recreate outdoors as part of a growing awareness of the positive effect on their health.
- Health and wellness as motivators for outdoor recreation of all kinds appeared to cross all demographics. All types of people were recreating for health reasons.
- At the state level, Indiana is creating programs and plans to fight the growing obesity epidemic.

STATE PARK FISHING



such as INShape Indiana, the Indiana Healthy Weight Initiative, and the State Department of Health’s Comprehensive Nutrition and Physical Activity Plan – 2010 to 2020. Parks, recreation and trails are an integral part of these efforts.

- Use of, and demand for local parks and recreation appears to be growing.
- Many reasons are driving an increase in use of local parks and recreation.
 - The cost of living is outpacing wage growth.
 - The struggling economy is affecting recreation use in households.
 - Health-conscious visitors are using local and regional parks more.
 - Local parks and recreation offer time- and opportunity-limited users better options to recreate.
- Communities are responding to economic and social pressures.
 - Parks and recreation are being viewed as an economic engine in local communities. Strong parks and recreation programs encourage users to spend their recreation dollars close to home, and not just in parks, but in local businesses, such as restaurants and stores.
 - Tourism dollars are attractive to cash-strapped communities.
 - New businesses gravitate toward communities that offer a strong quality of life, health and wellness for their work force.
 - New residents who are attracted and move to a community bring new tax revenues. Residents leaving a community take away their tax money with them. Hoosiers indicate where they prefer to live by moving there.

- Funding is tight for parks and recreation. Adaptation and innovation are vital.
- Users still rate increased fees as one of their least favorite ways to pay for access to parks and recreation.
 - Due in large part to property tax caps, property tax revenues are down in many communities. This forces tight budgets and has an impact on parks and recreation’s most traditional funding source.
 - Park and recreation providers who actively seek innovative ways to fund their programs or to partner/cooperate with those who can are the most successful providers. Recreation Impact Fees, Tax Increment Financing, County Option Income Taxes and many others offer alternatives for communities to fund not only acquisition, but also development, operations, and long-term maintenance of their parks systems.
 - State-level grants are more important than ever to local communities to acquire and develop

their future parks and recreation resources; however, finding matching money sources to qualify for these grants is perhaps harder than ever. Once again, those who can think creatively to amass matching funds are the most successful.

- Greater use of existing parks and recreation facilities, programs and services are driving up the costs of operation and maintenance of facilities for local providers.
 - Preventive maintenance is more important than ever—it’s cheaper to carefully care for facilities and equipment than to replace them.
 - Use of life-cycle costing, in which the lifetime costs of operating and maintaining facilities and equipment are factored, has become a best management practice for parks and



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- recreation professionals.
- Careful outsourcing or privatizing of operations and maintenance services in some cases can lead to real-world cost savings without a loss of quality in service or product.
- Use of volunteers, creation of friends-of groups, in-kind donation of equipment and services, donations, bequests, corporate sponsorships, and other financial and operational strategies are helping budget-conscious providers meet their organization’s needs.

The next chapter of the document will focus on:

- Guidelines for recreation, parks and open space
- Local, regional, and total outdoor recreation supply
- Total outdoor recreation acres
- Critical counties and regions

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CHAPTER 3

Supply of Outdoor Recreation Acreage in Indiana

Chapter Three examines the current supply of outdoor-recreation acreage in Indiana. The two previous chapters gave an overview of the public input for this SCORP, determined the main issues and trends, and subjected them to a needs analysis. The surveys looked at both the public point of view and the park-and-recreation provider perspective. The purpose was to better understand the outdoor-recreation needs of all Hoosiers.

Looking at the supply of outdoor-recreation acreage in Indiana gives us yet another measurement of assessing outdoor-recreation needs. The DNR Division of Outdoor Recreation maintains a database of outdoor-recreation facilities statewide to help track the supply of these resources. This facilities inventory database is maintained primarily from self-reported data received from all levels of government statewide, from research (including the Internet, park websites, etc.), and from data reported in local five-year parks-and-recreation master plans kept on file with the Division of Outdoor Recreation.

The data from this inventory are used in this chapter to compare the current amount of public outdoor recreation acreage at the local, regional and state levels with national and state guidelines, and provide another basis for statewide strategic

park planning. All population data used in this SCORP are taken from the latest available primary source: the U.S. Census 2014 Population Estimates, which were released in spring 2015 for public use.

NATIONAL RECREATION AND PARKS ASSOCIATION GUIDELINES FOR PUBLIC PARK ACREAGE

Drs. James D. Mertes and James R. Hall co-authored (with editor Roger A. Lancaster) the definitive book on recreation, park and open-space level of service guidelines in 1983. The book was published by the National Recreation and Parks Association (NRPA), and for decades was considered the gold standard for determining the minimum desired acreage of outdoor-recreation lands at the local and regional level. This book featured a relatively simple classification system for parks, and provided recommended acreages for parks on a population-ratio basis—so many acres of parks per 1,000 people residing in a community. Here are the most-basic-levels-of-service guidelines as they were published in 1983:

- Mini-Park: Has a service area less than a quarter-mile radius, and approximately a quarter- to half-acre per 1,000 population.

- Neighborhood Park: Has a service area between a quarter- and half-mile radius, with population up to 5,000, and is 15-plus acres, which equals 1.0 to 2.0 acres per 1,000 population.
- Community Park: Has a service area with a 1- to 2-mile radius (would normally include several neighborhoods), and is 25-plus acres, which equals 5.0 to 8.0 acres per 1,000 population.
- Regional/Metropolitan Park: Has a service area of one hour's driving time (would normally include several communities), and is 200-plus acres, which equals 5.0 to 10.0 acres per 1,000 population.
- Regional Park Preserve: Has a service area of one hour's driving time (would normally include several communities), and is 1,000-plus acres. 80% of this land would be reserved for natural-resource management and conservation, and 20% for recreational development. The acres-per-1,000 population for a regional park preserve would vary widely depending on the property available.
- Linear Park, Special-Use Area, or Conservancy Area: No applicable guidelines were set in this document.

Over the next 20 years or so, these guidelines were widely accepted, but even the NRPA itself noted that the guidelines were meant as a flexible benchmark, not an absolute number. Anyone who has tried on a one-size-fits-all T-shirt knows that "fits all" isn't always true. Academics and park professionals started trying to create a new method of determining how much park and open-space land a given community might need, taking unique local priorities into account. A more locally based and flexible means of determining a minimum amount of parks-and-recreation land or facilities began to emerge in the mid-1990s. Level of Service (LOS) is a process of strategic planning that takes into account the unique aspects of individual communities. LOS also measures demand for recreation opportunities, current park-and-recreation resources, and the needs and preferences of community residents. Indiana has used the 1983 NRPA guidelines as a benchmark since they were first published, but has created its own LOS guidelines for park-and-recreation open space.

INDIANA'S LOS GUIDELINES FOR PARKS, RECREATION AND OPEN SPACE

To simplify processing of the facilities inventory data, Indiana divides the current supply of recreation acreage into three categories: Local, State/Fed (regional) and Total (statewide):

- Local (County, Township, City or Town) recreation acres: Land owned by municipal, township and

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county governments, and land privately owned but open for public use.

- State/Fed (Regional) recreation acres: Land owned by either State or Federal governments for public recreational use.
- Total (Statewide) recreation acres: Total of all public recreation land statewide that is owned by all the entities in the other categories.

The State of Indiana took the above categories and created LOS guidelines for parks, recreation and open space for all Hoosiers. Indiana’s guidelines for outdoor recreation for acres per 1,000 people are:

- County LOS (Local): 20 acres per 1,000 people (.02 acres per person) of public (local) recreation acres
- State/Fed (Regional) LOS: 35 acres per 1,000 people (.035 acres per person) of public State and Federal (regional) recreation acres
- Total (Statewide) LOS: 55 acres per 1,000 people (.055 acres per person) total (sum of) acres of public recreational acres from the first two categories

Since the Indiana SCORP is a document with a statewide focus, these guidelines are on a different scale than the NRPA guidelines mentioned earlier. Indiana’s parks, recreation and open-space LOS guidelines are set according to geographic location (such as local region or statewide levels), instead of by types or sizes of park property. All acreages discussed in the SCORP are based on publicly owned or accessed lands. The SCORP excludes all schools. The reason is that many schools do not allow public access to their outdoor facilities; therefore, the DNR has no means to verify true public access to all school properties statewide. Private lands not open for public use are also excluded. Tables are included in this chapter that examine the supply of local, State/Fed (regional) and total (Statewide) owned outdoor-recreation acres, organized and presented by county and by region. The tables also look at current population (and population growth in the Critical Counties tables), as well as the best available inventory of public outdoor recreation acres available within each county and region.

LOCAL OUTDOOR RECREATION ACRES LISTED BY COUNTY AND BY REGION: MUNICIPAL, TOWNSHIP, COUNTY, AND PRIVATELY OWNED BUT OPEN FOR PUBLIC USE

As previously mentioned, Indiana uses an LOS guideline of 20 acres of locally owned and operated public outdoor-recreation acres per 1,000 people to determine which local

government entities have an adequate supply of acreage or a deficit of small-scale, local-level parks.

Local (owned by a county, township, city, or town) Acres by County

The first data tables in this SCORP provide data on local outdoor-recreation acres tallied by county to illustrate those counties that may need more assistance in improving their supply of locally owned and managed public outdoor-recreation acreage. In the “Difference” column, a bracketed number in red print (X), indicates a negative or deficient number of acres of OR land.

FIGURE 3.1 Local Acres Example

County Number & Name	2014 Pop. (Estimate)	Recommended Acres; Local 20a/1000 People	Sum of IN County Local Acres	Difference
1-Adams	34,791	695.82	389.4	(306.42)

Let’s look at the Indiana Local Acres by County Table listing for Adams County as an example (figure 3.1). From the left-hand column:

- County ID number (1)
- County Name (Adams)
- 2014 U.S. Census County Population Estimate (34,791 residents)
- DNR-recommended LOS Local Acres of outdoor recreation land (.02 acre * 34,791 people = 695.82 acres recommended)
- Current inventory of local acres of OR land (389.4 acres)
- Recommended number of OR acres—current number of local OR acres = “Difference” (389.4 local acres – 695.82 recommended acres = 306.42-acre deficit of OR acres in Adams County)

Of 92 counties in the state, 60% are deficient in local-level public outdoor-recreation acres (55 counties) (see table 3.1 and figure 3.2).

Local (owned by a county, township, city, or town) Acres by Region

A word about “Regions” in this document: Previous authors of the Indiana SCORP going back decades have used a number of different ways to divide the state into manageable regions or groups of counties that shared some aspects that gave certain advantages to analyzing them in aggregate. The past several SCORPs have used a regional map first obtained from the Indiana Association of Regional Councils under the former State of Indiana Department of Planning in the early 1970s. This map divided Indiana into 18 regions, based on groups of counties that had

TABLE 3.1 Indiana Counties - Local Acres

County Number & Name	County Seat	Plan Region	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. Change	Recommended Acres; Local 20a/1,000 People	Sum of Local Acres (Current Acres)	Difference
1 Adams	Decatur	7	34,387	34,791	1.17	695.82	389.4	(306.42)
2 Allen	Ft. Wayne	7	355,329	365,918	2.98	7,318.36	6,228.69	(1,089.67)
3 Bartholomew	Columbus	15	76,794	80,217	4.46	1,604.34	1,996.67	392.33
4 Benton	Fowler	4	8,854	8,700	(1.74)	174.00	104.46	(69.54)
5 Blackford	Hartford City	2	12,766	12,401	(2.86)	248.02	135.84	(112.18)
6 Boone	Lebanon	15	56,640	61,915	9.31	1,238.30	853.75	(384.55)
7 Brown	Nashville	15	15,242	14,962	(1.84)	299.24	1069	769.76
8 Carroll	Delphi	4	20,155	19,923	(1.15)	398.46	297.9	(100.56)
9 Cass	Logansport	14	38,966	38,438	(1.36)	768.76	939.44	170.68
10 Clark	Jeffersonville	10	110,232	114,262	3.66	2,285.24	876.27	(1,408.97)
11 Clay	Brazil	13	26,890	26,562	(1.22)	531.24	224.85	(306.39)
12 Clinton	Frankfort	15	33,224	32,776	(1.35)	655.52	192.7	(462.82)
13 Crawford	English	3	10,713	10,655	(0.54)	213.10	33	(180.10)
14 Daviess	Washington	12	31,648	32,729	3.42	654.58	2,494.12	1 839.54
15 Dearborn	Lawrenceburg	11	50,047	49,506	(1.08)	990.12	1,596.53	606.41
16 Decatur	Greensburg	11	25,740	26,524	3.05	530.48	235.34	(295.14)
17 Dekalb	Auburn	7	42,223	42,383	0.38	847.66	253.33	(594.33)
18 Delaware	Muncie	2	117,671	117,074	(0.51)	2,341.48	2,476.09	134.61
19 Dubois	Jasper	3	41,889	42,345	1.09	846.90	1,327.32	480.42
20 Elkhart	Goshen	6	197,559	201,971	2.23	4,039.42	3,330.15	(709.27)
21 Fayette	Connersville	15	24,277	23,468	(3.33)	469.36	884.4	415.04
22 Floyd	New Albany	10	74,578	76,179	2.15	1,523.58	674.1	(849.48)
23 Fountain	Covington	15	17,240	16,658	(3.38)	333.16	374.1	40.94
24 Franklin	Brookville	11	23,087	22,934	(0.66)	458.68	256	(202.68)
25 Fulton	Rochester	14	20,836	20,500	(1.61)	410.00	470.3	60.30
26 Gibson	Princeton	1	33,503	33,759	0.76	675.18	844	168.82
27 Grant	Marion	2	70,061	68,569	(2.13)	1,371.38	349.4	(1,021.98)
28 Greene	Bloomfield	12	33,165	32,726	(1.32)	654.52	532.5	(122.02)
29 Hamilton	Noblesville	15	274,569	302,623	10.22	6,052.46	3,662.01	(2,390.45)
30 Hancock	Greenfield	15	70,002	71,978	2.82	1,439.56	552.5	(887.06)
31 Harrison	Corydon	10	39,364	39,299	(0.17)	785.98	1,918.43	1 132.45
32 Hendricks	Danville	15	145,448	156,056	7.29	3,121.12	1,459.58	(1,661.54)
33 Henry	New Castle	15	49,462	48,995	(0.94)	979.90	1,607.37	627.47
34 Howard	Kokomo	14	82,752	82,982	0.28	1,659.64	988.35	(671.29)
35 Huntington	Huntington	9	37,124	36,706	(1.13)	734.12	356.13	(377.99)
36 Jackson	Brownstown	15	42,376	43,705	3.14	874.10	252.2	(621.90)
37 Jasper	Rensselaer	4	33,478	33,475	(0.01)	669.50	890.49	220.99
38 Jay	Portland	2	21,253	21,179	(0.35)	423.58	349.1	(74.48)
39 Jefferson	Madison	11	32,428	32,494	0.20	649.88	290.5	(359.38)
40 Jennings	Vernon	11	28,525	28,000	(1.84)	560	648	88.00
41 Johnson	Franklin	15	139,654	147,538	5.65	2,950.76	987.55	(1,963.21)
42 Knox	Vincennes	12	38,440	37,938	(1.31)	758.76	756.25	(2.51)
43 Kosciusko	Warsaw	6	77,358	78,564	1.56	1,571.28	728.74	(842.54)
44 LaGrange	Lagrange	9	37,128	38,436	3.52	768.72	1016.3	247.58
45 Lake	Crown Point	8	496,005	490,228	(1.16)	9,804.56	10,568.82	764.26
46 LaPorte	LaPorte	8	111,467	111,444	(0.02)	2,228.88	2,680.87	451.99

County Number & Name	County Seat	Plan Region	2010 Pop.	2014 Pop. (Estimage)	Percent of Pop. Change	Recommended Acres; Local 20a/1,000 People	Sum of Local Acres (Current Acres)	Difference
47 Lawrence	Bedford	12	46,134	45,704	(0.93)	914.08	857	(57.08)
48 Madison	Anderson	5	131,636	130,069	(1.19)	2,601.38	1,191.17	(1,410.21)
49 Marion	Indianapolis	15	903,393	934,243	3.41	18,684.86	11,666.13	(7,018.73)
50 Marshall	Plymouth	6	47,051	47,107	0.12	942.14	731.79	(210.35)
51 Martin	Shoals	12	10,334	10,203	(1.27)	204.06	259.6	55.54
52 Miami	Peru	14	36,903	35,954	(2.57)	719.08	368.25	(350.83)
53 Monroe	Bloomington	15	137,974	143,339	3.89	2,866.78	4,685.03	1,818.25
54 Montgomery	Crawfordsville	15	38,124	38,146	0.06	762.92	979.97	217.05
55 Morgan	Martinsville	15	68,894	69,693	1.16	1,393.86	469.55	(924.31)
56 Newton	Kentland	4	14,244	14,156	(0.62)	283.12	7,796	7,512.88
57 Noble	Albion	9	47,536	47,618	0.17	952.36	2,571.78	1,619.42
58 Ohio	Rising Sun	11	6,128	6,035	(1.52)	120.70	48	(72.70)
59 Orange	Paoli	3	19,840	19,626	(1.08)	392.52	437	44.48
60 Owen	Spencer	15	21,575	20,969	(2.81)	419.38	69.9	(349.48)
61 Parke	Rockville	13	17,339	17,233	(0.61)	344.66	492.6	147.94
62 Perry	Tell City	3	19,338	19,454	0.60	389.08	152.3	(236.78)
63 Pike	Petersburg	3	12,845	12,624	(1.72)	252.48	1,001.28	748.80
64 Porter	Valparaiso	8	164,343	167,076	1.66	3,341.52	2,241.51	(1,100.01)
65 Posey	Mt. Vernon	1	25,910	25,540	(1.43)	510.80	249.81	(260.99)
66 Pulaski	Winamac	4	13,402	12,967	(3.25)	259.34	98.5	(160.84)
67 Putnam	Greencastle	13	37,963	37,618	(0.91)	752.36	1,486	733.64
68 Randolph	Winchester	15	26,171	25,384	(3.01)	507.68	547.83	40.15
69 Ripley	Versailles	11	28,818	28,497	(1.11)	569.94	611.5	41.56
70 Rush	Rushville	15	17,392	16,892	(2.87)	337.84	140.49	(197.35)
71 St. Joseph	South Bend	6	266,931	267,618	0.26	5,352.36	3,431.16	(1,921.20)
72 Scott	Scottsburg	10	24,181	23,712	(1.94)	474.24	164.2	(310.04)
73 Shelby	Shelbyville	11	44,436	44,579	0.32	891.58	322.05	(569.53)
74 Spencer	Rockport	3	20,952	20,801	(0.72)	416.02	408.1	(7.92)
75 Starke	Knox	4	23,363	23,074	(1.24)	461.48	1,545.92	1,084.44
76 Steuben	Angola	9	34,185	34,308	0.36	686.16	1,275.45	589.29
77 Sullivan	Sullivan	13	21,475	21,050	(1.98)	421.00	2,608	2,187.00
78 Switzerland	Vevay	11	10,613	10,452	(1.52)	209.04	71.61	(137.43)
79 Tippecanoe	Lafayette	15	172,780	183,074	5.96	3,661.48	2,919.1	(742.38)
80 Tipton	Tipton	14	15,936	15,415	(3.27)	308.30	181.57	(126.73)
81 Union	Liberty	15	7,516	7,246	(3.59)	144.92	27	(117.92)
82 Vanderburgh	Evansville	1	179,703	182,006	1.28	3,640.12	2,272.64	(1,367.48)
83 Vermillion	Newport	13	16,212	15,693	(3.20)	313.86	164.65	(149.21)
84 Vigo	Terre Haute	13	107,848	108,175	0.30	2,163.50	2,318.25	154.75
85 Wabash	Wabash	9	32,888	32,252	(1.93)	645.04	549.69	(95.35)
86 Warren	Williamsport	4	8,508	8,352	(1.83)	167.04	279	111.96
87 Warrick	Boonville	1	59,689	61,149	2.45	1,222.98	1,896.42	673.44
88 Washington	Salem	10	28,262	27,878	(1.36)	557.56	594.42	36.86
89 Wayne	Richmond	15	68,917	67,671	(1.81)	1,353.42	1,682.33	328.91
90 Wells	Bluffton	7	27,636	27,862	0.82	557.24	337.36	(219.88)
91 White	Monticello	4	24,643	24,453	(0.77)	489.06	191.1	(297.96)
92 Whitley	Columbia City	9	33,292	33,403	0.33	668.06	370.76	(297.30)
Statewide			6,483,802	6,596,855	1.74	131,937.10	121,916.61	(10,020.49)

FIGURE 3.2
Local Outdoor Recreation Acres, by County

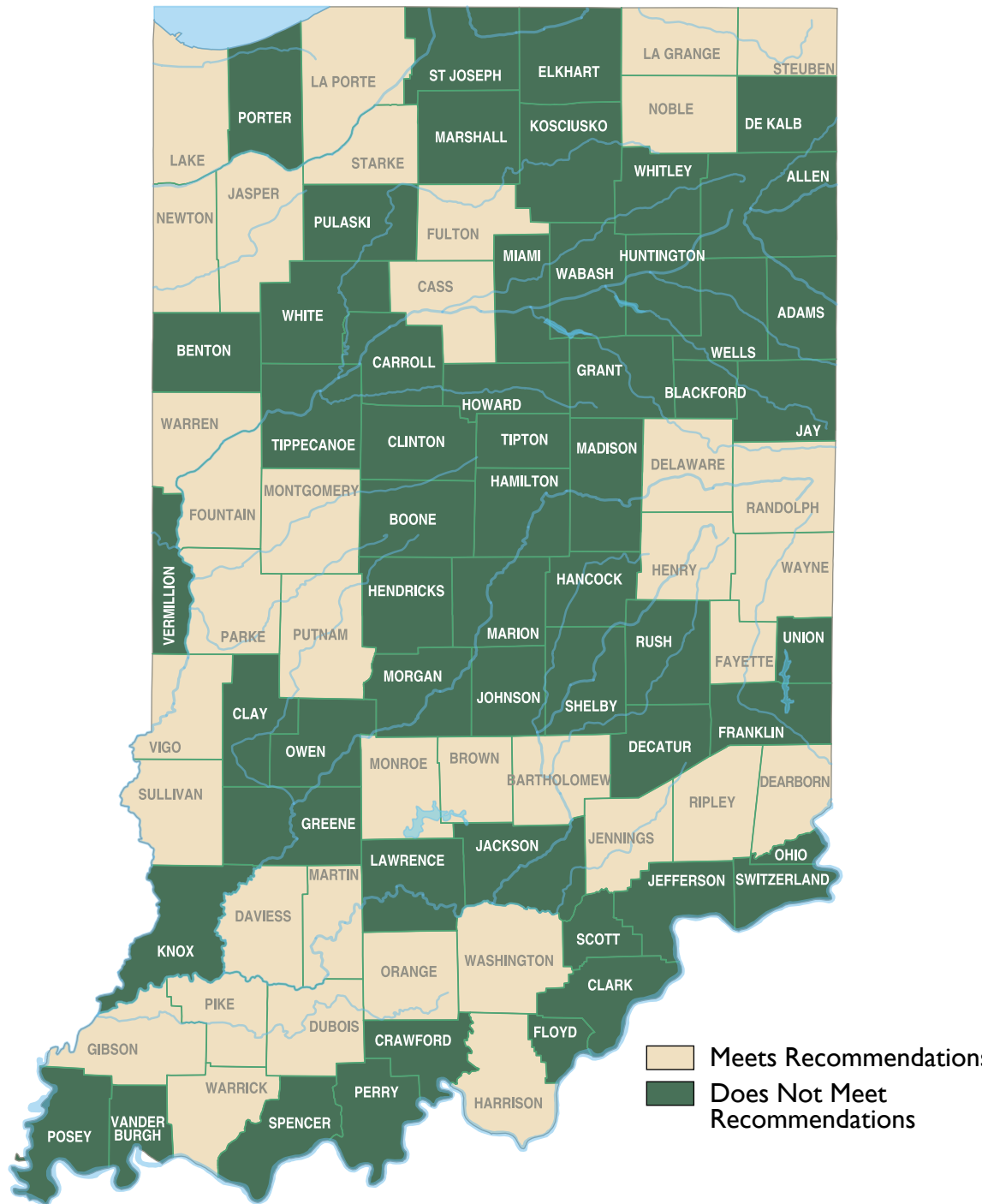




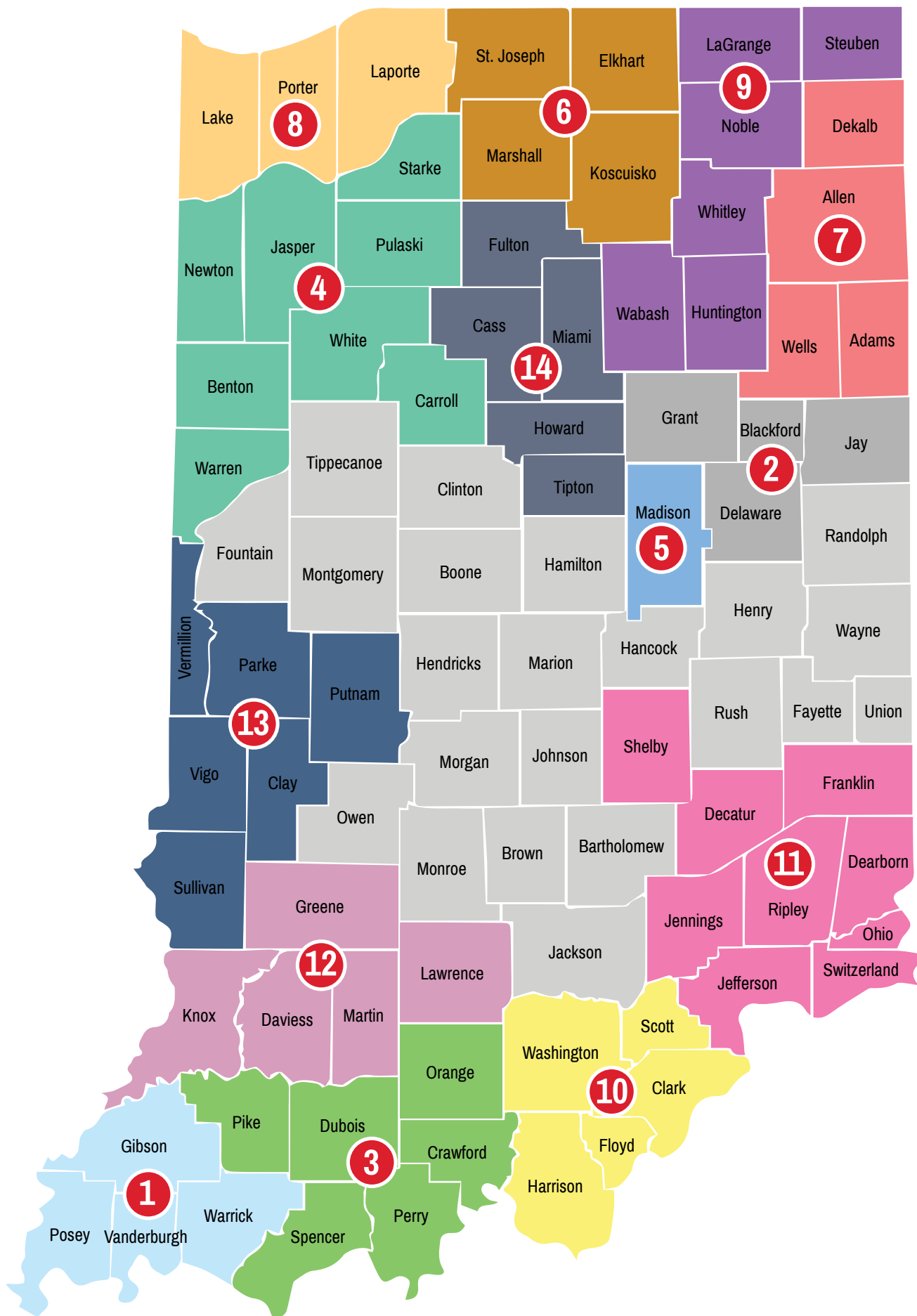
TABLE 3.2 Local Acres by Region

Plan Region	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. change	Recommended Acres: Local 20a/1000	IN Local Acres	Difference
1	298,805	302,454	3.06	6,049.08	5,262.87	(786.21)
2	221,751	219,223	(5.84)	4,384.46	3,310.43	(1,074.03)
3	125,577	125,505	(2.37)	2,510.10	3,359.00	848.90
4	146,647	145,100	(10.60)	2,902.00	11,203.37	8,301.37
5	131,636	130,069	(1.19)	2,601.38	1,191.17	(1,410.21)
6	588,899	595,260	4.17	11,905.20	8,221.84	(3,683.36)
7	459,575	470,954	5.35	9,419.08	7,208.78	(2,210.30)
8	771,815	768,748	0.48	15,374.96	15,491.20	116.24
9	222,153	222,723	1.33	4,454.46	6,140.11	1,685.65
10	276,617	281,330	2.34	5,626.60	4,227.42	(1,399.18)
11	249,822	249,021	(4.16)	4,980.42	4,079.53	(900.89)
12	159,721	159,300	(1.41)	3,186.00	4,899.47	1,713.47
13	227,727	226,331	(7.62)	4,526.62	7,294.35	2,767.73
14	195,393	193,289	(8.53)	3,865.78	2,947.91	(917.87)
15	2,407,664	2,507,548	32.44	50,150.96	37,079.16	(13,071.80)
Statewide	6,483,802	6,596,855	1.74	131,937.10	121,916.61	(10,020.49)

officially banded together in development districts or planning commissions for shared economic development, coordination of urban and regional planning, and intergovernmental cooperation. Since created, the IARC's member county groups have changed many times, and by 2010 many of the new regional councils bore little resemblance to their old counterparts. This made it time for the DNR to adopt the latest version of IARC's regions. The latest (as of August 2013) map of the IARC's member councils shows 14 different regional councils (all with different names), listed in alphabetical order, and numbered

1-14. (The old list had several "subdivided" regions, such as "3A" and "3B"). The current IARC map also makes it clear that in the past several decades, a number of counties in the center of the state have opted not to participate in any regional planning councils; these counties will be numbered as region 15 on the DNR maps in this SCORP, and will be listed as "unaffiliated" (see pages 56-57).

Out of the 14 IARC member regions and 15th unaffiliated group of counties, 9 regions (60%) are deficient in local-level public outdoor-recreation acreage (see table 3.2).



INDIANA ASSOCIATION OF REGIONAL COUNCILS

Indiana's Planning Regions

1. Economic Development Coalition of Southwest Indiana

Debra Bennett-Stearsman, Vice President
318 Main Street, Suite 400, Evansville, IN 47708
P: 812.423.2020 F: 812.423.2080
dbennett@southwestindiana.org
www.southwestindiana.org

2. East Central Indiana Regional Planning District

Pam Price, Executive Director
1208 White River Blvd, Ste 112, Muncie, IN 47308
P: 765.254.0116 F: 765.286.0565
pprice@ecirpd.org
www.ecirpd.org

3. Indiana 15 Regional Planning Commission

Lisa Gehlhausen, Executive Director
221 E First Street, Ferdinand, IN 47532
P: 812.367.8455 F: 812.367.8171
lisa@ind15rpc.org
www.ind15rpc.org

4. Kankakee - Iroquois Regional Planning Commission

Edwin Buswell, Executive Director
115 E 4th Street, PO Box 127 Monon, IN 47959
P: 219.253.6658 F: 219.253.6659
ebuswell@urhere.net
www.kirpc.net

5. Madison County Council of Governments

Jerrold Bridges, Executive Director
16 E. 9th Street, Room 100 Anderson, IN 46016
P: 765.641.9482 F: 765.641.9486
jbridges@mccog.net
www.mccog.net

6. Michiana Area Council of Governments

James Turnwald, Executive Director
227 W Jefferson Blvd, 1120 County/City Building
South Bend, IN 46601
P: 574.287.1829 F: 574.287.1840
jturnwald@macog.com - www.macog.com

7. Northeastern Indiana Regional Coordinating Council

Dan Avery, Executive Director
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13. West Central Indiana Economic Development District

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Total (statewide) Local Acres

Just because local acres of public OR land are deficient by both county and region, it does not mean that the total (statewide) level is deficient. Indiana has grown 1.74% in population, according to the population projections published by the U.S. Census in 2014, to 6,596,855 residents. Multiplying the current population by the recommended LOS of 20 acres of public OR land per 1,000 people (.02 acre per person) equals 131,937.10 acres. Subtracting the current supply of local acres (121,916.61 acres) equals a statewide deficit of local public OR land of 10,020.49 acres.

Why Are There Deficits in Locally Owned Public Outdoor Recreation Acres?

There are many reasons why such a high percentage of counties and regions in the state have a deficit in the number of local public OR acres. A few possible explanations are:

- Nearby State-owned or Federal-owned properties that may provide for significant public recreation needs, causing local governments to perceive that they may not have to supply as many local parks.
- A lack of community resources and support to acquire, develop, and/or maintain local OR properties.
- Communities in that county/region may lack the organization or structure—such as park boards and/or park departments—to operate new or existing parks.
- The communities in that county/region may not have enough advocacy among underserved users and user groups to motivate local government leaders to acquire and/or develop sufficient local park land.
- A need for adequate funding for acquisition, development, personnel, operations, and maintenance of existing or new public OR properties.

STATE/FED (REGIONAL) OUTDOOR RECREATION ACRES LISTED BY COUNTY AND REGION: STATE AND FEDERAL PUBLIC OUTDOOR RECREATION LAND

The Division of Outdoor Recreation examines the supply of State/Fed (regional) public OR acres (State and/or Federal public OR acres) at the same geographic scale as it does local public OR acres: by county, region and total (statewide).

State/Fed (Regional) (State and Federal-owned) Acres by County

The third set of data tables in this SCORP provides data on State and Federal outdoor-recreation acres by county to illustrate those counties that may need more assistance in improving their supply of State and Federal public outdoor-recreation acreage. In the “Difference” column, a bracketed number in red print (X), indicates a negative or deficient number of acres of OR land (see table 3.3).

FIGURE 3.3 State/Fed Acres Example

County Number & Name	2014 Pop. (Estimate)	Recommended Acres; Regional 35a/1000 People	Sum of IN County Regional Acres	Difference
1-Adams	34,791	1,217.69	547.42	(670.27)

Let’s look at the Indiana State/Fed (Regional) Acres by County Table listing for Adams County as an example (see figure 3.3). From the left-hand column:

- County ID number (1)
- County Name (Adams)
- 2014 U.S. Census County Population Estimate (34,791 residents)
- DNR-recommended LOS Local Acres of Outdoor Recreation Land (.035 acre* 34,791 people = 1,217.69 acres recommended)
- Current inventory of State/Fed (Regional) acres of OR land (547.42 acres)
- Recommended number of OR acres—current number of State/Fed (Regional) OR acres = “Difference” (547.42 Regional Acres – 1,217.69 Recommended Acres = 670.27 acre deficit of OR acres in Adams County)

Out of 92 counties total in the state, 43% are deficient in regional public outdoor-recreation acres (40 counties) (see figure 3.4).

Indiana has a wide and varied array of state parks and federal properties that provide for the outdoor recreation needs of Hoosiers. The nature of these less-numerous, much larger, more widely scattered parks that are designed to serve a bigger service area, tends to create gaps between service areas when viewed at the county level. These gaps don’t happen as often with local OR acreage. Some counties have an abundance of State and Federal acres. Those that do not are often significantly lacking in State and Federal (regional-type) properties. When looking at the data as broken down by county, please note that the sheer size of some of these State/Fed (regional) properties tends to emphasize the haves versus the have-nots.

TABLE 3.3 Indiana Counties - State/Fed Regional Acres

County Number & Name	Plan Region	2010 Pop.	2015 Pop. (Projected)	Percent of Pop. Change	Recommended Acres; Regional 35a/1,000 People	Sum of Regional Acres (Current Acres)	Difference
1 Adams	7	34,387	34,791	1.17	1,217.69	547.42	(670.27)
2 Allen	7	355,329	365,918	2.98	12,807.13	48.61	(12,758.52)
3 Bartholomew	15	76,794	80,217	4.46	2,807.60	870.73	(1,936.87)
4 Benton	4	8,854	8,700	(1.74)	304.50	1,834	1,529.50
5 Blackford	2	12,766	12,401	(2.86)	434.04	0	(434.04)
6 Boone	15	56,640	61,915	9.31	2,167.03	39	(2,128.03)
7 Brown	15	15,242	14,962	(1.84)	523.67	66,953.24	66,429.57
8 Carroll	4	20,155	19,923	(1.15)	697.31	314.76	(382.55)
9 Cass	14	38,966	38,438	(1.36)	1,345.33	2	(1,343.33)
10 Clark	10	110,232	114,262	3.66	3,999.17	19,845.21	15,846.04
11 Clay	13	26,890	26,562	(1.22)	929.67	2,496	1,566.33
12 Clinton	15	33,224	32,776	(1.35)	1,147.16	29	(1,118.16)
13 Crawford	3	10,713	10,655	(0.54)	372.93	39,082.61	38,709.69
14 Daviess	12	31,648	32,729	3.42	1,145.52	8,845.33	7,699.82
15 Dearborn	11	50,047	49,506	(1.08)	1,732.71	47.2	(1,685.51)
16 Decatur	11	25,740	26,524	3.05	928.34	137.08	(791.26)
17 Dekalb	7	42,223	42,383	0.38	1,483.41	7.4	(1,476.01)
18 Delaware	2	117,671	117,074	(0.51)	4,097.59	0	(4,097.59)
19 Dubois	3	41,889	42,345	1.09	1,482.08	11,766.38	10,284.31
20 Elkhart	6	197,559	201,971	2.23	7,068.99	444.95	(6,624.04)
21 Fayette	15	24,277	23,468	(3.33)	821.38	108	(713.38)
22 Floyd	10	74,578	76,179	2.15	2,666.27	2139	(527.27)
23 Fountain	15	17,240	16,658	(3.38)	583.03	580.86	(2.17)
24 Franklin	11	23,087	22,934	(0.66)	802.69	9,640.96	8,838.27
25 Fulton	14	20,836	20,500	(1.61)	717.50	832.94	115.44
26 Gibson	1	33,503	33,759	0.76	1,181.57	4,638.66	3,457.10
27 Grant	2	70,061	68,569	(2.13)	2,399.92	1,422	(977.92)
28 Greene	12	33,165	32,726	(1.32)	1,145.41	16,901.05	15,755.64
29 Hamilton	15	274,569	302,623	10.22	10,591.81	1	(10,590.81)
30 Hancock	15	70,002	71,978	2.82	2,519.23	0	(2,519.23)
31 Harrison	10	39,364	39,299	(0.17)	1,375.47	17,111.33	15,735.87
32 Hendricks	15	145,448	156,056	7.29	5,461.96	0	(5,461.96)
33 Henry	15	49,462	48,995	(0.94)	1,714.83	3,808.46	2,093.64
34 Howard	14	82,752	82,982	0.28	2,904.37	80	(2,824.37)
35 Huntington	9	37,124	36,706	(1.13)	1,284.71	15,519	14,234.29
36 Jackson	15	42,376	43,705	3.14	1,529.68	38,289.47	36,759.80
37 Jasper	4	33,478	33,475	(0.01)	1,171.63	5,905.1	4,733.48
38 Jay	2	21,253	21,179	(0.35)	741.27	482.28	(258.99)
39 Jefferson	11	32,428	32,494	0.20	1,137.29	19,113.52	17,976.23
40 Jennings	11	28,525	28,000	(1.84)	980.00	18,261.86	17,281.86
41 Johnson	15	139,654	147,538	5.65	5,163.83	4,649	(514.83)
42 Knox	12	38,440	37,938	(1.31)	1,327.83	418.52	(909.31)
43 Kosciusko	6	77,358	78,564	1.56	2,749.74	4,127.06	1,377.32
44 LaGrange	9	37,128	38,436	3.52	1,345.26	9,743.9	8,398.64
45 Lake	8	496,005	490,228	(1.16)	17,157.98	5,294.15	(11,863.83)
46 LaPorte	8	111,467	111,444	(0.02)	3,900.54	10,430.05	6,529.51

County Number & Name	Plan Region	2010 Pop.	2015 Pop. (Projected)	Percent of Pop. Change	Recommended Acres; Regional 35a/1,000 People	Sum of Regional Acres (Current Acres)	Difference
47 Lawrence	12	46,134	45,704	(0.93)	1,599.64	1,7356.32	15,756.68
48 Madison	5	131,636	130,069	(1.19)	4,552.42	285	(4,267.42)
49 Marion	15	903,393	934,243	3.41	32,698.51	2,281.88	(30,416.63)
50 Marshall	6	47,051	47,107	0.12	1,648.75	1,119.85	(528.90)
51 Martin	12	10,334	10,203	(1.27)	357.11	17,359.41	17,002.31
52 Miami	14	36,903	35,954	(2.57)	1,258.39	1,270.22	11.83
53 Monroe	15	137,974	143,339	3.89	5,016.87	40,957.2	35,940.34
54 Montgomery	15	38,124	38,146	0.06	1,335.11	1,749.83	414.72
55 Morgan	15	68,894	69,693	1.16	2,439.26	6,743.36	4,304.11
56 Newton	4	14,244	14,156	(0.62)	495.46	14,368.46	13,873
57 Noble	9	47,536	47,618	0.17	1,666.63	5,392.06	3,725.43
58 Ohio	11	6,128	6,035	(1.52)	211.23	22.29	(188.94)
59 Orange	3	19,840	19,626	(1.08)	686.91	47979	47,292.09
60 Owen	15	21,575	20,969	(2.81)	733.92	12,541.85	11,807.94
61 Parke	13	17,339	17,233	(0.61)	603.16	8,165.07	7,561.92
62 Perry	3	19,338	19,454	0.60	680.89	62,920.46	62,239.57
63 Pike	3	12,845	12,624	(1.72)	441.84	16,492.79	16,050.95
64 Porter	8	164,343	167,076	1.66	5,847.66	13,253.38	7,405.72
65 Posey	1	25,910	25,540	(1.43)	893.90	13,488.92	12,595.02
66 Pulaski	4	13,402	12,967	(3.25)	453.85	10,524.17	10,070.33
67 Putnam	13	37,963	37,618	(0.91)	1,316.63	7,785.44	6,468.81
68 Randolph	15	26,171	25,384	(3.01)	888.44	681.72	(206.72)
69 Ripley	11	28,818	28,497	(1.11)	997.40	33369	32,371.61
70 Rush	15	17,392	16,892	(2.87)	591.22	0	(591.22)
71 St. Joseph	6	266,931	267,618	0.26	9,366.63	36,816.47	27,449.84
72 Scott	10	24,181	23,712	(1.94)	829.92	10,619.53	9,789.61
73 Shelby	11	44,436	44,579	0.32	1,560.27	2	(1,558.27)
74 Spencer	3	20,952	20,801	(0.72)	728.04	3728	2,999.97
75 Starke	4	23,363	23,074	(1.24)	807.59	3,825.52	3,017.93
76 Steuben	9	34,185	34,308	0.36	1,200.78	6,112.67	4,911.89
77 Sullivan	13	21,475	21,050	(1.98)	736.75	12,600	11,863.25
78 Switzerland	11	10,613	10,452	(1.52)	365.82	1,307.39	941.57
79 Tippecanoe	15	172,780	183,074	5.96	6,407.59	2,420.06	(3,987.53)
80 Tipton	14	15,936	15,415	(3.27)	539.53	37	(502.53)
81 Union	15	7,516	7,246	(3.59)	253.61	9,328.54	9,074.93
82 Vanderburgh	1	179,703	182,006	1.28	6,370.21	503	(5,867.21)
83 Vermillion	13	16,212	15,693	(3.20)	549.26	5,464.02	4,914.77
84 Vigo	13	107,848	108,175	0.30	3,786.13	150.24	(3,635.89)
85 Wabash	9	32,888	32,252	(1.93)	1,128.82	15,134.16	14,005.34
86 Warren	4	8,508	8,352	(1.83)	292.32	147	(145.32)
87 Warrick	1	59,689	61,149	2.45	2,140.22	7,914.1	5,773.89
88 Washington	10	28,262	27,878	(1.36)	975.73	18,039.96	17,064.23
89 Wayne	15	68,917	67,671	(1.81)	2,368.49	24.53	(2,343.96)
90 Wells	7	27,636	27,862	0.82	975.17	2541	1,565.83
91 White	4	24,643	24,453	(0.77)	855.86	594.79	(261.07)
92 Whitley	9	33,292	33,403	0.33	1,169.11	518.93	(650.18)
Indiana Co. Regional Acres		6,483,802	6,596,855	1.74	230,889.93	816,745.68	585,855.75

State/Fed (Regional) Acres (State and Federal owned) by Region

Four regions in Indiana (27%) do not meet the DNR recommendations of 35 acres of State/Fed (regional) OR acres per 1,000 people. The service-area gaps mentioned at the county level of regional acres are not as pronounced when viewed at the region level. The scattered nature of regional OR properties simply doesn't show up as well when viewed at this larger geographic scale. It should be noted that the majority of the regions that are deficient in State/Fed (regional) acres of public OR land are either in the central or northern portions of the state. The large number of State and Federally owned public OR properties in the southern portion of the state, such as the Hoosier National Forest and Morgan-Monroe State Forest help those areas meet the DNR State/Fed (regional) LOS recommendations for public OR land when viewed by region (see table 3.4).

TOTAL OUTDOOR RECREATION ACRES LISTED BY COUNTY AND REGION: ALL PUBLIC OUTDOOR RECREATION LANDS CURRENTLY RECORDED IN THE DNR FACILITIES INVENTORY

DNR-OR also examines the supply of public OR lands in Indiana by tallying the local and State/Fed (regional) data and looking at them as a total. The total (statewide) LOS for Indiana is created by adding the other two LOS figures: 20 acres/1,000 and 35 acres/1,000, for a total LOS of 55 acres/1,000 people. These totals of all recorded public OR acreage will be listed under county-, region- and statewide-level totals in the same way the local and State/Fed (regional)

data were. This provides a snapshot of all public OR lands as recorded in the DNR facilities inventory database (see table 3.5).

Total (statewide) Acres by County

52 counties in Indiana meet DNR's recommended total LOS of 55 acres of public OR land per 1,000 population. This is two more counties meeting the Total LOS (when tallied by county) than during the last SCORP cycle. The 40 counties deficient in total OR acreage is the same number as recorded in the current State/Fed (regional) acreage by County tables. Given the size of many of the State/Fed (regional) parcels, as noted earlier in the text, the State/Fed (regional) property effect carries over into the total data.

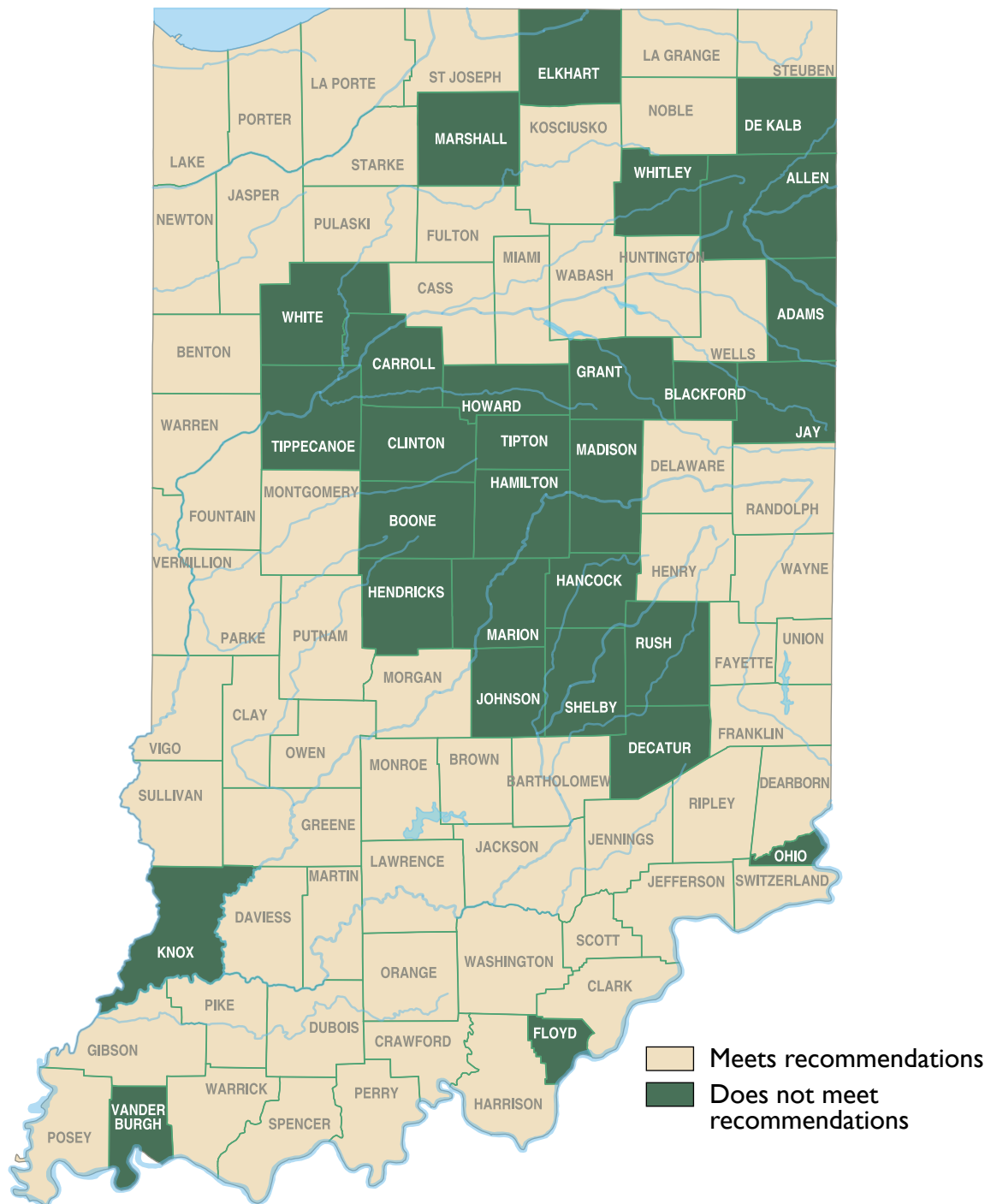
Of the 52 counties that meet the total LOS recommendation, 26 counties (28% of all Indiana counties) actually meet all three LOS recommendations—Local, State/Fed (Regional) and Total (statewide):

- Brown
- Daviess
- Dubois
- Fulton
- Gibson
- Harrison
- Henry
- Jasper
- Jennings
- LaGrange
- LaPorte
- Martin
- Monroe
- Montgomery
- Newton
- Noble
- Orange
- Parke
- Pike
- Putnam
- Ripley
- Starke
- Steuben
- Sullivan
- Warrick
- Washington

TABLE 3.4 State/Fed Regional Acres by Region

Plan Region	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. change	Recommended Acres; Regional 35a/1,000 People	IN Regional Acres	Difference
1	298,805	302,454	3.06	10,585.89	26,544.68	15,958.79
2	221,751	219,223	(5.84)	7,672.81	1,904.28	(5,768.53)
3	125,577	125,505	(2.37)	4,392.68	181,969.24	177,576.57
4	146,647	145,100	(10.60)	5,078.50	37,513.80	32,435.30
5	131,636	130,069	(1.19)	4,552.42	285	(4,267.42)
6	588,899	595,260	4.17	20,834.10	42,508.33	21,674.23
7	459,575	470,954	5.35	16,483.39	3,144.43	(13,338.96)
8	771,815	768,748	0.48	26,906.18	28,977.58	2,071.40
9	222,153	222,723	1.33	7,795.31	52,420.72	44,625.42
10	276,617	281,330	2.34	9,846.55	67,755.03	57,908.48
11	249,822	249,021	(4.16)	8,715.74	81,901.30	73,185.57
12	159,721	159,300	(1.41)	5,575.50	60,880.63	55,305.13
13	227,727	226,331	(7.62)	7,921.59	36,660.77	28,739.19
14	195,393	193,289	(8.53)	6,765.12	2,222.16	(4,542.96)
15	2,407,664	2,507,548	32.44	87,764.18	192,057.73	104,293.55
Statewide	6,483,802	6,596,855	1.74	230,889.93	816,745.68	585,855.76

FIGURE 3.5
Counties Deficient in All 3 LOS Acre Categories



Of the 40 counties that do not meet the total LOS recommendation, 29 counties (32% of all Indiana counties) are deficient in all three LOS recommendations—Local, State/Fed (Regional) and Total (statewide) (see figure 3.5).

- Adams
- Clinton
- Grant
- Jay
- Marshall
- Tipton
- Allen
- Decatur
- Hamilton
- Johnson
- Ohio
- Vanderburgh
- Blackford
- Dekalb
- Hancock
- Knox
- Rush
- White
- Boone
- Elkhart
- Hendricks
- Madison
- Shelby
- Whitley
- Carroll
- Floyd
- Howard
- Marion
- Tippecanoe

TABLE 3.5 Indiana Counties - Total Acres

County Number & Name	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. Change	Recommended Acres; Total 55a/1,000 People	Sum of IN County Total (Current Acres)	Difference
1 Adams	34,387	34,791	1.17	1,913.51	936.82	(976.69)
2 Allen	355,329	365,918	2.98	20,125.49	6277.3	(13,848.19)
3 Bartholomew	76,794	80,217	4.46	4,411.94	2867.4	(1,544.54)
4 Benton	8,854	8,700	(1.74)	478.50	1,938.46	1,459.96
5 Blackford	12,766	12,401	(2.86)	682.06	135.84	(546.22)
6 Boone	56,640	61,915	9.31	3,405.33	892.75	(2,512.58)
7 Brown	15,242	14,962	(1.84)	822.91	68,022.24	67,199.33
8 Carroll	20,155	19,923	(1.15)	1,095.77	612.66	(483.11)
9 Cass	38,966	38,438	(1.36)	2,114.09	941.44	(1,172.65)
10 Clark	110,232	114,262	3.66	6,284.41	20,721.48	14,437.07
11 Clay	26,890	26,562	(1.22)	1,460.91	2,720.85	1,259.94
12 Clinton	33,224	32,776	(1.35)	1,802.68	221.7	(1,580.98)
13 Crawford	10,713	10,655	(0.54)	586.03	39,115.61	38,529.59
14 Daviess	31,648	32,729	3.42	1,800.10	11,339.45	9,539.36
15 Dearborn	50,047	49,506	(1.08)	2,722.83	1,643.73	(1,079.10)
16 Decatur	25,740	26,524	3.05	1,458.82	372.42	(1,086.40)
17 Dekalb	42,223	42,383	0.38	2,331.07	260.73	(2,070.33)
18 Delaware	117,671	117,074	(0.51)	6,439.07	2,476.09	(3,962.98)
19 Dubois	41,889	42,345	1.09	2,328.98	13,093.7	10,764.73
20 Elkhart	197,559	201,971	2.23	11,108.41	3,775.1	(7,333.31)
21 Fayette	24,277	23,468	(3.33)	1,290.74	992.4	(298.34)
22 Floyd	74,578	76,179	2.15	4,189.85	2,813.1	(1,376.75)
23 Fountain	17,240	16,658	(3.38)	916.19	954.96	38.77
24 Franklin	23,087	22,934	(0.66)	1,261.37	9,896.96	8,635.59
25 Fulton	20,836	20,500	(1.61)	1,127.50	1,303.24	175.74
26 Gibson	33,503	33,759	0.76	1,856.75	5,482.66	3,625.92
27 Grant	70,061	68,569	(2.13)	3,771.30	1,771.4	(1,999.90)
28 Greene	33,165	32,726	(1.32)	1,799.93	17,433.55	15,633.62
29 Hamilton	274,569	302,623	10.22	16,644.27	3,663.01	(12,981.26)
30 Hancock	70,002	71,978	2.82	3,958.79	552.5	(3,406.29)
31 Harrison	39,364	39,299	(0.17)	2,161.45	19,029.76	16,868.32
32 Hendricks	145,448	156,056	7.29	8,583.08	1,459.58	(7,123.50)
33 Henry	49,462	48,995	(0.94)	2,694.73	5,415.83	2,721.11
34 Howard	82,752	82,982	0.28	4,564.01	1,068.35	(3,495.66)
35 Huntington	37,124	36,706	(1.13)	2,018.83	15,875.13	13,856.30
36 Jackson	42,376	43,705	3.14	2,403.78	38,541.67	36,137.90
37 Jasper	33,478	33,475	(0.01)	1,841.13	6,795.59	4,954.47
38 Jay	21,253	21,179	(0.35)	1,164.85	831.38	(333.47)
39 Jefferson	32,428	32,494	0.20	1,787.17	19,404.02	17,616.85
40 Jennings	28,525	28,000	(1.84)	1,540	18,909.86	17,369.86
41 Johnson	139,654	147,538	5.65	8,114.59	5,636.55	(2,478.04)
42 Knox	38,440	37,938	(1.31)	2,086.59	1,174.77	(911.82)
43 Kosciusko	77,358	78,564	1.56	4,321.02	4,855.8	534.78
44 LaGrange	37,128	38,436	3.52	2,113.98	10,760.2	8,646.22
45 Lake	496,005	490,228	(1.16)	26,962.54	15,862.98	(11,099.57)
46 LaPorte	111,467	111,444	(0.02)	6,129.42	13,110.92	6,981.50

County Number & Name	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. Change	Recommended Acres; Total 55a/1,000 People	Sum of IN County Total (Current Acres)	Difference
47 Lawrence	46,134	45,704	(0.93)	2,513.72	18,213.32	15,699.6
48 Madison	131,636	130,069	(1.19)	7,153.80	1,476.17	(5,677.63)
49 Marion	903,393	934,243	3.41	51,383.37	13,948.01	(37,435.36)
50 Marshall	47,051	47,107	0.12	2,590.89	1,851.64	(739.25)
51 Martin	10,334	10,203	(1.27)	561.17	17,619.01	17,057.85
52 Miami	36,903	35,954	(2.57)	1,977.47	1,638.47	(339)
53 Monroe	137,974	143,339	3.89	7,883.65	45,642.23	37,758.59
54 Montgomery	38,124	38,146	0.06	2,098.03	2,729.8	631.77
55 Morgan	68,894	69,693	1.16	3,833.12	7,212.91	3,379.80
56 Newton	14,244	14,156	(0.62)	778.58	22,164.46	21,385.88
57 Noble	47,536	47,618	0.17	2,618.99	7,963.84	5,344.85
58 Ohio	6,128	6,035	(1.52)	331.93	70.29	(261.64)
59 Orange	19,840	19,626	(1.08)	1,079.43	48,416	47,336.57
60 Owen	21,575	20,969	(2.81)	1,153.30	12,611.75	11,458.46
61 Parke	17,339	17,233	(0.61)	947.82	8,657.67	7,709.86
62 Perry	19,338	19,454	0.60	1,069.97	63,072.76	62,002.79
63 Pike	12,845	12,624	(1.72)	694.32	17,494.07	16,799.75
64 Porter	164,343	167,076	1.66	9,189.18	15,494.89	6,305.71
65 Posey	25,910	25,540	(1.43)	1,404.70	13,738.73	12,334.03
66 Pulaski	13,402	12,967	(3.25)	713.19	10,622.67	9,909.49
67 Putnam	37,963	37,618	(0.91)	2,068.99	9,271.44	7,202.45
68 Randolph	26,171	25,384	(3.01)	1,396.12	1,229.55	(166.57)
69 Ripley	28,818	28,497	(1.11)	1,567.34	33,980.5	32,413.17
70 Rush	17,392	16,892	(2.87)	929.06	140.49	(788.57)
71 St. Joseph	266,931	267,618	0.26	14,718.99	40,247.63	25,528.64
72 Scott	24,181	23,712	(1.94)	1,304.16	10,783.73	9,479.57
73 Shelby	44,436	44,579	0.32	2,451.85	324.05	(2,127.80)
74 Spencer	20,952	20,801	(0.72)	1,144.06	4,136.1	2,992.05
75 Starke	23,363	23,074	(1.24)	1,269.07	5,371.44	4,102.37
76 Steuben	34,185	34,308	0.36	1,886.94	7,388.12	5,501.18
77 Sullivan	21,475	21,050	(1.98)	1,157.75	15,208	14,050.25
78 Switzerland	10,613	10,452	(1.52)	574.86	1,379	804.14
79 Tippecanoe	172,780	183,074	5.96	10,069.07	5,339.16	(4,729.91)
80 Tipton	15,936	15,415	(3.27)	847.83	218.57	(629.26)
81 Union	7,516	7,246	(3.59)	398.53	9,355.54	8,957.01
82 Vanderburgh	179,703	182,006	1.28	10,010.33	2,775.64	(7,234.69)
83 Vermillion	16,212	15,693	(3.20)	863.12	5,628.67	4,765.56
84 Vigo	107,848	108,175	0.30	5,949.63	2,468.49	(3,481.14)
85 Wabash	32,888	32,252	(1.93)	1,773.86	15,683.85	13,909.99
86 Warren	8,508	8,352	(1.83)	459.36	426	(33.36)
87 Warrick	59,689	61,149	2.45	3,363.20	9,810.52	6,447.32
88 Washington	28,262	27,878	(1.36)	1,533.29	18,634.38	17,101.09
89 Wayne	68,917	67,671	(1.81)	3,721.91	1,706.86	(2,015.05)
90 Wells	27,636	27,862	0.82	1,532.41	2,878.36	1,345.95
91 White	24,643	24,453	(0.77)	1,344.92	785.89	(559.03)
92 Whitley	33,292	33,403	0.33	1,837.17	889.69	(947.48)
Indiana County Total Acres			1.74	362,827.03	938,662.3	575,835.27

Total (statewide) Acres by Region

Eleven regions in Indiana meet DNR’s recommended total LOS of 55 acres of public OR land per 1,000 population (see table 3.6). The four regions deficient in total OR acreage (27% of all Indiana regions) is the same as recorded in the current State/Fed (regional) acreage tables by Region. Given the size of many of the State/Fed (regional) parcels, as noted earlier, the State/Fed (regional) property effect carries over into the total data.

Of the 11 regions that meet the total LOS recommendation, six regions (40% of all Indiana regions) actually meet all three LOS recommendations—Local, State/Fed (Regional) and Total (statewide):

- Indiana 15 Regional Planning District (Region 3)
- Kankakee-Iroquois Regional Planning Commission (Region 4)
- Northwestern Indiana Regional Planning Commission (Region 8)

- Region III-A Economic Development District and Regional Planning Commission (Region 9)
- Southern Indiana Development Commission (Region 12)
- West-Central Indiana Economic Development District (Region 13)

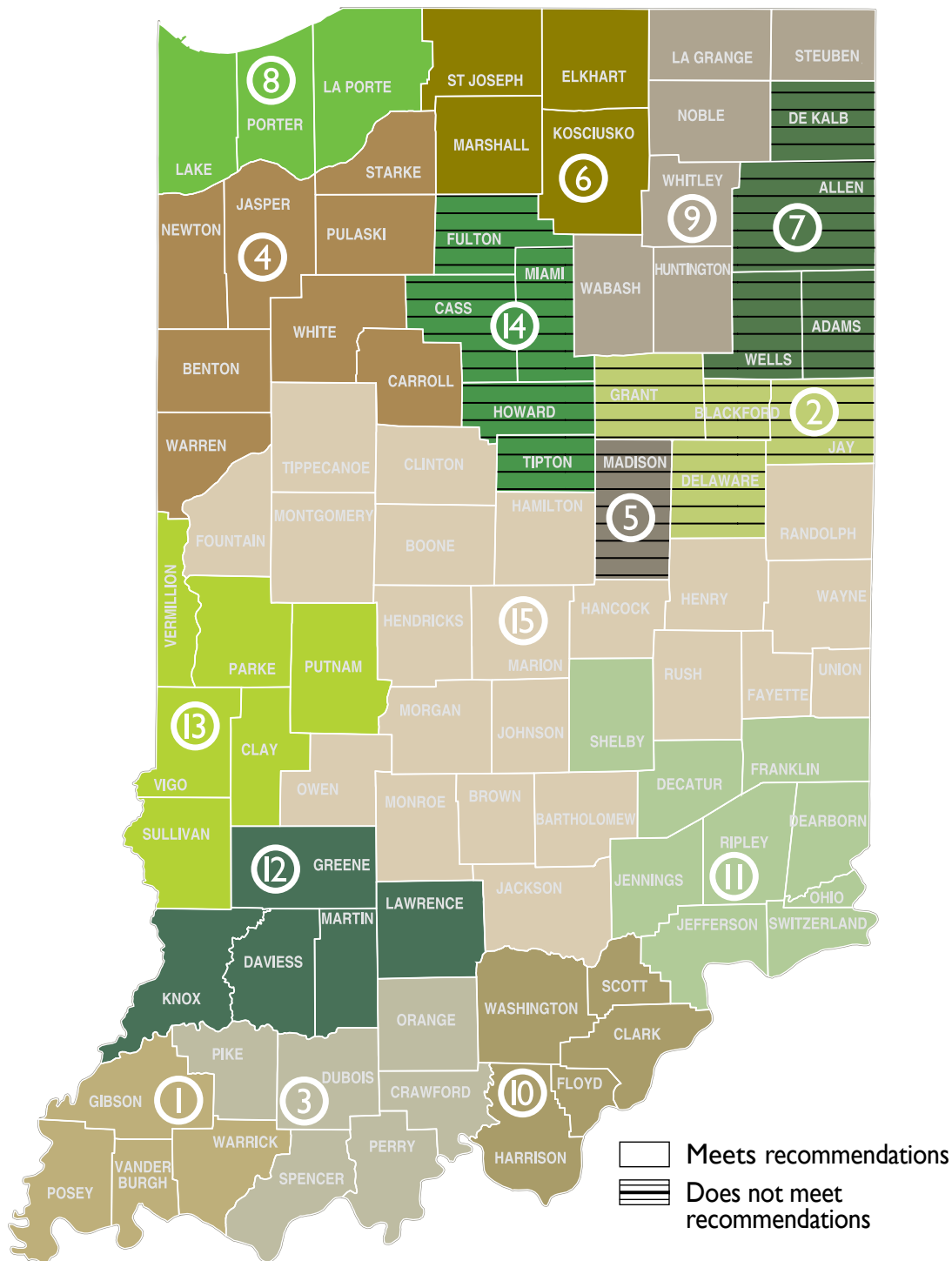
The four regions that do not meet the total LOS recommendation (27% of all Indiana regions) are actually deficient in all three LOS recommendations—Local, State/Fed (Regional) and Total (Statewide):

- Energize-ECI Regional Planning District (Region 2)
- Madison County Council of Governments (Region 5)
- Northeastern Indiana Regional Coordinating Council (Region 7)
- North Central Indiana Regional Planning Council (Region 14)

TABLE 3.6 Total Acres by Region

Plan Region	2010 Pop.	2014 Pop. (Estimate)	Percent of Pop. change	Recommended Acres; Total 55a/1000	IN State/Fed (Regional) Acres	IN Local Acres	IN Total Acres	Difference
1	298,805	302,454	3.06	16,634.97	26,544.68	5,262.87	31,807.55	15,172.58
2	221,751	219,223	(5.84)	12,057.27	1,904.28	3,310.43	5,214.71	(6,842.56)
3	125,577	125,505	(2.37)	6,902.78	181,969.24	3,359.00	185,328.24	178,425.47
4	146,647	145,100	(10.60)	7,980.50	37,513.80	11,203.37	48,717.17	40,736.67
5	131,636	130,069	(1.19)	7,153.80	285	1,191.17	1,476.17	(5,677.63)
6	588,899	595,260	4.17	32,739.30	42,508.33	8,221.84	50,730.17	17,990.87
7	459,575	470,954	5.35	25,902.47	3,144.43	7,208.78	10,353.21	(15,549.26)
8	771,815	768,748	0.48	42,281.14	28,977.58	15,491.20	44,468.78	2,187.64
9	222,153	222,723	1.33	12,249.77	52,420.72	6,140.11	58,560.83	46,311.07
10	276,617	281,330	2.34	15,473.15	67,755.03	4,227.42	71,982.45	56,509.30
11	249,822	249,021	(4.16)	13,696.16	81,901.30	4,079.53	85,980.83	72,284.68
12	159,721	159,300	(1.41)	8,761.50	60,880.63	4,899.47	65,780.10	57,018.60
13	227,727	226,331	(7.62)	12,448.21	36,660.77	7,294.35	43,955.12	31,506.92
14	195,393	193,289	(8.53)	10,630.90	2,222.16	2,947.91	5,170.07	(5,460.83)
15	2,407,664	2,507,548	32.44	137,915.14	192,057.73	37,079.16	229,136.89	91,221.75
Statewide	6,483,802	6,596,855	1.74	362,827.03	816,745.68	121,916.61	938,662.29	575,835.27

FIGURE 3.6
Total (statewide) Acres by Region





Total (statewide) Outdoor-Recreation Acres

As noted elsewhere in the SCORP, Indiana has grown 1.74% in population according to the population estimates published by the U.S. Census in 2014, to 6,596,855 residents. Multiplying the current population by the recommended Total (statewide) LOS of 55 acres of public OR land per 1,000 people (.055 acre per person), yields a total of 362,827.03 acres. The current supply of Total (statewide) public outdoor recreation acres of 938,663.30 exceeds the Total (statewide) Recommended LOS acres of 362,827.03 by 575,835.27 acres.

Conclusion of Total Outdoor Recreation Acres

Indiana now ranks 16th in the country in total population as of the 2014 U.S. Census Population Estimates. That ranking is one lower than in 2010. Indiana has gained population, but not as fast

as some other states. The total state acreage of Indiana is 23,307,520. Of that total, 938,662.30 acres is designated for outdoor recreation. Indiana therefore has only 4.03% of its land area available for public outdoor recreation.

One observation that cannot be avoided is the continuing difference between counties and regions that have reported surpluses of public OR land, and those that have deficits. There are still significant gaps between the haves and have-nots for outdoor recreation acreage in Indiana. As noted earlier, the southern portion of the state tends to have more counties that meet the total LOS guidelines than the northern tier. And when population distribution and service areas are taken into account, these differences grow. It was noted in the last several SCORPs that there was an apparent inequity in the distribution of public OR acreage statewide. That still has not significantly changed for this SCORP.



TARGET PRACTICE

Changes in Indiana's Outdoor Recreation Acres figures in 2016

Since the 2011-2016 SCORP, the Division of Outdoor Recreation staff began an intensive process of reviewing, revising and updating the DNR Facilities Inventory Database. OR staff members were aware of long-standing issues in the database that had accumulated over decades, and made a good-faith effort to update the database to agree with all best-available information. Facilities Inventory Database improvements included: updating data from recent DNR Geographic Information System (GIS) data and primary source documents such as five-year Park and Recreation Master Plans and local government parks system websites; fixing errors in database entry, field types, double entries and omissions; and cross-checking data with other sources whenever possible.

The result of this work was a new, more accurate set of 2016 Outdoor Recreation acreage figures for the entire state. In 2010, at the writing of the last SCORP, Indiana had 1,248,882 acres of outdoor-recreation land, according to the Facilities Inventory. The new, more-accurate total acreage of public outdoor recreation land in the state is 938,662.30 acres. Work in the database is ongoing, and it should continue to yield even better, more accurate data for future SCORPs. Local public outdoor-recreation providers of all types are encouraged to share data about their facilities (especially specific acreage of all individual parks within their jurisdiction) with the Division of Outdoor Recreation staff to help us keep the Facilities Inventory Database as current as possible.

TABLE 3.7 Critical Counties - Total Acres

County Number & Name	Plan Region	2010 Pop.	2014 Pop. (Projected)	Percent of Pop. Change	Recommended Acres; Total 55a/1,000 People	Sum of IN County Total	Difference
2 Allen	7	355,329	365,918	2.98	20,125.49	6,277.3	(13,848.19)
3 Bartholomew	15	76,794	80,217	4.46	4,411.94	2,867.4	(1,544.54)
6 Boone	15	56,640	61,915	9.31	3,405.33	892.75	(2,512.58)
16 Decatur	11	25,740	26,524	3.05	1,458.82	372.42	(1,086.40)
20 Elkhart	6	197,559	201,971	2.23	11,108.41	3775.1	(7,333.31)
22 Floyd	10	74,578	76,179	2.15	4,189.85	2813.1	(1,376.75)
29 Hamilton	15	274,569	302,623	10.22	16,644.27	3,663.01	(12,981.26)
30 Hancock	15	70,002	71,978	2.82	3,958.79	552.5	(3,406.29)
32 Hendricks	15	145,448	156,056	7.29	8,583.08	1,459.58	(7,123.50)
41 Johnson	15	139,654	147,538	5.65	8,114.59	5,636.55	(2,478.04)
49 Marion	15	903,393	934,243	3.41	51,383.37	13,948.01	(37,435.36)
79 Tippecanoe	15	172,780	183,074	5.96	10,069.07	5,339.16	(4,729.91)

CRITICAL COUNTIES

The state’s population-growth rate has decreased since the last SCORP, so the definition of “critical county” in Indiana has changed. A critical county is defined as:

1. A county that does not have the recommended supply of outdoor-recreation acres of 55 acres per 1,000 population or greater
2. A population-growth rate higher than the 2010 to 2014 estimated Indiana statewide population growth rate of 1.74% (data obtained from the U.S. Census 2014 population estimates)

12 counties meet the critical counties criteria (See figure & table 3.7):

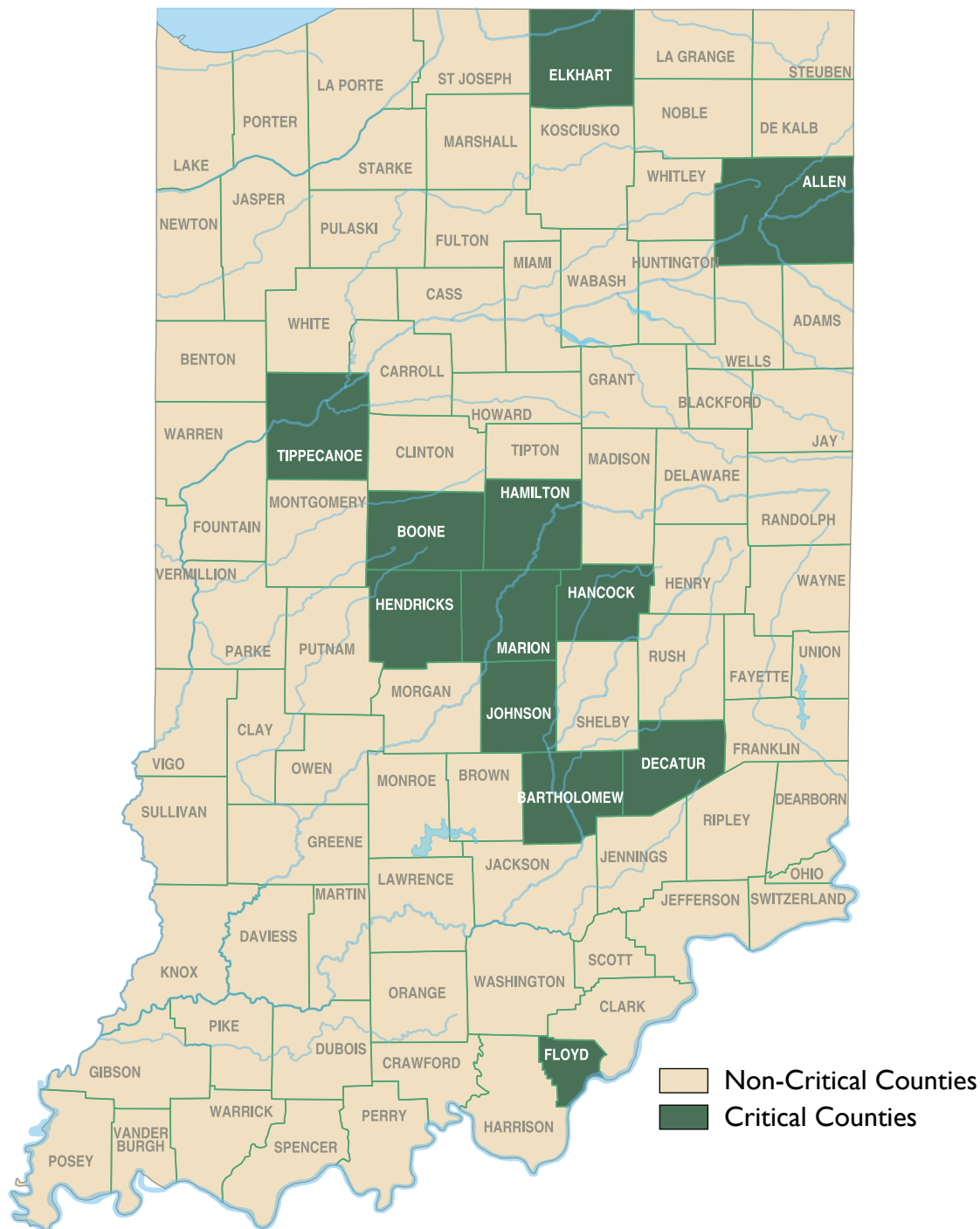
- Allen
- Boone
- Elkhart
- Hamilton
- Hendricks
- Marion
- Bartholomew
- Decatur
- Floyd
- Hancock
- Johnson
- Tippecanoe

If the critical counties criteria used the supply of local acres of outdoor-recreation land (at 20 acres/1,000 population), the list above would change somewhat:

- Allen
- Clark
- Elkhart
- Hamilton
- Hendricks
- Johnson
- Tippecanoe
- Boone
- Decatur
- Floyd
- Hancock
- Jackson
- Marion



FIGURE 3.7
Critical Counties Total Acres



OUTDOOR RECREATION
OUTDOOR RECREATION • OUTDOOR



WATERFOWL HUNTING

RECREATION • OUTDOOR
RECREATION • OUTDOOR

CHAPTER 4

Supply of Wetlands in Indiana

Chapter four examines the supply and types of wetlands in Indiana. Due to their rarity and threatened-habitat status, wetlands are a priority habitat type for acquisition for outdoor recreation purposes via the Land and Water Conservation Fund grant program. Nationwide, wetland habitats have slowly undergone resurgence after decades of removal, neglect, drainage, development and destruction. Each SCORP in the nation is required to have a chapter specifically addressing many aspects of wetlands. Topics include existing federal and state programs and initiatives, supply, types of wetlands commonly found in the state, and methods being used to restore or conserve them.

Definition and Traits (from the Emergency Wetlands Resources Act)

There are many definitions of wetlands. The most commonly accepted scientific definition is that used by the U.S. Fish and Wildlife Service (USFWS). In 1979, Cowardin, Carter, Golet and LaRoe published "Classification of Wetlands and Deepwater Habitats of the United States." The USFWS adopted this document as its standard for wetlands classification. The publication defines wetlands as "... lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water." Wetlands in this standard must also have one or more of the following traits.

1. Some of the time, the vegetation of the site consists mainly of aquatic plants.

And May Include One of the Following:

2. The underlying materials are mostly undrained, moist (wetland) soils.

OR:

3. The underlying materials are not actually soils, and are saturated with water or covered by water at some time during the growing season of each year. Examples include peat, sand or muck.

This definition and traits are used in some form by most state agencies that have the authority to create wetland conservation initiatives. The State of Indiana uses this definition in an almost identical form.

INDIANA WETLANDS LEGISLATION, INITIATIVES, AND RESOURCES

Section 303 of the Emergency Wetlands Resources Act (EWRA) of 1986, (16 U.S.C. Sections 3901-3932, Nov. 10, 1986, as amended 1988 and 1992) requires all SCORPs to "... address wetlands within that State as an important outdoor recreation resource ..." as part of the National Park Service SCORP review and approval process. The Indiana

DNR Division of Fish & Wildlife created the Indiana Wetlands Conservation Plan (IWCP) as required by, and consistent with, the EWRA's National Wetlands Priority Conservation Plan. The IWCP contains a lot of information about wetlands in Indiana and sets priorities for their identification and conservation. To view or download the IWCP, go to: wildlife.IN.gov/3350.htm.

Many of the wetlands conservation efforts in Indiana have begun shifting over to similar programs and staff within the Indiana Department of Environmental Management (IDEM). Its contact information is:

IDEM - Watershed Planning Branch
Wetlands, Lakes and Streams Regulation
100 North Senate Avenue
MC65-42, WQS IGCN 1255
Indianapolis, IN 46204

(317) 233-8488.

Hoosier Wetlands Conservation Initiative (HWCI)

The IWCP created the Hoosier Wetlands Conservation Initiative (HWCI) as the action component of the plan. The HWCI uses six tactics for conserving wetlands in Indiana:

1. Planning and implementing the IWCP through local wetland conservation partnerships.
2. Obtaining more scientific information about Indiana's wetland resources, with an emphasis on making conservation techniques that are effective and cost-efficient.
3. Providing positive incentives to motivate people to conserve and restore wetlands.
4. Providing educational opportunities for educational staff, landowners, schoolchildren, and other audiences to enhance community understanding of the functions and benefit of wetlands.
5. Acquisition (from willing owners) for the purpose of permanently protecting the highest priority wetlands.
6. Continuing the work of the IWCP's Wetlands Advisory Group and Technical Advisory Team as cooperative partners led by the DNR.

IWCP wetland conservation priorities

The IWCP separates the priorities for wetland conservation into two types.

1. Water quality, flood control and groundwater benefits
2. Biological and ecological functions

Priorities based on water quality, flood control and groundwater benefits are recommended to be made on the watershed or sub-watershed level. Criteria for identifying priorities based on these three aspects are given in Appendix E of the IWCP. Appendix F of the IWCP provides descriptions of the water management basins and watersheds of Indiana. According to the IWCP, priorities based on biological or ecological functions should be developed from the following criteria.

- Rarity of wetland type
- Presence of endangered, threatened or rare species
- Presence of endangered, threatened or rare species habitat, but species not yet identified at the site
- Diversity of native species
- Proximity of other valued ecosystem types
- Natural quality (amount/degree of disturbance or degradation)



BIRD WATCHING

- "Irreplaceability" (can the wetland type be re-created)
- "Recoverability" (can the wetland type recover from disturbance it has experienced)
- Size
- Location

The IWCP also states that these priorities should be identified based on the natural regions used by the DNR Division of Nature Preserves, the DNR Division of Fish & Wildlife, and other agencies and organizations. Appendix F of the IWCP identifies natural regions and wetland ecology found in each watershed. Appendix G of the IWCP describes wetland ecological communities. Recreation and historical benefits of wetlands are also mentioned in the IWCP as items to be considered when identifying priorities. Planners trying to create priorities for wetlands conservation in their area are highly encouraged to use the IWCP as a primary guidance

document. The entire text of the IWCP is available for free download at wildlife.IN.gov/3350.htm.

U.S. Dept. of Agriculture – Natural Resources Conservation Service (NRCS) Agricultural Conservation Easement Program (ACEP), and the Wetland Reserve Easements Program (WRE)

One of the largest wetlands conservation efforts in the state is the U.S. Department of

Agriculture – Natural Resources Conservation Service Indiana Wetlands Reserve Easements Program (WRE). Indiana began participating in the program in 2014, after the 2014 Farm Bill consolidated three former programs (the Wetlands Reserve Program, the Grasslands Reserve Program, and the Ranch Lands Reserve Program) into the new Agricultural Conservation Easement Program (see figure 4.1). The program is a voluntary landowner-

FIGURE 4.1
NRCS WRE MAP



SWIMMING



participation program that encourages protection, restoration and enhancement of wetlands on private property. The benefits of the WRE program (from the Indiana NRCS WRE 2014 Fact Sheet): <http://www.nrcs.usda.gov/wps/portal/nrcs/detail/in/programs/easements/acep/?cid=stelprdb1248149>):

“Wetlands Reserve Easements provide habitat for fish and wildlife, including threatened and endangered species, improve water quality by filtering sediments and chemicals, reduce flooding, recharge groundwater, protect biological diversity and provide opportunities for educational, scientific and limited recreational activities.”

Healthy Rivers Initiative

In June 2010, Gov. Mitch Daniels announced the Healthy Rivers Initiative (HRI), the largest land conservation initiative to be undertaken in Indiana. HRI includes a partnership of resource agencies and organizations that works with willing landowners to permanently protect 43,000 acres in the floodplain of the Wabash River and Sugar Creek in west-central Indiana and 26,000 acres of Muscatatuck River bottomlands in southeast Indiana.

These projects involve the protection, restoration and enhancement of riparian and aquatic habitats and the species that use them, particularly threatened, endangered, migratory birds and waterfowl. HRI will also benefit the public and surrounding communities by providing flood protection to riparian landowners, increasing public access to recreational opportunities such as hunting, fishing, trapping, hiking, boating, and bird-watching, and leaving a legacy for future generations by providing a major conservation destination for tourists.

Eight key objectives identified for the HRI:

- Design an effective model for sustainability of natural resources
- Connect fragmented parcels of public land on a broad scale to benefit wildlife diversity
- Restore and enhance riparian habitat, including wetlands and bottomland hardwood forests
- Protect essential habitat for threatened and endangered species
- Open public access for recreational opportunities (fishing, hunting, trapping, hiking, canoeing, bird-watching and boating)



- Preserve significant rest areas for migratory birds, especially waterfowl
- Create a regionally significant conservation destination
- Provide additional flood relief to current riparian landowners

Recent HRI “Years in Review”

- June 2013-June 2014: 1,525 new acres permanently protected, three new river miles protected, 1,894 acres opened to the public in two Conservation Areas.
- June 2014-June 2015: 1,626 new acres purchased, two new river miles protected, and a new Wabash River public access site built.

More details on the HRI are at dnr.IN.gov/6498.htm.

Benefits of Wetlands to Indiana’s residents (from the IWCP)

It is important for Indiana to conserve and restore wetlands whenever possible. Wetlands offer a significant set of financial, ecological and recreational benefits to Hoosiers, including:

- Flood control – Wetlands can store large amounts of storm runoff, such as the constructed wetlands and settling ponds at Miller-Showers Park in Bloomington.
- Groundwater inlet and outlet – Aquifers can receive and expel water as needed through wetlands, such as the recharge taking place in Celery Bog Park in West Lafayette.
- Improved water quality – Wetlands can act as a biological filter for pollutants such as fertilizers, animal wastes, road runoff, sediments, pesticides and more. Water filtered by wetlands costs less to treat and use as drinking water. Such filtering is used to treat acid coal mine drainage at the DNR Interlake State Recreation Area in Pike and Warrick counties.
- Sewage disposal – Constructed wetlands are being used as highly effective disposal methods for treated sewage from livestock farms and municipal wastewater. Constructed wetlands are being used for treated sewage disposal at The Farm at Prophetstown and Prophetstown State Park in Tippecanoe County.
- Fish and wildlife habitat – Wetlands are one of the most biologically diverse ecosystems in

Indiana. Many fish and wildlife species depend on wetlands for some or all of their food, shelter and water. Many species of plants also require the conditions found in wetlands to survive. Goose Pond Fish & Wildlife Area, near Linton, is being restored as diverse wetlands by a consortium of partners including the DNR, Natural Resources Conservation Service and others. One reason for this project is to re-establish historically diverse plant and animal communities.

- Soil stabilization – Wetlands slow erosion by slowing the movement of water through a watershed, and by holding down soil (especially on shorelines) with extensive aquatic root systems. IDEM has approved several projects on private property that use wetlands as part of a larger soil stabilization project.
- Food – Wetlands are an important source of food for both wildlife and humans, including edible plants, fish, shellfish, waterfowl, deer and other animals.
- Timber production – If managed carefully, valuable timber and forest products can be harvested from wetlands in a sustainable manner without harming the resource.
- Fun – Wetland areas offer many popular forms of outdoor recreation, such as canoeing, kayaking, fishing, hiking, nature photography, bird-watching, swimming, boating and sightseeing. Pisgah Marsh in Kosciusko County is an example of a multiple-use DNR Fish & Wildlife Area that actively supports many types of outdoor recreation.

INDIANA WETLANDS ACREAGE

Several different efforts are underway to provide a current inventory of wetlands acres in Indiana. These efforts attempt to update what, according to the 1996 IWCP, is the current best-available dataset for Indiana wetlands acres. That data set was created in 1991 by R.E. Rolley as part of the DNR’s Indiana’s Wetland Inventory project. At the time, Indiana had approximately 813,000 acres of wetlands divided into seven basic types. (see table 4.1), the Rolley Data Table.

For comparison, it has been estimated that in the 1780s, as the first settlers arrived, Indiana had approximately 5.6 million acres of wetlands. This indicates that Indiana had lost approximately 85% of its wetlands to agriculture, roads, community development, pollution, vegetation clearing and other land uses.

Since 1991, there have been significant additions to the State’s wetlands. The 8,064-acre Goose Pond Fish & Wildlife Area and more than

TABLE 4.1 Indiana Wetland Acres (Rolley, R.E., 1991)

Wetland Habitats	Acres	Percent of Total
Scrub-Shrub	42,131	5.2
Forested	504,336	62.0
Wet Meadow	55,071	6.8
Shallow Marsh	67,564	8.3
Deep Marsh	20,730	2.5
Open Water	98,565	12.1
Other	24,633	3.0
TOTAL	813,032	100

SCENIC WALKING





REENACTMENT

three-quarters of a mile of fen at Prophetstown State Park in Tippecanoe County are two examples. If the newly acquired acreage from the HRI is added to these examples, along with other new piecemeal wetland acreage added statewide, gains in the total wetland inventory in Indiana are likely, but such gains are not yet provable with expert-verified data on a statewide basis. The results from expert-verified wetlands inventories taking place now should reflect change and improvement in wetland conservation and enhancement in Indiana. Even greater improvements may be possible.

As many other states, Indiana once placed a greater priority on the development or conversion of wetlands to other uses. For example,

historically, many farmers saw wet bottomlands as a nuisance to be drained and turned to field agricultural purposes. They did not view them as a useful natural resource to be conserved or protected. With today's greater understanding of the ecological importance and other benefits of wetlands, as well as recognition of their biodiversity and utility, attitudes toward wetlands have shifted toward conservation, remediation and enhancement. The IWCP identifies some of the habitat lost or converted as well as areas that need to be restored. State, federal, private and not-for-profit organizations are working together to identify, purchase and restore more of the former wetlands to their original glory.

OUTDOOR RECREATION OUTDOOR RECREATION • OUTDOOR



ACCESSIBILITY

RECREATION • OUTDOOR RECREATION • OUTDOOR

CHAPTER 5

Accessibility and Outdoor Recreation

This chapter addresses common challenges and issues that park professionals and other interested persons face when trying to make their programs, services and activities accessible to people with disabilities. Included is information about requirements, pertinent legislation, guidelines and potential resources.

WHO BENEFITS FROM ACCESSIBILITY

Most recreational programs have faced the challenge of having to do more with less in terms of financial resources, personnel and time. That might make it tempting to argue that accessibility costs too much. But have you thought about the cost of not providing access to people in general, not just "people with disabilities?"

Accessibility certainly benefits people with disabilities, but it also helps many people who are not legally disabled. For example, a ramp benefits the:

- Family with large, heavy gear and folding chairs
- Parent with a child in a stroller
- Older person with bad knees
- Person on crutches coming back from a skiing holiday

- Park employees unloading equipment from a boat
- Young artist with heavy paints and easel
- School group on a field trip, whose students are less likely to stumble
- Couple carrying a heavy lunch basket
- Emergency fire or medical personnel responding with a gurney and equipment

According to the U.S. Census Bureau, more than one in five Americans, approximately 54 million people, have a disability. In Indiana, about 900,000 people, age 5 and older, reported having a disability. These numbers represent the largest minority group in the nation. These people have spouses, children, relatives and friends. They belong to churches, support groups and social organizations. As more people live longer and naturally encounter disabling conditions, and more veterans return home with disabilities, it takes little effort to see that everyone benefits from accessibility.

People with disabilities (according to the U.S. Census Bureau) have \$220 billion in discretionary spending power. The Open Doors Organization released a 2015 Market Study that showed American adults with disabilities now spend \$17.3 billion annually on just their own travel. Such travel provides the following benefits, as listed below.

Legal Benefits

- Avoidance of arbitrations/mediations
- Avoidance of court cases

Technical Benefits

- Ramps are easier to manage/clean
- Accessibility features require little if any extra effort
- Accessibility features are good for all, not just people with disabilities
- Improvement of use of facilities

Economic Benefits

- Increase in productivity—spend less time defending complaints
- Reduction in costs for maintenance and support
- Decrease in injury claims for public and work force
- Increase in profits from greater participation

Public Relations Benefits

- Property is seen as inclusive and forward-looking
- Avoidance of complaints
- Avoidance of negative media coverage

NOTHING NEW

For more than 47 years, as required by the Architectural Barriers Act of 1968 and the Rehabilitation Act of 1973, federal government agencies and entities that receive federal funds had to make their facilities and programs accessible to people with disabilities.

In 1990, more than 25 years ago, Congress enacted the Americans with Disabilities Act (ADA), which extended accessibility and non-discrimination requirements in five areas: employment, public services, public accommodations, telecommunications and miscellaneous provisions.

State and local governments, including counties, cities, towns and townships, are covered by Title II of the ADA (public services). Likewise, commercial and non-profit parks-and-recreation providers are covered by Title III (public accommodations) because they provide services to the public. These organizations include non-profit groups such as Friends of specific parks and trail groups, YMCAs, and Boys and Girls Clubs, as well as commercial entities that provide canoe rentals, fitness facilities, go-cart racing, amusement parks, ski resorts, rafting, bowling alleys, etc. If you are involved with the public, via government or private business, you have had to provide accessible facilities, programs and services for years.

STANDARDS AND GUIDELINES

Start with the best, most current information. The two standards to start with are—the 2010 ADA Standards for Accessible Design and Architectural Barriers Act (ABA) Accessibility Standards. Following these standards will satisfy all requirements, but please make sure that there are not more-stringent local codes.

The ADA is a comprehensive civil rights law that prohibits discrimination on the basis of disability. The ADA requires that newly constructed and altered state and local government facilities, places of public accommodation, and commercial facilities be readily accessible to, and usable by, persons with disabilities. To continue to guide this process, the 2010 ADA Standards for Accessible Design took effect March 15, 2012. The Department of Justice (DOJ) adopted the 2010 ADA Standards for Accessible Design as

part of the revised regulations for Title II and Title III of the ADA of 1990. The Standards are at: ada.gov/regs2010/titleII_2010/titleII_2010_regulations.htm.

The Standards set minimum requirements—both scoping and technical—for new construction and alterations of the facilities of more than 80,000 state and local governments and more than seven million businesses. Until the 2012 compliance date, entities could use the revised standards to plan current and future projects so that their buildings and facilities would be accessible. After March 15, 2012, all entities had to use the 2010 standards.



In addition to the official version of the 2010 standards, the DOJ website provides important guidance about the standards that is compiled from the Title II and Title III regulations. This guidance provides detailed information about the adoption of the 2010 standards, including changes to the standards, the reasoning behind those changes, and the response to public comments received on these topics.

The 2010 Standards for Accessible Design contains codified specifications for these recreational facilities:

- Amusement Rides
- Recreational Boating Facilities
- Exercise Machines and Equipment
- Fishing Piers and Platforms
- Golf Facilities
- Miniature Golf Facilities
- Play Areas
- Saunas and Steam Rooms
- Swimming Pools, Wading Pools and Spas
- Shooting Facilities with Firing Positions

Achieving accessibility in outdoor environments has long been a source of inquiry due to challenges and constraints posed by terrain, the degree of development, construction practices and materials, and other factors.

The U.S. Access Board has issued requirements that are now part of the Architectural Barriers Act (ABA) Accessibility Standards and apply to national parks and other outdoor areas developed by the federal government. They do not apply to outdoor areas developed with federal grants or loans. A guide that explains these requirements is at access-board.gov/guidelines-and-standards/recreation-facilities/outdoor-developed-areas/a-summary-of-accessibility-standards-for-federal-outdoor-developed-areas.

The new provisions address access to:

- Trails
- Picnic and camping areas
- Viewing areas
- Beach access routes
- Other components of outdoor-developed areas on federal sites when newly built or altered.

They also provide exceptions for situations in which terrain and other factors make compliance impracticable. The new requirements are located in sections F201.4, F216.3, F244 to F248, and 1011 to 1019 of the ABA Standards.

Through later rulemaking, the U. S. Access Board intends to develop guidelines for non-federal outdoor sites covered by the ADA and areas developed with federal grants and loans covered by the ABA.



FISHING

Although accessibility specifications for these recreational facilities are not yet adopted by standard-setting agencies, they are considered “best available information” and should be used when constructing new or altering existing facilities.

It is a common misconception of facility managers and building owners that facilities built before accessibility standards do not need to make accessibility modifications, or are “grandfathered.” On the contrary, each state and local government entity is required by Title II to conduct a self-evaluation of the accessibility of programs and facilities, and create a corresponding Transition Plan to correct identified accessibility deficiencies. Because many facilities built before accessibility standards are mostly inaccessible, the Transition Plan must include ways to remove barriers from these facilities. And according to regulation accessibility standards, altering a facility triggers the need to use the current accessibility standards.

PROGRAM ACCESS

Program accessibility was first legislated in Section 504 of the Rehabilitation Act of 1973, which states that “No otherwise qualified individual with a disability in the United States,

as defined in section 7 (20), shall, solely by reason of her or his disability, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving federal financial assistance, or under any program or activity conducted by any Executive agency or by the United States Postal Service.”

This important principle was also written into the ADA legislation: “A public entity may not deny the benefits of its programs, activities, and services to individuals with disabilities because its facilities are inaccessible. A public entity’s services, programs, or activities, when viewed in their entirety, must be readily accessible to and usable by individuals with disabilities. This standard, known as program accessibility, applies to all existing facilities of a public entity. Public entities, however, are not necessarily required to make each of their existing facilities accessible. (U.S. DOJ, ADA Title II; 1990)”

In essence, program accessibility applies to almost anything. Although you may not be constructing new or altered facilities, program access may require making physical changes to your facilities. Program access may also require changing policies, practices and procedures. Consider the following scenarios:



ACCESSIBLE PLAYGROUND

- The parks department main office is in an inaccessible building built in the 1950s. The department retrofits the building so that the parking, route to the building, public offices and support facilities such as public restrooms are accessible to the public.
- Signs interpreting the natural and cultural history of the area are provided on a trail. Audio tours may be used to effectively communicate to a person with low or no vision the information in the interpretive displays.
- Parks board meetings usually are held in an inaccessible historic building. The new parks board members decide to officially move the meeting to an accessible location that allows all interested members of the public, regardless of ability, to attend without prior notification.
- The parks department offers movie nights each Friday in September. Staff ensures captions are turned on for each movie for people who are hard of hearing or deaf.

In its 2010 revision of Title II ADA regulations, the rule expanded on its mobility devices guidance by adding that Other Power-Driven Mobility Devices (OPDMD) are acceptable. The DOJ defines OPDMD as “any mobility device powered by batteries, fuel or other engines—whether or not designed primarily for use by individuals with mobility disabilities—that is used by individuals with mobility disabilities for locomotion ... but that is not a wheelchair” According to this new regulation, public entities must permit the use of OPDMDs by people with mobility impairments unless the entity can otherwise demonstrate that a specific OPDMD creates safety or programmatic issues. The regulation provides assessment factors to assist public entities in determining whether specific classes of OPDMD can be allowed in a particular facility. Questions regarding the application of this new regulation should be directed to the DOJ or the Great Lakes ADA Center.

Public entities with 50 or more employees are required by Title II to designate an employee to coordinate ADA compliance. This requirement is often met by hiring or designating an accessibility coordinator. The accessibility coordinator should know the entity’s structure, activities and employees; know applicable laws and how to meet them; and know about varying types and severity of disabilities. The accessibility coordinator can assist the parks-and-recreation department in identifying and solving potential program accessibility issues, respond to grievances, and assist with staff training. Proper staff training is key to ensuring programs and services are accessible. Disability awareness and accessibility training should be provided for all staff and volunteers. Training helps ensure that visitors with disabilities are treated with respect and that

requests for accommodations are met with an appropriate response (DOJ ADA Guide for Small Towns - ada.gov/smtown.htm).

MEASURE, MARK AND MEASURE AGAIN

You have probably heard this rule of thumb before. It refers to making sure you cut correctly the first time. But it can extend to the philosophy of doing things correctly and planning for more than the minimum. Throughout the process, design for more than the minimum. For example, the range for the height of grab bars in a restroom is 33-36 inches from the floor to the top of the gripping surface. Shooting for 34 or so will give you plenty of wiggle room. It will not cost more. Even if a contractor makes a small adjustment, you will still be safe.

In addition, you should understand that the ADA standards were developed by a number of individuals with a variety of interests and perspectives. Building to the Standards will accommodate many but not all people with disabilities. Exceeding the standards, where possible, will provide increased accessibility and opportunities for even more people. For example, incorporating Universal Design concepts will provide greater access for those with more severe disabilities.

The term “Universal Design” was coined by architect Ronald L. Mace to describe the concept of designing all products and the built environment to be aesthetic and usable to the greatest extent possible by everyone, regardless of age, ability, or status in life. In most instances, the increased cost is negligible but the benefits are significant.

Examples might be:

- Smooth, ground-level entrances without stairs or a separate ramp
- Surface textures that require less force to travel across
- Wide interior doors, hallways and alcoves with 60” x 60” turning space
- Single-hand operation with closed fist for operable component, like door and faucet handles
- Light switches with large, flat panels rather than small toggle switches
- Buttons and other controls that can be distinguished by touch
- Bright and appropriate lighting, particularly task lighting
- Instruction that presents material both orally and visually

Consider your preferences and desires. Would you be more inclined to take your family to a well-kept, clean park or, when seeing trash or unmowed areas, just move on and not go to that park at all? The same idea holds for exceeding

requirements. Clearly, an area that the community can be proud of will be less likely to be defaced or vandalized. Having a model facility will draw in people and support from a wider area. This is a major reason for maintaining and improving parks and other recreation areas.

PRODUCTS, DESIGNERS AND CONSULTANTS

Perhaps almost daily, many parks-and-recreation professionals are responsible for choosing products for use in the facilities at which they work. Whether these products are additions or replacements, the professional often must determine how it meets accessibility standards.

requests for qualifications (RFQ) may be posted. If so, ask for information regarding accessibility compliance.

After you hire a company, have a knowledgeable person on your parks-and-recreation staff review plans for accessibility and other concerns before bidding. Work with that person on the bid document to include language regarding the liability of the contractor regarding accessibility. Include people with disabilities in the process. Asking for this input/perspective not only provides a view from fresh eyes, but also publicizes your program.



ARCHERY

Picnic tables, benches, play structures and surfacing, sinks, lockers, and drinking fountains are among the many products that need to be accessible. It is important for the buyer to investigate potential products rather than relying solely on a vendor's claim of accessibility or "ADA approved." For guidance, refer to "ADA Approved and Other Accessible Product Myths: Choosing Products to Improve Access at Your Parks & Facilities," at ncaonline.org/resources/articles/ada_approved.shtml.

In addition to purchasing products, parks-and-recreation practitioners also work with designers and consultants during capital projects. Before hiring a company, practitioners should ask how much accessibility experience its staff has. While many architects, landscape architects and engineers are aware of accessibility, it is not necessarily their main focus while designing and constructing a new facility or doing rehabilitation projects. Before hiring a designer or consultant,

WRAP-UP AND RESOURCES

Our intent is to provide the tools necessary to ensure that whatever program you develop will be the best it can be for all. No one, including people with disabilities, wants to be unnecessarily singled out or treated differently. We want all people to enjoy natural resources in as natural an environment as possible, but we also want to make sure we do not create unnecessary barriers. Please contact the following resources for free accessibility information and/or technical assistance.

U.S. Department of Justice

Find out more about the ADA or the 2010 ADA Standards for Accessible Design using the toll free ADA Information Line at 800-514-0301 (Voice) or 800-514-0383 (TTY), or go to ada.gov.

The U.S. Access Board

The Access Board is an independent federal agency devoted to accessibility for people with disabilities. Created in 1973 to ensure access to federally funded facilities, the board is now a leading source of information on accessible design. The board develops and maintains design criteria for the built environment, transit vehicles, telecommunications equipment, and electronic and information technology. It also provides technical assistance and training on these requirements and on accessible design, and continues to enforce accessibility standards that cover federally funded facilities.

United States Access Board
1331 F Street, NW, Suite 1000
Washington, DC 20004-1111

Phone (voice): (202) 272-0080
Toll free: 800-872-2253
Phone (TTY): (202) 272-0082
Toll free: 800-993-2822
Fax: (202) 272-0081

access-board.gov

Email: info@access-board.gov

Great Lakes ADA Center

The DBTAC-Great Lakes ADA Center provides information, materials, technical assistance and training on the ADA. Topics addressed include the nondiscrimination requirements in employment, the obligations of state and local governments and business to ensure programs, services and activities are readily accessible to and usable by people with disabilities. This pertains to access to the information technology used by these entities, including but not limited to websites, software, kiosks, etc.

Great Lakes ADA Center
University of Illinois at Chicago
Institute on Disability and Human
Development (MC 728)
1640 W. Roosevelt Road, Room 405
Chicago, IL 60608

Phone: (312) 413-1407 (V/TTY)
M-F 8 a.m.-5 p.m. CT
Phone: 800-949-4232 (V/TTY)
M-F 8 a.m.-5 p.m. CT
Fax: (312) 413-1856

adagreatlakes.com

National Center on Accessibility

The National Center on Accessibility is a nonprofit center operating under Indiana University in Bloomington. The center offers information, training, research, technical assistance, and consultation on issues related to accessibility to parks, recreation programs, activities and services.

National Center on Accessibility
Indiana University Research Park
501 N. Morton Street, Suite 109
Bloomington, IN 47404

Phone: (812) 856-4422
TTY: (812) 856-4421
Fax: (812) 856-4480

ncaonline.org

Email: nca@indiana.edu



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TRAIL HIKING

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CHAPTER 6

Indiana Trails Plan

2016 TRAILS PLAN BACKGROUND

This chapter of the SCORP serves as an update to “2006-2016 Indiana State Trails, Greenways, and Bikeways Plan—Hoosiers on the Move.” The plan was created by the DNR Division of Outdoor Recreation, with help from Indiana’s Department of Transportation, the Governor’s Council on Physical Fitness and Sports, the Office of Tourism, and the Economic Development Corporation, among others. The 2006 Trails Plan was written as a 10-year strategic plan after public input was gathered from vital stakeholders, trail users, local governments and other cooperating agencies.

Beginning in 2014, DNR Outdoor Recreation worked to create a public-input-based update to that 10-year plan. Due in part to the increasing speed of advancements in trails in Indiana, DNR Outdoor Recreation anticipates doing this update on a five-year rotation that matches future SCORP cycles.

Before delving into the trails plan for the next five years, consider some of the accomplishments since the creation of Hoosiers on the Move in 2006. Hoosiers on the Move set a statewide goal of having a trail within 7.5 miles or 15 minutes of all Hoosier residents by 2016. The plan also established a visionary system of statewide interconnected trail arterials. When Hoosiers on the Move was released, 82.9% of Indiana residents had a hiking, biking or

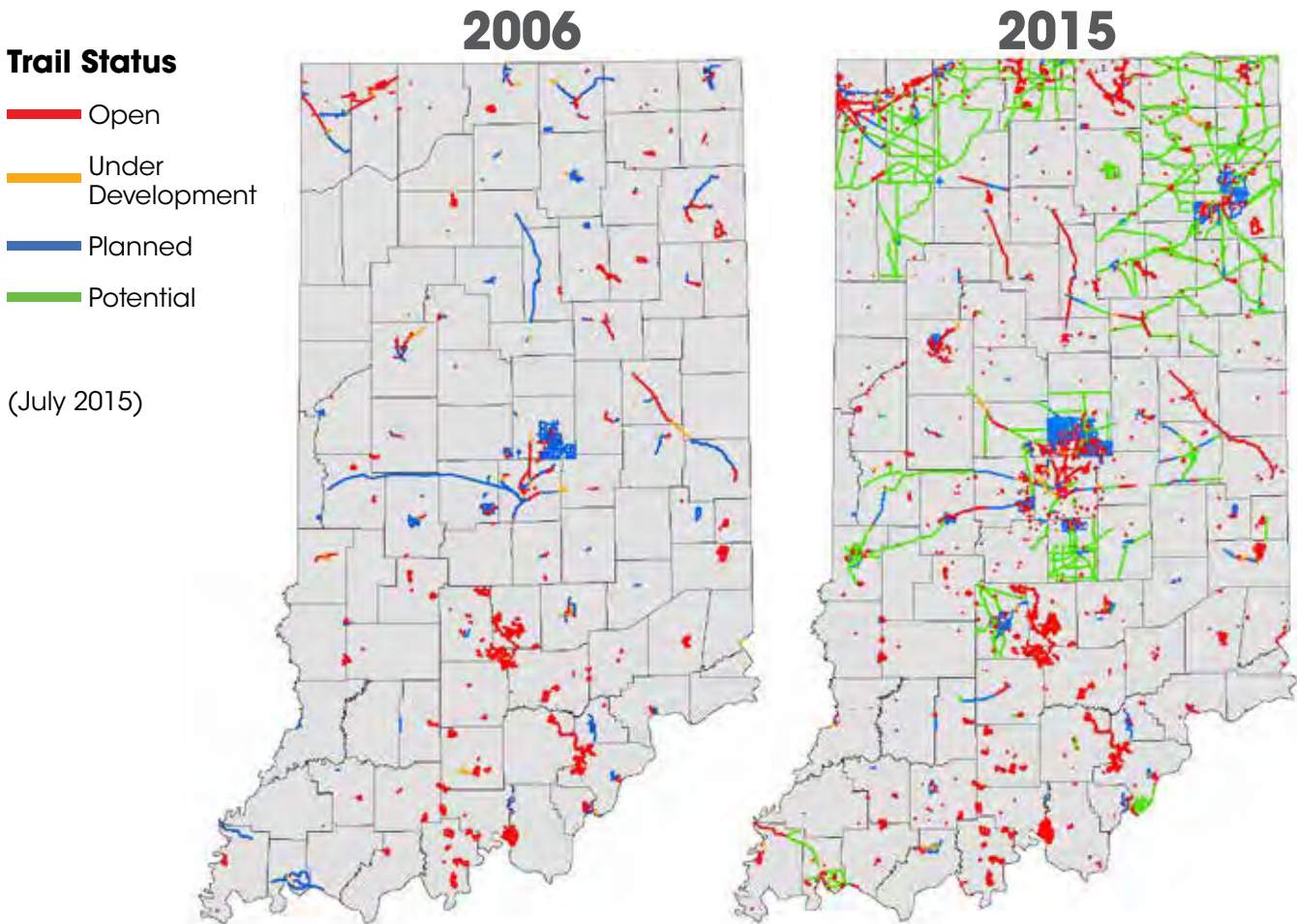
equestrian trail within 7.5 miles of their home. As of July 2015, Indiana had a trail within 7.5 miles of 98.3% of all Hoosier residents, a 15.4% increase. This analysis excludes boating/water trails and trails open for use by motorized vehicles (see figure 6.4).

In 2014, Gov. Mike Pence set a new goal for Hoosiers on the Move — having a trail within 5 miles of all Hoosier residents. As of July 2015, Indiana had a trail within 5 miles of 93.9% of all Hoosier residents. This is nearly a 24% increase over the 70% of residents who lived within 5 miles of a trail in 2006. Again, this analysis excludes boating/water trails and trails open for use by motorized vehicles.

In 2006, Hoosiers on the Move established a visionary statewide system of interconnected arterial trails. The priority visionary system of trails would be nearly 1,000 miles long when complete. In 2006, a total of 132 miles of this visionary system were finished. As of July 2015, an additional 215 miles of this system was complete, more than doubling the miles of completed visionary trails since 2006 (see figure 6.3). At least another 23 miles are expected to be completed by the end of 2015. This would put the priority visionary trail system at more than 37% complete by the end of 2015.

Using trail miles calculated from actual geography as opposed to reported or estimated mileage, there were 1,542 miles of trail open to the public in 2006. As of July 2015, the Indiana Trails

FIGURE 6.1 Indiana Trails 2006 & 2015



Inventory Database showed 3,585 miles of trail open to the public. More than half of this increase of 2,043 miles of open trail that was added to the inventory during the past 10 years existed before 2006, so an estimated 935 miles of new trail have been added. An additional 106 miles of trail are in the process being acquired or developed (see figure 6.1).

TRAILS PLAN UPDATE: PUBLIC INPUT

The 2016-2020 Indiana State Trails Plan Update’s public-input methodology included all-new public and stakeholder input, a trails-planning charrette, an extensive online stakeholder survey, and additional research. The results from all of these input methods will be used to update the 2006 plan with new goals, an updated visionary trails system map, and more.

Timeline for Public Input Methodology

2014

January-February: Begin gathering trends information and research materials.

March-July: Trail User public survey begins; statewide survey ran until July 2014.

May: “Bicycle/Pedestrian Trail Network Gathering” at Carmel Parks and Recreation’s Monon Center in Carmel (Hosted by IPRA, The Greenways Foundation, the Indiana State Dept. of Health, and DNR); 20 trails stakeholders were present for the meeting. Oral input was gathered from the stakeholders present.

July: 2014 Indiana Trails Charrette; July 11, Indiana Government Center South Conference Center. Meeting was intended for trails stakeholders; 87 stakeholders accepted invitations, and 85 signed in at the charrette. Oral input was gathered, recorded on maps, and recorded on comment sheets for later tabulation.

July-August: 2014 Indiana Stakeholder Online Survey; survey ran online from July 15 through Aug. 15, 2014. The Online Survey Link was emailed to more than 250 stakeholders or representatives of stakeholder groups statewide, who were invited to share the link with members of their organizations as well as with other interested parties. All completed online surveys were accepted. A total of 495 valid, completed surveys were received by the deadline.

2015

May-July: The entire list of stakeholders and interested parties from the 2014 online survey was asked to review and comment on the newly completed draft of the Trails Plan Goals, and the Visionary Trail System Map. Fifteen written comments were received and recorded. All comments were considered carefully. Those that were applicable were added to the final draft of the goals and the map.

What the Indiana Trail User Public Said about Trails

As reported elsewhere in the SCORP, the respondents in the 2014 Trail User Survey said:

- Walking was the most common trail activity.
- Walking, as a trail use, was three to four times more likely to occur than most other activities.
- More than 80% of survey respondents used trails for walking sometime each year.
- The top three trail activities were:
 - Walking
 - Bicycle Touring (casual, tour or both)
 - Using trails for alternative transportation routes.
- The top three reasons why respondents use trails were:
 - Pleasure, Relaxation, Recreation (53%)
 - Health/Physical Training (32%)
 - Family or Social Outing (35%).
- Almost half of respondents said they would not spend more than \$100/year on their use of trails.

What the Stakeholders at the Trails Gathering Said about Trails

DNR staff used the stakeholders present at the Trails Gathering in May 2014 as a sounding board about their concerns or difficulties in operating, maintaining or creating new trails. The group came up with the following list, which is not presented in priority order:

- Current state law/rail-banking laws
- Federal funds; INDOT grants
- Maintaining what we have (short term and long term)
- Adjacent landowners
- Funding
- Easements/covenants
- Permits
- Manpower

- No tie-in/cooperation with state tourism or INDOT planning
- Community involvement
- Fencing issues
- Low population areas (outliers)
- Crossing jurisdictions
- Wetland mitigation
- Liability insurance
- Political Action Committee (PAC) potential

DNR staff present took note of all concerns voiced by the group and used them to start discussions in the other public-input opportunities during this process.

What the Participants at the 2014 DNR Trails Plan Charrette Said

The main reason for the charrette was to gather opinions from Indiana trail stakeholders, then work together to review and make recommendations toward a new Visionary Trail System Map for Indiana. This was done via regional breakout sessions, and during a full-group, statewide session discussing ideas and suggestions for changes to the Visionary Trails. The newly revised statewide Visionary Trail System Map is included in this Trails Plan Update.

The other mission of the charrette was to gain more feedback from the stakeholders. Some issues, ideas and concerns brought up included:

- Is there a possibility of legislative protection for the visionary system?
 - First right of refusal to purchase (state, local or non-profit)
 - Local planning and zoning
- Trails to and through state parks
- On-road bike routes and intersections with trails
- Prioritize criteria for funding getting trails off-street
- Trail Maintenance Fund (IC 14-19-10)
 - Summer study committee (DNR to administer?)
 - Who distributes funds? Distribution formula?
 - Sources of funding?
 - Optional tax on license
 - Statewide recreation tax (collected at point-of-sale—bikes, shoes, etc.)
 - County wheel tax
 - County food and beverage tax
 - Policy – Land disputes and highway crossing maintenance

- IC 8-4.5-6 et seq.
 - Repeal?
 - Modify?
 - Goshen legal case? John Yoder, RTC Attorney Letter
 - IC 8-4.5 could come up under IC 14-19-10
- Indiana Recreational Use Statute: IC 14-22-10-2
 - Modification to protect landowners adjacent to trails (as needed)
- Redefine what a trail is, i.e., not just for recreation
- Hierarchy of trails
 - National
 - State
 - Multi-county
 - Local
- Supreme Court
 - Indiana Department of Transportation/ DNR railbanking funding – Underlying landowners may still need compensated even if railbanked.
- Endowments

This list was taken into account, and much of it was incorporated into the Online Stakeholder Survey to provide the chance for more-detailed query and response from a broader cross-section of stakeholders.

Highlights from the 2016 Trails Plan Online Stakeholder Survey

The 2016 Trails Plan Online Stakeholder Survey was intended to gather broader input on a wider array of ideas, questions and concerns than was collected during the Trails Plan’s public-input process. The online survey was also sent further afield, to a greater number of stakeholders, than all previous efforts. The purpose was to increase the variety of respondents.

Online survey respondents reported the following:

- Annual trails development and land acquisition budgets ranged from \$0 to “changes yearly,” to \$1 million/year.
- Annual trails maintenance budgets ranged from \$0 to as much as \$70,000/year.
- 53% of agencies or organizations had a five-year or 10-year trail system master plan in place; 47% did not have a plan.
- 47% of agencies or organizations had a trail maintenance plan; 53% did not.
- 85% of communities or organizations did not charge fees for trail use; 15% did charge fees.

Respondents agreed or strongly agreed with the following items:

- State legislation supporting former railroad corridor acquisition
- Standardized trail signs and symbols
- Incorporating trails into roadway improvements to help alternative transportation
- The need for research for solutions to trail problems in development, planning and maintenance
- Involving adjoining landowners and businesses in trails planning, development and management
- Current funding of trail maintenance and operations is inadequate

When planning and designing trails, did respondents try to connect community destinations such as schools, recreational facilities, commercial districts and cultural historic sites? (All answers that apply could be chosen)

- Yes..... 45%
- Not applicable 38%
- No funding 13%
- No, community destinations are too spread out to consider 5%
- No time to plan and design trails for connecting community destinations..... 5%
- The community has no interest in connecting community destinations..... 1%

The top five reported methods respondents use to address staffing issues were:

1. Increased use of volunteers
2. Friends of the trail groups
3. Partner with local non-profits
4. Partner with government agencies
5. Partner with local businesses and for-profit agencies

The top five reported methods respondents use to address trail land acquisition needs were:

1. Recreational Trail Program grants
2. Cooperation with private landowners
3. INDOT programs (all types)
4. DNR Heritage Trust or Bicentennial Nature Trust Programs
5. Utility corridors

The top five reported outside organizations respondents coordinated with to develop their trail system were:

1. State government
 2. Non-governmental organizations (such as non-profits/friends groups)
 3. County government
 4. City government
 5. Town government
- (Federal Government was reported as 6th).

A full set of results for this survey are in the SCORP Appendices.

Highlights from the Final Comment Period for the Draft Trails Plan Goals and Visionary Trail Map

In mid-May 2015, the extended list of trail stakeholders and other interested persons statewide were given a final opportunity to read, review and comment on the draft Trails Plan Goals and Visionary Trail Map. An email blast, supplemented by news releases and other electronic media, shared the call for final comment beginning in May, and ended on July 1, 2015. Copies of the previous and latest Trails Plan Goals and Visionary Trail Map were included for review and comparison. Fifteen people responded in writing to the call for comments, and these responses varied enormously, from very narrow off-topic requests for repairs to specific trails to well-thought-out, highly detailed recommended additions to both the Trails Plan Goals and the Visionary Trail Map.

Here is a small sample of the 15 comments:

- "We reviewed the 2015 Trails Plan Goals and find them very worthy..."
- "We hope the trail plans will include horse riders of Indiana. So many of the trails are already closed to horses."
- "... the plan talks a lot about supporting legislators, planners/designers, organizations, managers and citizens interested in all aspects of trail planning, development and design, but never actually talks about what types of support that is ... a toolbox, speakers bureau, etc."

2016 TRAILS PLAN UPDATE - GOALS

INDIANA TRAILS GOAL:

A trail within 5 miles of all Indiana residents by 2020.

Objective 1: Partner with federal, state, local, not-for-profit and private entities in order to leverage resources to build and maintain a statewide network of trails.

Objective 2: Support non-state entities that acquire, develop, operate and maintain trails.

Strategy 1: Improve coordination of trail development, planning and design at local, state and federal levels.

Action 1: Encourage interested and affected representatives, including urban and rural landowners, not-for-profits, foundations, the agriculture community, businesses, developers, utility companies, public transit and governmental entities to get involved in all phases of developing new trails.

Action 2: Secure the participation of representatives in the health and wellness profession and related businesses, such as insurance and pharmaceutical industries.

Action 3: Ensure that trails are included in utility right-of-way improvements, road right-of-ways, road abandonment and bridge development and expansion projects.

Action 4: Include engineers, architects and planners during all phases of trail development to ensure natural resource preservation and Americans with Disabilities Act (ADA) compliance.

Action 5: Foster a working statewide support network composed of agencies, legislators, planners/designers, businesses, foundations, organizations, trail managers and citizens interested in trail development.



JET SKIING

Action 6: Review laws, policies, traditions, etc. that directly or indirectly impact trail development and seek revisions as deemed necessary.

Action 7: When planning for trails and shared road bicycle routes, encourage connectivity of all state and local destinations where people live, work, learn and play.

Strategy 2: Increase trail funding to provide trails to meet present and future demand.

Action 1: Advocate for stable, long-term state and federal funding mechanisms for acquisition, development, maintenance and operations of trail facilities.

Action 2: Encourage local initiatives for trail funding.

Action 3: Encourage and provide incentives for private funding for trails from such entities as foundations and corporations.

Action 4: Include funding for long-term trail maintenance in operational budgets.

Action 5: Encourage and support public, private, and not-for-profit organization partnerships that work to acquire and develop sustainable trails and bikeways.

Strategy 3: Acquire more land for trails.

Action 1: Identify and extend opportunities for intra-state and inter-state trail connections.

Action 2: Improve the acquisition process of former railroad corridors for trail development.

Action 3: Advocate that trails be included in land-use planning, including re-negotiation of road right-of-ways and bridge developments.

Action 4: Advocate that developers be required to set aside land for trails and/or accommodate for development of proposed trails.

Action 5: Expand the number of areas available for the legal use of off-highway vehicles, off-road bicycles, equestrians, and water trail users.

Action 6: Encourage co-location of trail facilities within existing and future utility corridors and levee corridors.

Strategy 4: Provide increased education about trails and trail benefits.

Action 1: Encourage and support research on Indiana trails and related issues.

Action 2: Inform the public about the health, economic and social benefits of trail use.

Action 3: Develop and distribute educational materials about appropriate trail use, environmental ethics and trail etiquette.

Action 4: Increase public awareness of trails, trail locations and trail access points via the Internet and other promotional/marketing media.

Action 5: Install signs that interpret natural, historical and cultural features of trails, and install multilingual signs where appropriate.

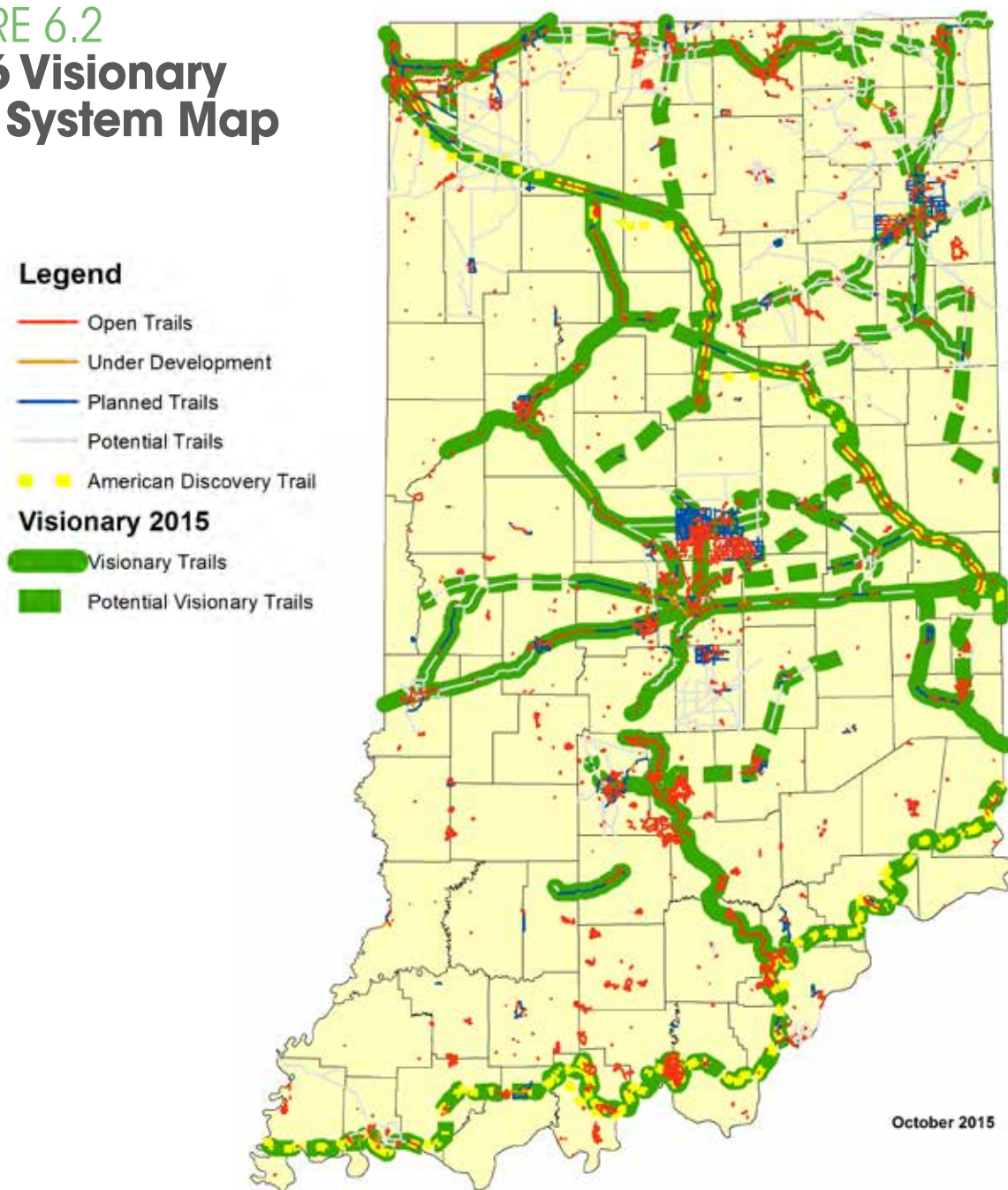
Action 6: Encourage the development of design guidelines that use standardized signs and symbols to designate trail activities and facilitate trail navigation statewide.

Action 7: Include health and wellness education information within trail maps and guides.



SNOWMOBILING

FIGURE 6.2
2016 Visionary
Trail System Map



**2016 TRAILS PLAN UPDATE -
 VISIONARY TRAILS SYSTEM**

**What the Visionary Trails System Actually Is,
 and What It Isn't**

The Visionary Trails System is a collection of trail corridors that provide a backbone for connected trails throughout Indiana. The main purpose of the map is to show trail developers and planners where the priority trails are and how future development could fit into this network. For the Visionary Trails that are yet to be completed, the routes are intended to be broadly defined corridors within which trails are proposed or trail-potential exists. This Visionary Trails System was

created using input from trail providers, community planners and trail users. Trail corridors within the system must cross two or more counties and/or connect two visionary trails. A visionary trail must be completed, under development, or formally planned/actively supported (see figure 6.2).

The system is not a construction plan or a system the State of Indiana is unilaterally building. Rather, it encourages all levels of government and other trail providers to build trails along the corridors or connect to them. It is even possible for new trail groups to come together with a goal to build sections of trail with high priority. Some trail-funding programs encourage development of the Visionary Trail System by emphasizing it in applications for funding.

Two types of visionary trails are identified within the Visionary Trails System. Priority visionary trails include trails that are completed, being developed and/or are formally designated and planned with a higher degree of certainty of being completed. Potential visionary trails have a lesser degree of public planning and support but show some promise of rising to the level of priority visionary trail and of ultimately being completed. Lists of the priority visionary trails and the potential visionary trails follow.

Priority Visionary Trails

- American Discovery Trail (ADT Northern Route across Indiana)
- B&O Trail in Marion and Hendricks counties
- Cardinal Greenway from Richmond to Marion, Sweetser, Converse and Bunker Hill
- Covered Bridge Gateway Trail in Vigo and Parke counties
- Farm Heritage Trail in Boone and Clinton counties
- Knobstone Trail/Tecumseh Trail from Deam Lake to Martinsville
- Marquette Greenway in Lake, Porter and LaPorte counties
- Midland Trace from Lebanon to Noblesville
- Milwaukee Road Transportation Trailway from Bedford to Indian Springs
- Monon Trail/Cultural Trail in Marion and Hamilton counties
- National Road Heritage Trail from Terre Haute to Richmond
- Nickel Plate Trail from Kokomo to Rochester
- Panhandle Pathway from Logansport to the Erie Trail
- Pumpkinvine Trail/St. Joseph River corridor/ Maple City Greenway in St. Joseph, Elkhart and LaGrange counties
- Upstate Indiana Trail in Wells, Allen, DeKalb and Steuben counties
- Wabash Heritage Trail from Independence to Logansport
- Whitewater Canal Trail in Fayette and Franklin counties
- Whiter River Corridor from Indianapolis to Martinsville
- Wilbur Wright Trail from New Castle to Cardinal Greenway

Potential Visionary Trails

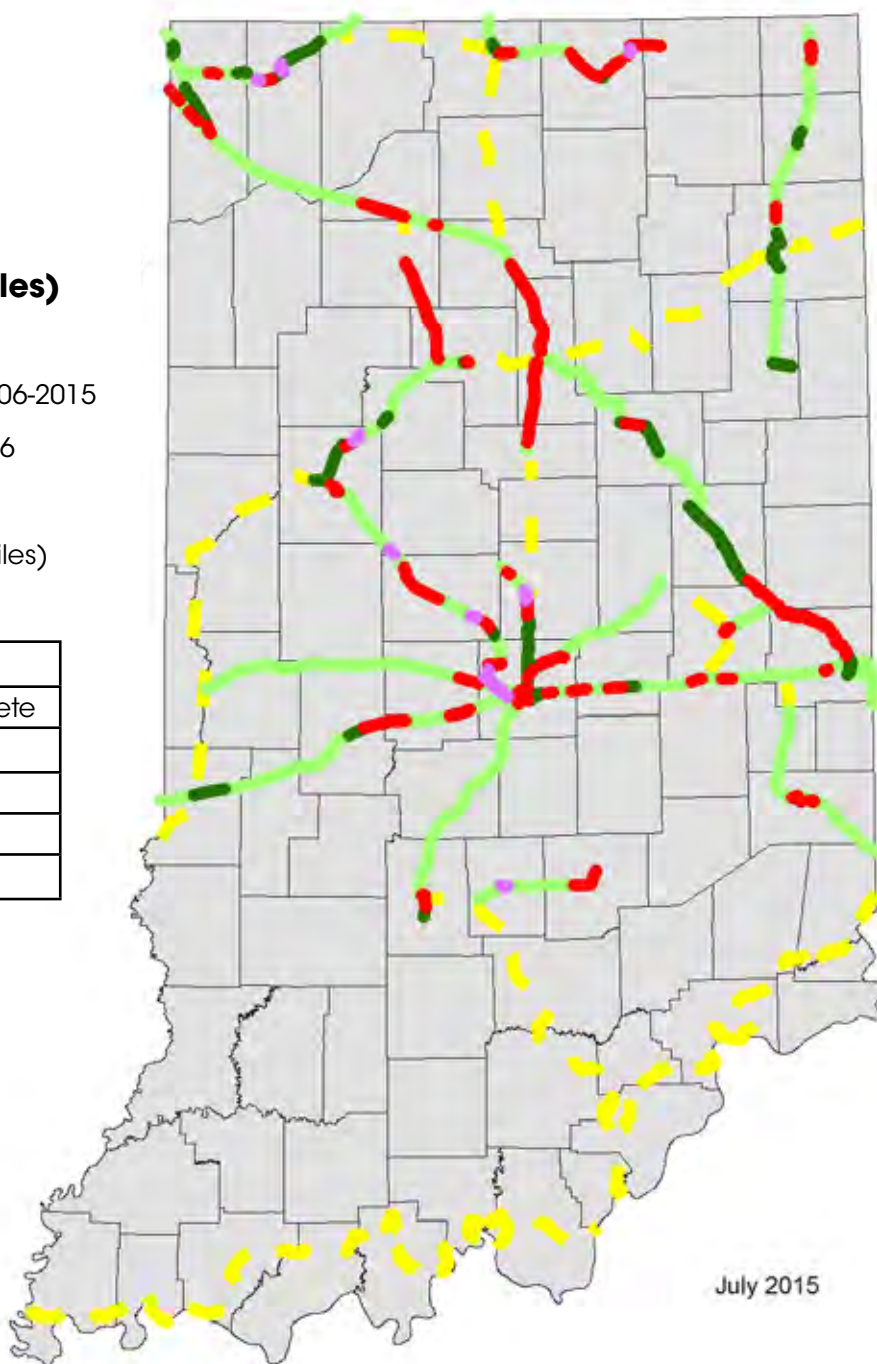
- American Discovery Trail (ADT southern route across Indiana)
- B&O Trail in Putnam and Parke counties
- Columbus, Shelbyville to Rushville corridor
- Decatur/Bluffton Connection to Cardinal Greenway at Marion
- Dunes Kankakee Trail in Lake County
- Eastern Indiana Gateway Trail from Union City to Decatur
- Fort Wayne to Pumpkinvine Trail corridor
- Honey Creek corridor between Anderson and New Castle
- Northeast Indiana connection between Pumpkinvine Trail and Ohio trails
- Nickel Plate Trail/Farm Heritage Trail connection through Howard and Clinton counties
- South Shore/NIPSCO corridor from Michigan City to South Bend
- S.R. 1 corridor from the National Road Heritage Trail to Connersville
- S.R. 3 corridor between New Castle and the National Road Heritage Trail
- S.R. 46 corridor from Ellettsville to Columbus
- Old U.S. 31 corridor from South Bend to Rochester
- Old Interurban, S.R. 67, Fall Creek Corridor from Indianapolis to Noblesville
- White River Corridor from Muncie to Noblesville
- Woolly Bear Trail in Henry and Hancock counties

FIGURE 6.3 Visionary Trails Progress

Visionary Status (997 miles)

- Completed by 2006
- Completed between 2006-2015
- To be completed by 2016
- Priority planned
- Potential System (802 miles)

Visionary Status		
Year	Trail Miles	% Complete
2006	132.33	13.27%
2015	214.86	34.80%
2016	23.47	37.16%
total	370.66	



July 2015

BLUEWAYS IN INDIANA

Any trails plan would be incomplete without mentioning water trails. Water trails, also known as blueways, have been popular in Indiana for a long time. Using them is a healthy way to see the state from a different point of view. Until recently, canoeing was the chosen way to explore and recreate on streams and rivers, but kayaking has increased in popularity. Some liveries in the state rent only kayaks. Most traditional canoe liveries have added kayaks to their fleet to meet public demand.

Water trails are some of the least expensive trails that can be built per mile because the trail itself, the river, is already there. Legal public access sites are all that is needed for a minimalist water trail. The DNR defines a public access site as a legal way to get to the water that has: (1) a managing entity that maintains the site, (2) a parking area, and (3) proper signage. More-developed trails can have added amenities such as signs along the river, camping and restroom facilities. Water trails need at least two public access sites between 5 and 15 miles apart, with 10 miles apart being the optimum distance.



CANOEING

The DNR Division of Fish & Wildlife (owner of most of the public access sites in Indiana) has the same 10-mile goal for building public access sites. These distances provide a good day trip on the river. Most of the state's streams flow slowly. Paddlers usually average about 2 mph on the water.

Many people don't think of Indiana as a paddling destination, but mild terrain and wandering streams offer thousands of miles of waterways that can be paddled. There may not be Class III-plus rivers, but the gentle, meandering water offers a relaxing and enjoyable trip.

Blueways are not limited to certain parts of the state. You can float in any part of the Indiana. Paddling doesn't have to be expensive. Most people are within 45 minutes of a livery that will rent them a canoe or kayak and offer shuttle service. More than 40 liveries operate in Indiana. Most offer day trips and a few offer overnight excursions. For people who own their own boat, paddles and personal floatation devices, even more opportunities are available—there are 230 public access sites throughout the state.

The survey data for this SCORP do not differentiate between stream and lake paddling, but shows that paddling as a recreational activity has increased slightly (about 3%) in the last five years. Canoe and kayak rentals appear to be increasing. In 1999, there were 27 liveries in Indiana. Today there are more than 40.

Historically, promotion of blueways for residents and tourists has been lacking in Indiana. There is also a lack of a central location at which to find information about blueways. The DNR has a listing of canoe liveries, but the water trail information is outdated. Some private websites have rivers listed, but there is no comprehensive map.

There have been some efforts to try to create a comprehensive blueways map for Indiana. The DNR attempted to update the water trail guide many years ago, but lack of staff and funding stopped the project. Other organizations could take on this task, but Indiana lacks a statewide organization to promote paddle sports and blueway trails. At the close of the first Indiana Rivers Rally in 2007, the top priority identified for the future was a statewide river organization. Due to a lack of a common goal, the preservationists and the recreationalists couldn't agree on the mission and goal of the organization, and the idea never got off the ground. A second River Rally for 2010 failed to get out of the planning phase.

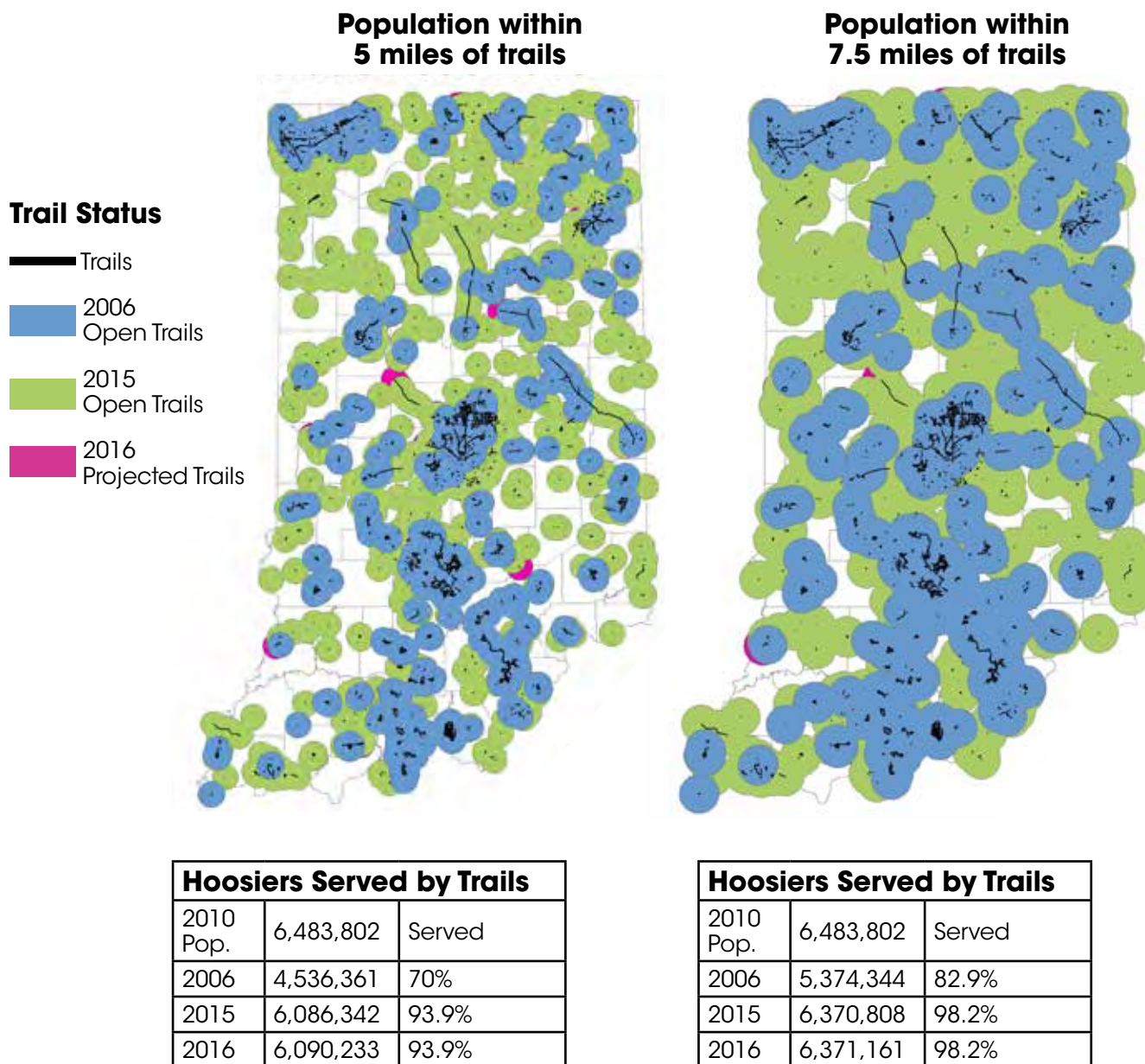
Blueways in Indiana are currently making gains at the grassroots level. Various regional efforts are underway to promote and enhance blueways in Indiana. A group in northeast Indiana is putting together a regional blueway trails plan that will inventory current water trails, identify gaps in public access, work to fill in the gaps, and promote blueways as a resource of the region.

The Northwest Indiana Paddlers Association is working with several partners to improve paddling opportunities in that corner of the state. Also, the Wabash River Heritage Corridor Commission is working to establish a water trail along the entire length of the Wabash River. This growing interest in water trails complements the rapid growth of land-based trails in Indiana.

If Hoosiers want to bring blueways to the forefront of recreation and make them a tourism draw in the Midwest, Indiana needs a few things. The first and most important need is a single source for comprehensive paddling information, most likely a website. The volume of maps, photos and information to provide the public would be too costly to produce in paper form.

Once the current water trails have been identified and inventoried, finding high-priority locations to complete water trails is the next step. As mentioned, some of this is being done at a regional level, but it will need to be done for the entire state. Federal funds through the DNR Division of Fish & Wildlife or the Recreational Trails Program could be sources of money for putting in these access sites. Ideally, a statewide organization will form and work toward more public access through funding, legislation and volunteer projects. While there are many clubs and organizations in the state that are stream-centric, most focus on stewardship (cleanups and water quality) or gathering for recreational paddling. An organization that becomes an umbrella group for all of the local groups would

FIGURE 6.4 Indiana Trails 2006-2015





STATE PARK HIKING

be the most effective, bringing all the individuals and resources together to form a single voice for recreational progress. This group could also play a major role in doing a water-trail inventory for the state.

BIKEWAYS IN INDIANA

Another facet of trail-related facilities that needs to be mentioned is road bikeways. Not every cyclist can reach his or her destination by trail alone. A shared road bikeway can provide the missing link needed to make a car-free trip possible. Many communities and regions of Indiana have developed or plan to develop a system of on-road bikeways that include bike lanes, bicycle boulevards, and shared-road marked and signed routes.

One of the ways that many communities nationwide are progressing toward a better overall blend of transportation types in their local street designs is through adoption of “complete streets” policies. “Complete streets” uses careful design and construction to give safe and easy access for all users, including: public transit, motor vehicles, bicyclists and pedestrians.

As of 2014, Indiana had about 16 local and regional “complete streets” policies statewide. An example of the growing popularity of on-road bicycle facilities is the city of Indianapolis, which went from having just a few miles of bike lanes in 2008 to having more than 100 miles of completed bike lanes in 2015, with more being planned. At the state level, the Indiana Department of Transportation (INDOT) worked with Bicycle Indiana to develop a bicycle suitability matrix for all state highways in 2014. INDOT also adopted a Safe and Accessible Transportation (complete streets) policy in 2014 at the urging of the Indiana State Department of Health and advocacy groups such as Health by Design.

At the national level, Adventure Cycling is partnering with the American Association of State Highway Transportation Officials to develop a national system of bicycle routes that incorporate trails and shared-road bikeways. National Bike Routes #35, #36, and #50 were officially approved in 2015 (see figure 6.5). As all of these positive advances in trails and bikeways continue, the next step will be to overlay the trails facilities with the bikeways facilities and identify critical gaps to fill in this growing statewide system of bicycle/pedestrian facilities.

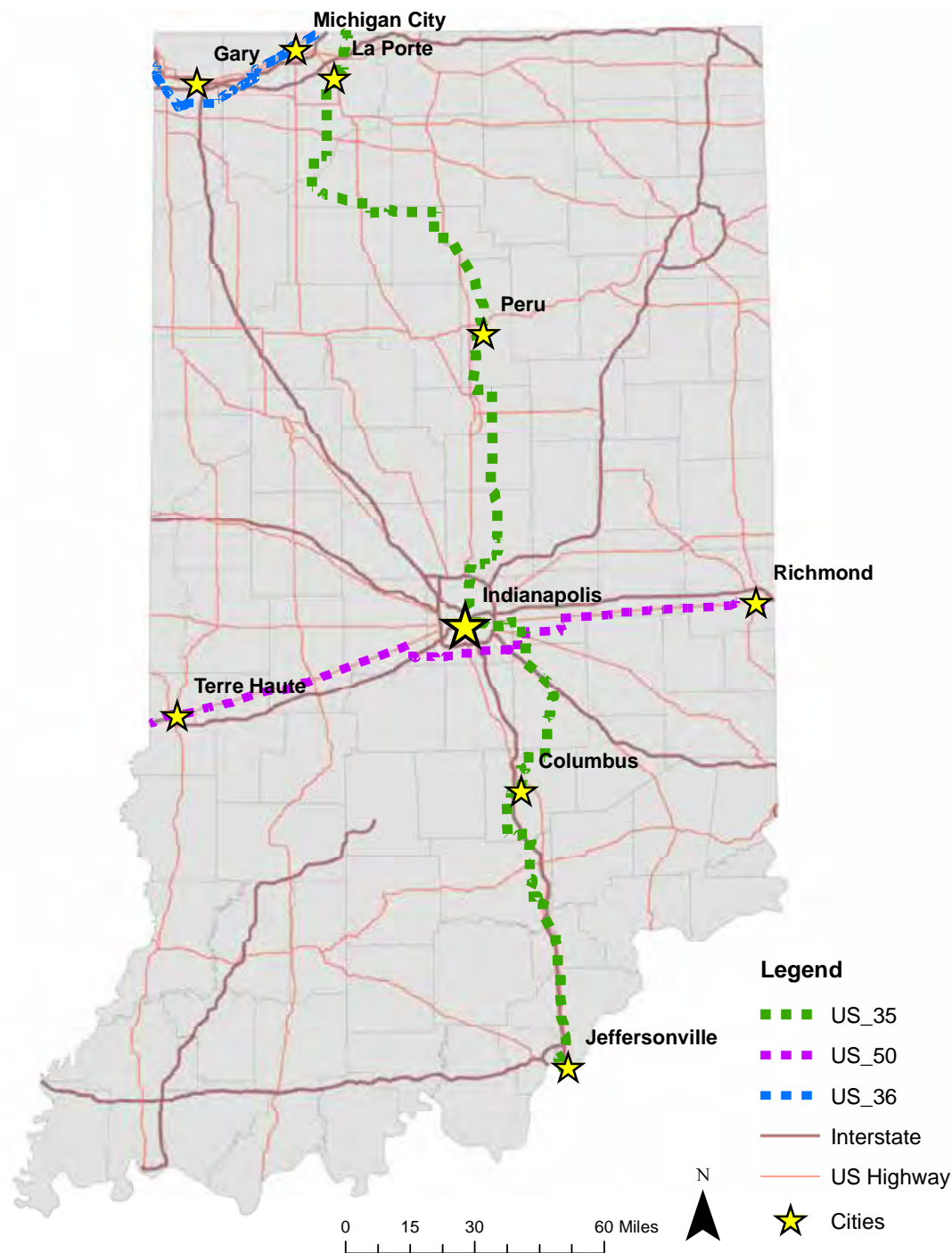
TRAIL-RELATED LEGISLATION

On March 27, 2014, Gov. Mike Pence signed Public Law 219 (IC 14-19-10.3), establishing a Recreational Trail Maintenance Fund (RTMF) for the State of Indiana. No money was allocated for this fund during the legislative session in which it was established. In the 2015 session, several funding bills were proposed but no funding was set aside.

There have been two different potential funding mechanisms considered (and not carried out) so far. The first was a statewide tax on bicycles. The second was a set-aside of a percentage of statewide sales taxes collected on National Trails Day each year. Trail managers/advocates continue to lobby for RTMF funding.

A new law was created in 2015, House Bill 1471, that would establish recreational trails guidelines. This law requires the DNR Division of Outdoor Recreation to develop recreational trails guidelines to address the following issues as they relate to recreational trails: (1) Clear statement of ownership and management of each trail. (2) Right-of-way inconsistencies. (3) The division of responsibility for maintenance of fences, for drainage, and for maintenance of drainage or drain tiles. (4) Tree, weed and brush removal between responsible parties and landowners adjacent to recreational trails. (5) Mowing responsibility. (6) Law enforcement jurisdiction. (7) Signage (8) Conflict resolution procedures. (9) Appeal procedures. (10) Use by public utility facilities. The DNR plans to solicit stakeholder participation in helping to establish these guidelines.

FIGURE 6.5 US Bicycle Routes in Indiana



CURRENT FUNDING SOURCES FOR TRAILS

There are almost as many potential funding sources for trail land acquisition and development as there are types of trail or types of trail user. Hoosiers on the Move, the 2006 Indiana State Trails, Greenways, and Bikeways Plan, discussed at length the history and background

of many State and federal trail-funding sources as well as numerous local options. (See pages 61-66 of Hoosiers on the Move for more details). This trails plan update is going to concentrate on the most immediate and pressing changes, as well as the most current funding sources for trail acquisition and development.

Changes Coming for the Federal Surface Transportation Program Law

One of the largest changes, which is changing again, is the newest surface transportation program law: Fixing America's Surface Transportation Act ("FAST" Act), which replaces the old Moving Ahead for Progress in the 21st Century (MAP-21).

MAP-21, first enacted in 2012, superseded the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). MAP-21 was the umbrella surface transportation program that trail developers will recognize as the source for federal trail-funding sources like the Transportation Alternatives Program (TAP), which contains multiple programs such as Safe Routes to School, and has a set-aside for state-level Recreational Trails Program (RTP) grants. MAP-21 expired in September 2014, but was temporarily extended through December 2015. The new FAST Act was signed into law on December 4, 2015. The act provides \$305 billion in funding from 2016 through 2020 for highway and motor vehicle safety, public transportation, motor carrier safety, hazardous materials safety, and rail transportation, as well as research, technology, and statistics programs. The FAST Act provides money for trails, including the RTP program.

The Recreational Trails Program in Indiana

The federal RTP in Indiana received more than \$11.75 million from 2006 to 2015 and funded projects in 44 counties. Those projects not only developed more than 79 miles of mostly bicycle/pedestrian trail, but also included mountain bike, hiking and equestrian trail. Since the inception of the program, more than \$18.3 million has been awarded to Indiana, and 55 counties have benefited, with more than 153 miles of trail developed. The off-road vehicle program has benefited as well. More than 125 miles of motorized-use trail have been made available in two State Recreation Areas—Redbird (17.5 miles) and Interlake (92.5 miles)—and in Lawrence County Park (5 miles).

DNR's RTP Grants are Only a Small Piece of Trail Funding

The RTP grants, as administered by DNR, are a small part of the overall potential funding pool for developing trails in Indiana. For example, in 2015, according to INDOT's Draft Statewide Transportation Improvement Program (STIP) for fiscal years 2016-2019, the RTP grants received about \$1.1 million in funding. By comparison, the INDOT Transportation Alternatives Program (TAP), as a whole, received more than \$21 million in funding, and the INDOT Congestion Mitigation and Air Quality Improvement Program (CMAQ), which also occasionally is used



STATE PARK BIKING

WINTER HIKING



to fund trail projects, received almost \$45 million. (INDOT; 2015 STIP; pg. 29).

Other methods of funding trails in Indiana include, but are not limited to:

- Federal Highway Administration Surface Transportation Program (STP)
- Incorporating Trails into New Road Projects
- Indiana Greenways Foundation Grants
- Indiana Trails Fund (Hoosier Rails to Trails Council)
- Lilly Endowment Grants
- Indiana Bicentennial Nature Trust
- Indiana Heritage Trust
- Land and Water Conservation Fund
- Indiana Off-Highway Vehicle (OHV) Fund
- Sponsorships
- Donations
- Local Government Funding Sources, such as:
 - o General Obligation Bonds
 - o County Option Income Tax (COIT)
 - o County Economic Development Income Tax (CEDIT)
 - o Wheel Tax
 - o Tax Increment Finance (TIF)
 - o Trail Impact Fees or Recreation Impact Fees
 - o Public/Private Partnerships

Trails Plan Update Final Conclusions and Recommendations

The ultimate goal of Hoosiers on the Move—a trail within 7.5 miles of all Hoosiers—has virtually been realized. A new goal—having a trail within 5 miles of all Hoosier residents—has been set. In addition, the build-out of the nearly 1,000 miles of the state visionary trails has progressed quickly with the completion of several extensive trail corridors that had already been acquired.

Continued progress toward development of the state visionary trails will require a more strategic approach to fill in gaps and make connections between these trails. Once Indiana completes several of the longest rail-trails in the state, it can boast of having many more destination trails that will enhance tourism, promote healthy lifestyles, and help boost economic development along those corridors and in surrounding communities.

OUTDOOR RECREATION
OUTDOOR RECREATION • OUTDOOR



GUIDED HORSEBACK RIDE

RECREATION • OUTDOOR
RECREATION • OUTDOOR

CHAPTER 7

Resources, Ideas and Information

This chapter closes the SCORP by examining resources for parks-and-recreation stakeholders. Resources include insightful research from the American Planning Association (APA); a new, free, parks system benchmarking database from the National Recreation and Park Association (NRPA); and a discussion of the always challenging topic of funding. The chapter lists options, resources and ideas for parks boards, superintendents, and concerned citizens who want to improve the financial situation of their parks departments.

THE APA'S "CITY PARKS FORUM": A HELPFUL RESOURCE

The American Planning Association's "City Parks Forum" website, <http://www.planning.org/cityparks/>, features not only interesting ideas, but also commentaries from some of the parks-and-recreation field's experts; real-world case studies of parks development, design and collaboration; and a detailed bibliography that provides primary research information sources.

One of the many helpful sections on the website covers briefing papers. The section features 11 short research white papers by a diverse group of well-known parks-and-recreation subject experts such as Peter Harnik, Megan Lewis, John L. Crompton and Joseph A. MacDonald.

The briefing papers examine how cities use parks for things like community revitalization and economic development. The papers also discuss how to help children learn, improve public health, promote tourism, create safer neighborhoods and more. The full text of each is also available on the website as a downloadable PDF. Some of the ideas shared are not necessarily new, but all are presented in the context of recent case studies and research. Each offers timely options and solutions to common issues.

PRORAGIS: NRPA'S NEW, FREE, PARKS-AND-RECREATION DATABASE

The NRPA has created a helpful, new and free benchmarking database for use by local government parks-and-recreation departments of all sizes. "Benchmarking" is an informational analysis/planning method that allows a community to directly compare relevant information gathered from other similar communities nationwide, such as data about a parks system. The database website is <https://www.nrpa.org/PRORAGIS/>. This database offers local government parks departments the chance to enter extensive data. The data are hosted for free on servers at NRPA for cross-comparing.

According to the NRPA PRORAGIS website: *"NRPA advocates the use of comparative benchmarking. The Parks and Recreation Operating Ratio and GIS (PRORAGIS™) system, our tool to collect and analyze data about parks-and-recreation agencies across the country, allows users to compare themselves to departments that they identify as similar to themselves—whether similar in geography, climate, size, or number of total employees. Users complete a survey that captures data about their agency and its responsibilities, and are then able to analyze their data and compare themselves to individual agencies or aggregated groups of agencies. PRORAGIS also allows agencies to upload existing GIS information about their facilities, or build a GIS dataset for their agency. Once this information is entered into PRORAGIS, agencies can perform various analyses about their parks and programming. For instance, PRORAGIS provides the ability to examine the location of their facilities in relation to current demographic and socioeconomic data, allowing proactive planning of facility and program development to better serve their communities. PRORAGIS is the largest collection of parks-and-recreation operating data in existence—and provides a powerful tool for agencies to examine their facilities and operations."*

The database requires users to create a free login/password, and complete a free registration. After that, all reports, data management and GIS mapping are free. There is no requirement to join the NRPA, making the database application free for all local government users.

This SCORP takes advantage of PRORAGIS by using one of NRPA's trend analysis tables from its "2015 Field Report: A Parks and Recreation National Database Analysis."

PAYING FOR PARKS AND RECREATION DURING AN ECONOMIC RECOVERY

We already have discussed the effects the recent nationwide economic downturn has had on the citizens of Indiana, its local governments, and parks-and-recreation departments in particular. Tough financial times often bring up the question: "Given our tight budgets, how do we pay for what we want to accomplish?"

In reality, tight budgets are nothing new. As previously mentioned, many communities use innovation to find solutions. There are many previous examples of successful financing methods that have been used for virtually all aspects of parks and recreation.

The list below offers a few ideas and options for financing or funding of parks and recreation, or saving money to use elsewhere. Each option has a short description to give interested park professionals or stakeholders a head start toward researching more details.

We strongly suggest researching local communities that have used some of these strategies to help ensure success. Some of these options are relatively new, and some have been in use for decades. All have the potential for fiscally helping parks and recreation. If a nearby community has tried one or more of these methods and succeeded, ask them what worked and why. Many will gladly share their ideas and tactics.

An abbreviated list of fiscal management/ financing methods in parks and recreation:

- Municipal General Funds and Revolving Funds: The most common taxpayer-funded budget source for many departments. Revolving funds that roll over



SHOOTING EDUCATION

each budget year help eliminate the spend-it-or-lose-it issue, and allow for better fiscal agility over time.

- **Taxes:** Local Option Income Tax (LOIT), County Option Income Tax (COIT), County Adjusted Gross Income Tax (CAGIT), County Economic Development Income Tax (CEDIT), etc. The proceeds of all of these tax programs have been used for parks, recreation and trail-related projects with varying amounts of success.
- **Public-Private Partnerships:** Cooperative efforts between businesses and communities with formal, written agreements. These can be short-term or long-term (single project or ongoing services).
- **Intergovernmental Partnerships and Cooperative Agreements:** Cooperative efforts between levels of government to provide services for all, using formal, written agreements. One example is for a township to provide some funding to a nearby town's parks system in exchange for free public parks-and-recreation access to township residents who live outside the town's boundaries.
- **Public and Private Foundations and Endowments:** Examples are the Ball Brothers Foundation, Lilly Endowment and other "name" foundations, community foundations, etc. Many foundations and endowments offer the chance to apply for specialty grants or offer other kinds of assistance.
- **Governmental and Non-Governmental Grants and Funds:** These include the usual parks, recreation and trails grant programs such as Land and Water Conservation Fund (LWCF) and Recreational Trails Program (RTP), but also can include Community Development Block Grants (CDBG), INDOT Transportation Alternatives Program (TAP), Congestion Mitigation & Air Quality (CMAQ), and with creative thinking, probably a few others.
- **Private Philanthropy:** Private giving from individuals or families is still a common method for people to give back to their community. Many find that paying for a park is a fulfilling way to have their name live on past their time.
- **Recreation Impact Fees (RIF):** A local-level fee paid by developers intended to help the community cover the new costs of providing local government services to the added development.
- **Tax Increment Financing (TIF):** Uses the anticipated future improvements in an area's tax base to pay for current capital development.



TIRE SWINGING

- **User Fees and Charges:** Memberships, dues, subscriptions, entry fees, program fees, events, event sales, etc., are used to place part or all costs of providing recreation directly on those who use it most. Best practices use sliding scales, scholarships, "free" days, library checkout park passes and other tactics to avoid being too expensive for low- or restricted-income residents.
- **Concessions and Concessioners:** Vending, gift shops, event food sales, contracting, etc. For example, if Little League draws thousands of hungry kids, friends and parents, consider using the profit from feeding them to help maintain sports fields.
- **Branding:** Nike effectively convinces people to pay to wear clothing that advertises the company and helps it sell more clothing, and parks departments can use a similar approach. Selling branded T-shirts and ball caps can not only help market parks but also may help them make a few dollars.
- **Local Parks Foundations and "Friends" Groups:** Locally run park foundations are a way to fundraise specifically for a community parks system. They are targeted to local needs and don't depend on politics or government budgets. "Friends" groups gather human capital in much the same way. They band together interested people who work toward completing improvements and fulfilling needs in parks.
- **Donations, Memorials, Bequests and Gift Catalogs – "In-kind" donations** are gifts of anything other than money. Examples include manpower, skilled labor, or materials. Memorials and bequests are a great way for people

to honor family or friends in a lasting way, especially if the person honored loves or loved some aspect of the parks system. Gift catalogs can effectively spread the word about specific projects, wants and needs. Making such tools available is often necessary in order for someone to offer an in-kind gift.

- **Corporate Sponsorships and Naming Rights:** For example, a business or corporation that just moved into town might like to put its name on new ball fields in exchange for funding a couple of years of maintenance. Or it might even sponsor the new leagues.
- **Volunteer Programs:** Bring enthusiastic public helpers into parks and programs to assist the staff. Trained, passionate volunteers can free up paid staff to work elsewhere and accomplish more for less labor cost.
- **Zoning and Development Requirements and/or Fees:** Similar to RIF, these require new commercial and/or residential developments to either build new parks-and-recreation features into their sites (such as a new bike/pedestrian trail extension into the road/sidewalk network of a new senior assisted living center), or pay a set fee to help the community provide the facilities and services the new development will need. It is cheaper and simpler to build new recreation-based features during initial construction than to add them later. Many developers readily work with these requirements with an eye toward using these low-cost bonus recreation features to attract buyers/residents. People and businesses often want to move next to parks and trails, and often will pay a premium to do so.
- **Municipal Loans, Bonds and Levies:** Special Assessment, General Obligation, and other types of loans, bonds and levies have been used to successfully fund parks-and-recreation development for decades. Those interested should carefully research the various types, particularly for diverse tax advantages and beneficial interest rates.
- **Parks and Recreation Special Districts:** Related to both zoning and tax methods, these districts are sometimes used to subdivide a larger community's parks department into smaller portions that can concentrate in more detail on localized fees and financing options, as well as on programs and services that better benefit their unique neighborhoods and local residents.



MUSHROOMING

- **Cooperation, Agreements and Site Sharing:** For example, if a nearby county park has a lot of new mowers and the staff to run them, and a city park has a trained arborist who could help the county park improve the health of its trees, perhaps an agreement to share personnel and equipment for mutual benefit could be developed. Such an approach works especially well between parks and nearby schools. Schools might be willing to trade the non-school-day use of playgrounds and sports fields/courts for help with maintenance. Indiana State Code directly supports School/Park recreational "Joint Use Agreements." (IC 20-26-8-1, 2)
- **Special Events:** Consider using a popular event as a fundraiser. If a park hosts all or part of a community's biggest local festival, and 50 vendor booths each contribute a \$200 vendor fee, there is a \$10,000 revenue added to the park's budget in exchange for minimum opportunity cost—mowing and trash pickup will have to happen to some degree even if such an event were not held. The larger the event's scale, the greater the potential for fundraising.
- **Economy of Scale/Bulk Purchasing:** If parks, the community's public works department, and the county's maintenance department need to buy grass seed or fertilizer, lawn mowers or trucks, consider banding together and making a bulk purchase of enough to supply everyone. That approach could save money on each side. Coordination is not easy but the savings can be considerable.
- **Privatization/De-privatization of Services:** Do the real-world math to compare what some maintenance/services cost in terms of labor, materials, training, insurance, etc., with the costs of contracting such tasks to carefully researched, qualified private firms. Sometimes in-house workers may be cheaper in the long run than private contractors, sometimes not. Make sure to include all possible costs when making comparisons.

- **Aggressive Preventive/Planned/Scheduled Maintenance:** Smart maintenance supervisors know the cost-effectiveness of taking care of equipment and facilities. New trucks are expensive compared with the cost of a few oil changes. Plan for equipment and facility maintenance and follow a carefully laid-out schedule. Train all levels of staff to habitually

monitor and maintain all equipment, including taking it out of service when necessary. The same approach can be just as valuable in facilities. For example, air conditioning systems in buildings function longer and use less energy when filters are changed on time, coils are cleaned regularly, and the refrigerant and oil levels are kept full.

OTHER FINANCING OR FUNDING RESOURCES

- A helpful online resource for any federal grant is: <http://www.grants.gov/>. The fully searchable website offers access to 26 federal grant-making agencies and their 800 grant programs, and even has downloadable or Web-based grant applications available for some programs.
- Another helpful website is that of the Indiana Office of Community and Rural Affairs (OCRA): <http://www.IN.gov/ocra/index.htm>. This website features a number of different state and federal grant programs sometimes used for parks and recreation, such as Planning Grants, Community Development Block Grants and Indiana Main Street. Contact the OCRA community liaison for any given area to get assistance directly targeted to a specific community's needs.
- As mentioned earlier, local community foundations sometimes offer many kinds of specialized grants, or can help create a new donation account for a specific parks department. Start at: <http://www.cof.org/community-foundation-locator> to find a nearby foundation.
- The DNR's grant programs are listed at <http://www.IN.gov/dnr/3190.htm>. The grants cover nearly every aspect of natural and cultural resources, and include full details for each and contact information.
- The National Recreation and Park Association (NRPA) has a website specifically devoted to its competitive grants and fundraising: <http://www.nrpa.org/fundraising-resources/>. The site even offers a free online fundraising course.



SKIING

OUTDOOR RECREATION OUTDOOR RECREATION • OUTDOOR



RABBIT HUNTING

APPENDICES

RECREATION • OUTDOOR RECREATION • OUTDOOR

Indiana Department of Natural Resources
OUTDOOR RECREATION PARTICIPATION SURVEY

APPENDIX A

Are you... Male Female

Age

In which Indiana county do you live? I do not live in Indiana

On Average, how many times do YOU & ANY OTHER MEMBERS OF YOUR IMMEDIATE HOUSEHOLD participate in the following outdoor activities? (Please provide an answer for every category)

	More than once a week	Once a week	Twice a month	Once a month	Couple times a year	Once a year	Never
Walking, Jogging, Running, Hiking							
Bicycling (road, touring, casual, etc.)							
Mountain Biking (natural surface trail)							
Outdoor pool swimming or water park							
Splash Pad/Spray Pad (free outdoor)							
Swimming/scuba diving/snorkeling (lakes/ponds/rivers, etc.)							
Family/friend/ group outdoor gatherings/reunions							
Picnicking							
Playground Use							
Fall Foliage Viewing							
Wildflower Viewing							
Gardening/landscaping							
Gathering (berries, mushrooms, etc.)							
Relaxation/spiritual renewal							
Health related activities (Yoga, Tai Chi, etc.)							
Bird/wildlife watching							
Outdoor photography							
Attending outdoor spectator sports (baseball, tennis, soccer, etc)							
Playing baseball/softball							
Playing basketball							
Playing football							
Playing regular golf/driving range							
Playing disc golf							
Playing soccer							
Playing tennis							
Playing Volleyball							
Playing Horseshoes							
Rollerblading/rollerskating							
Archery							
Lawn games (badminton, Bocce Ball, etc.)							
Skateboarding/ Rip stiking/ BMX Bike							

	More than once a week	Once a week	Twice a month	Once a month	Couple times a year	Once a year	Never
4-Wheeling, ATVs, motocross							
Horsback Riding (all types)							
Fishing (all types)							
Shooting Sports (all types shotgun, rifle, pistol, etc.)							
Hunting/trapping (all types)							
Camping (all types)							
River tubing/floating/rafting (no paddle or motor)							
Water paddle sports (Canoeing/kayaking/boat rowing)							
Sailing/windsurfing							
Power boating/waterskiing (all types)							
Winter Sports (all skiing/snowboarding, sledding, ice skating, outdoor hockey)							
Snowmobiling							
Attending outdoor fairs/festivals							
Attending outdoor concerts, plays, etc.							
Visiting historic sites/interpretive centers/archaeological sites/ etc.							
Visiting parks, wilderness or primitive areas							
Visiting farms, wineries, agricultural venues, etc.							
Geo-caching/Orienteering							

Please list 5 OUTDOOR RECREATION ACTIVITIES YOU or OTHER MEMBERS OF YOUR IMMEDIATE HOUSEHOLD want to do in Indiana in the future. (no particular order)

What would you say is your FAVORITE outdoor recreation activity?

In which Indiana county do you MOST OFTEN participate in outdoor recreation activities?

_____ Outside Indiana _____

Now think of the ONE outdoor activity that you participate in the MOST. How do you PRIMARILY travel to that outdoor recreational destination?

___ Walk/jog/run ___ Car/truck ___ Scooter ___ Other
 ___ Bike ___ Motorcycle ___ Horseback

If you and/or your family members could walk, bike, ride a horse or use other non-motorized transportation TO GET TO outdoor recreation facilities, how likely would you be to use those facilities MORE OFTEN?

___ Very Likely ___ Somewhat Likely ___ Uncertain ___ Not Likely

Would you prefer to use non-motorized transportation to get to outdoor recreation facilities?

___ YES ___ NO ___ DOESN'T MATTER

IF YOU WERE USING NON-MOTORIZED TRANSPORTATION, approximately how far are you willing to travel (one way) to participate in your FAVORITE outdoor recreation activity?

- 0 - 5 miles 6 - 10 miles 11 - 15 miles 16 - 25 miles 26 - 35 miles
 36 - 50 miles 51 - 75 miles 76 - 100 miles More than 100 miles

Approximately how much money are you willing to spend per year on YOUR FAVORITE outdoor recreation activity? (include cost of equipment, training, travel, etc.)

- Less than \$100 \$101-\$250 \$251-\$500 \$501-\$750
 \$751-\$1,000 \$1,001-\$1,500 \$1,501-\$2,000 \$2,001-\$3,000
 \$3,001-\$5,000 \$5,001-\$7,500 \$7,501-\$10,000 More than \$10,000

After first purchasing all possible Federal funds, grants & donations, which do you feel should be the OTHER PRIMARY SOURCES FOR FUNDING for the DEVELOPMENT of new outdoor recreation facilities? (select only one)

- State general taxes Local bond issue State tax on recreation equipment
 Local taxes Facility use fee Land development set-asides
 Other None

After first pursuing all possible Federal funds, grants & donations, which do you feel should be the OTHER PRIMARY SOURCES FOR FUNDING for the OPERATIONS/MAINTENANCE of existing outdoor recreation facilities?

- State general taxes State tax on recreation equipment Other
 Local taxes Facility use fee None

Approximately how far are you willing to travel (one way) to participate in your FAVORITE outdoor recreation activity?

- 0 - 5 miles 6 - 10 miles 11 - 15 miles 16 - 25 miles 26 - 35 miles
 36 - 50 miles 51 - 75 miles 76 - 100 miles More than 100 miles

Which ONE of the following BEST describes the MAIN reason you do not participate in outdoor recreation MORE OFTEN? (please read all and select only one)

- None - I participate as much as I want to
 There are no outdoor recreation facilities close to my home
 Customs/cultural barriers (family traditions, race or ethnic expectations, beliefs, etc.)
 Structural barriers (poor setting/physical environment: lack of facilities or programs, transportation, safety, etc.)
 Cost barriers (lack of money/economic factor)
 Social barriers (no one to participate with, family conflicts, responsibility to others, etc.)
 Personal barriers (no time, no motivation, lack of skills, physical/mental/emotional health, ability level, etc.)
 Disability-related access prevents me from participating as much as I would like

Do you or any of your immediate family members have any type of physical or intellectual disability that prevents you/them from participating in outdoor recreation activities?

- YES NO

If "YES" to the previous question, what type of disability do you/they have? (Select all that apply)

- Walking Hearing Lifting Other
 Seeing Breathing Bending

What is the MAIN reason you participate or would participate in outdoor recreation?

(Please read ALL the answers and select ONLY THE MAIN ONE?)

- Mental Health (relaxation, stress reduction, meditation, spiritual renewal, etc.)
- Physical Health
- To be with family/friends
- Volunteerism
- Educational opportunities
- Tourism
- Other

And finally, tell us about your immediate family...

What is your current marital status?

- Married
- Single-never married
- Single-widowed
- Other
- Single-separated
- Single-divorced
- Committed partnership

Which of the following do you consider yourself to be?

- White, Non Hispanic
- Asian
- American Indiana/Alaska Native
- Black/African American
- Multi-racial
- Native Hawaiian/Pacific Islander
- Hispanic/Latino
- Other

How many family members live in your immediate household?

- 1
- 2
- 3
- 4
- 5
- 6 or more

What are the ages of those living in your household that are under 18 years of age?

LOCAL RECREATION PROVIDERS SURVEY

APPENDIX B

1. Of the following which best describes your role in local parks and recreation provision? (Check one)

- Employee of County Parks and Recreation Department
- Employee of Township Parks and Recreation Department
- Employee of Municipal Parks and Recreation Department
- Other unit of local government (Street Department, Public Works, Public Works)
- Member of County Park Board*
- Member of Township Park Board*
- Member of Municipal Park Board*
- Member of "Friends of" group or similar (non-profit/nongovernmental management group) What group? _____

*Park Board refers to a legally established management body that complies with IC 36-10-3 or IC 36-10-4 *<http://www.ai.org/legislative/ic/code/title36/ar10/ch3.html>

2. Please, indicate your primary role in the local parks and recreation system (superintendent, management, programming staff, facilities maintenance, park board chairperson, etc.)

3. Which of the following exist in your community? (Check all that apply)

- Parks and Recreation Department
- Park Board (or Park and Recreation Board)
- "Friends of Parks" group or similar (nongovernmental/non-profit parks or trails management group)
- Other agency that manages local public parks and recreation or trails: Please explain _____

4. Which units of government are involved with providing local parks and/or recreation opportunities to citizens in your community? Please check all that apply:

- County Municipal (City or Town)
- Township Other (please explain) _____

5. What zip codes represent the community served by the local parks and recreation system?

- A. _____ E. _____
- B. _____ F. _____
- C. _____ G. _____
- D. _____ H. _____

Land and Facilities Management:

6. What is the total number of acres managed under the local park system?
_____ acres

7. Of the following amenities, how many acres do you utilize for recreation?

Natural Amenity	Number of Acres
Forest	
Water bodies (e.g., ponds, lakes, wetlands)	
Land Trails	
Water Trails	
Open Green Space	
Other	
Other	

Budgets:

8. What was the 2013 budget for your agency?

9. What was the total revenue earned by the local parks and recreation system in 2013?

10. Has your legally appropriated budget increased or decreased since the 2012 fiscal year? _____

11. Do you dedicate any percentage of your budget to ADA compliance

- Yes, what percentage? _____
- No

12. What measures, in the last five years, have you taken to achieve ADA compliance

13. What percent of the local tax base goes to the local parks and recreation department?

- <1% 1% - 2% 2% - 5% >5%

14. Does your facility use non-reverting funds?

- Yes No

Facilities Management

15. Please complete the following two tables about your local park system (Park and Recreation Facilities).

Park or Recreation Facility	Do you currently have this facility in the local park system?		Do you regularly provide programs with this facility?	
	YES	NO	YES	NO
Sports Fields (baseball, soccer, etc.)				
Playground				
Picnic Area				
Campground				
Hard surface courts (basketball, tennis, etc.)				
Skate park				
Dog park				
Swimming Pool/spray park				
Other _____				

16. Please complete the following two tables about your local park system (Trails Systems).

Trails Systems	Do you currently have this facility in the local park system?		Do you regularly provide programs with this facility?	
	YES	NO	YES	NO
Multi-use natural surface trail (bike/pedestrian & equine)				
Multi-use natural surface trail (OHV, bike/pedestrian & equine)				
Nature/Interpretive trail				
Connector trails to existing trails				
Single-use trail (any surface)				
ADA-compliant Accessible Trail				
Water trails				
Greenway or other paved trail				
Other _____				
Other _____				

Facility Maintenance:

17. What are the operation and maintenance costs for the following facilities (Park and Recreation Facilities)?

Park or Recreation Facility	Annual Operation Cost	Annual Maintenance Cost
Sports Fields (baseball, soccer, etc.)		
Playground		
Picnic Area		
Campground		
Hard surface courts (basketball, tennis, etc.)		
Skate park		
Dog park		
Swimming Pool/spray park		
Other _____		

18. What are the operation and maintenance costs for the following facilities (Trails Systems)?

Trails Systems	Annual Operation Cost	Annual Maintenance Cost
Multi-use natural surface trail (bike/pedestrian & equine)		
Multi-use natural surface trail (OHV, bike/pedestrian & equine)		
Nature/Interpretive trail		
Connector trails to existing trails		
Single-use trail (any surface)		
ADA-compliant Accessible Trail		
Water trails		
Greenway or other paved trail		
Other _____		
Other _____		

19. What percentage of the budget is set aside for the PREVENTIVE/SCHEDULED/EMERGENCY maintenance of the above aspects of the facility (please explain)?

	Percent of Budget	Examples of maintenance projects, schedules, etc.
Preventive Maintenance (e.g. tightening bolts on play equipment, changing engine oil, etc.)		
Scheduled Maintenance (e.g. seasonal/yearly vehicle tune-ups; winter season machinery tear-downs, interior/exterior painting)		
Emergency Maintenance (e.g. broken water pipes, vandalism repair/clean-up)		

Issues Facing Local Recreation Providers: Funding

20. Please indicate any measures you have taken in the past five years to address funding challenges with parks and recreation in your community.

Measure taken/planned	Funding sources tried/used	Funding sources planned (future)	Not used or planned
Worked with park foundation			
Levied taxes			
Bond fund			
Engaged in fundraising			
Approached small local business for funding			
Pursued non-park foundations			
Closed facilities			
Received donations			
Applied for grants			
Pursued public-private partnership			
Sold advertising space to local businesses (sponsorships)			
Private funding for naming rights			
Other _____			

Staff

21. Please indicate any measures you have taken in the past five years to address staffing challenges with parks and recreation in your community.

Measure taken/planned	Funding sources tried/used	Funding sources planned (future)	Not used or planned
Used/Increased Volunteers			
Worked with Friends of Parks Groups			
Worked with Community Center			
Worked with youth sports leagues			
Partnering with other government agencies			
Partnering with local educational programs			
Partnering with local for profit agencies			
Local business donations of people/staff time			
Local business donations of equipment			
Local non-profit organizations			
Other _____			

Land Acquisition

22. Please indicate from the list below any measures you have taken in the past five years to address the need for land for parks and recreation in your community.

Measure taken/planned	Funding sources tried/used	Funding sources planned (future)	Not used or planned
Land and Water Conservation Fund grant used to purchase land			
Partner with local schools for public use of their land or recreational facilities			
Utility corridors or Rights of Way			
Land trust or other nonprofit landowners			
Land trust or other nonprofit landowners			
Cooperation with private landowners			
Indiana Department of Natural Resources Grant programs (other than LWCF)			
Other _____			

Community Members Served by Local Parks and Recreation:

23. From the following list, please indicate the demographic groups you regularly (seasonally) provide local parks and recreation service or programs to, and how well do you think you serve their recreational needs?

Regularly provide for:	Level of service achieved/Needs provided for:		
	Not at all	Occasionally	Always
Youth, 1-8 years old			
Youth, 9-12 years old			
Teens 13-18 years old			
YA, Single, 19 years+			
Families with Children			
Older adults past child bearing years			
Senior Citizens			
Persons with disabilities			
Racial minorities in the community			
Ethnic groups in the community			
Low income groups			
Middle income groups			
High income groups			

24. Are any groups from the question above a priority or main focus for provision in your parks and recreation system the next 5-10 years? Please explain why: _____

Local Competition

25. Please indicate in the table below if the local park and recreation system has competition from other providers of recreational opportunities in the community.

Other Recreational Providers	Type of Competition		
	Revenue	Participation/Use	N/A
Privately-owned Neighborhood Parks in Subdivisions			
Private for Profit Providers			
Non-Profit Provider (e.g. YMCA)			
School Systems providing recreation			
State Properties			
Federal Properties			
Other _____			

Local Collaboration

26. Please indicate in the table below if the local park and recreation system has collaboration with other providers of recreational opportunities in the community.

Other Recreational Providers	YES	NO
Privately-owned Neighborhood Parks in Subdivisions		
Private for Profit Providers		
Non-Profit Provider (e.g. YMCA)		
School Systems providing recreation		
State Properties		
Federal Properties		
Other _____		

Master Planning:

27. Does your local park and recreation system have a system wide master plan?
 Yes No
 If yes, when was it last published? _____ year

28. Do you plan to develop a local parks and recreation master plan in the next 5-10 years?
 Yes No Undecided

Demographics:

Please tell us about the people who work within the parks and recreation system.
 _____ Please indicate here if you would like to opt out of answering the demographic questions.

Demographic Questions	Please answer for yourself, the respondent	How many people of the local Parks & Recreation system fit the following categories? Included hired staff and park board members.
How long have you served in your current position?	_____ Years _____ Months	Is your paid staff unionized? <input type="checkbox"/> Yes <input type="checkbox"/> No
Gender	<input type="checkbox"/> Male <input type="checkbox"/> Female	_____ Number of Male staff in Park System _____ Number of Female staff in Park System
Persons with Disability	<input type="checkbox"/> Yes I have a disability <input type="checkbox"/> No I do not	_____ Number of Staff with Disabilities
Age	What is your age? _____	How many staff in the parks system fall in to the following ages? ___ 15-20 ___ 21-30 ___ 31-40 ___ 41-50 ___ 41-60 ___ 61-70 ___ 71 or older
How many years have you worked in the Parks & Recreation profession?	_____ Years	
What is your level of education attained?	<input type="checkbox"/> Less than high school degree <input type="checkbox"/> Graduated High School <input type="checkbox"/> Some college <input type="checkbox"/> College Graduate <input type="checkbox"/> Graduate School	
Race/Ethnicity	<input type="checkbox"/> White, Nonhispanic <input type="checkbox"/> Hispanic <input type="checkbox"/> Mixed Race <input type="checkbox"/> Other <input type="checkbox"/> African American <input type="checkbox"/> Asian American <input type="checkbox"/> Native American	

Thank you for your participation.

Indiana Department of Natural Resources
TRAIL ACTIVITY/TRAIL USER PARTICIPATION SURVEY

APPENDIX C

For purposes of this survey, trail activity is defined as any activity that you participate in that takes place on a linear corridor. Examples are walking or biking on a designated park trail system, off highway vehicle riding (4x4s, ATVs, dirt bikes, etc.) on designated properties and/or trails, in-line skating on a community trail or trail system, or canoeing/kayaking on a stream or water trail system.

	More than once a week	Once a week	Twice a month	Once a month	Up to 6 times a year	Once a year	Never
Using trails for alternative transportation routes							
Walking, Jogging, Running							
Hiking, Backpacking							
Bicycling (road, touring, casual, etc.)							
Mountain Biking (natural surface trail)							
In-line Skating							
Cross country skiing							
Snowmobiling							
Off-road vehicle riding (motorcycle, 4-Wheel, ATV, etc.)							
Canoeing/kayaking on water trails or blueways							
Horseback riding							

Which of the following would you like to participate in AT LEAST 12 TIMES PER YEAR IN THE FUTURE? Select all that apply.

- Using trails for alternative transportation routes
- Walking/running/jogging
- Hiking/backpacking
- Bicycle touring (casual, tour or both)
- Mountain bike riding
- In-line skating
- Cross country skiing
- Snowmobiling
- Off- road vehicle riding (motorcycle, 4-wheel, ATV, etc)
- Canoeing/kayaking on water trails or blueways
- Horseback riding
- None of these

Please indicate your TOP 3 reasons for using trails. Put a 1 for your TOP reason, a 2 for the next, etc.

- ___ Pleasure, relaxation, recreation, scenery
- ___ Family or social outing(s)
- ___ Commuting or travel
- ___ Associated with volunteer opportunities (trail clean-up/maintenance, identifying trail problems, etc.)
- ___ Health-physical training
- ___ Safety - staying off roadways
- ___ Educational opportunities, natural environment
- ___ Other

Please indicate the TOP 3 ways you find out about trail opportunities. Put a 1 for your TOP way, a 2 for the next, etc.

- ___ Trail provider booklets/brochures
- ___ Local tourism/community media (radio, television, etc.)
- ___ Special events (fairs, festivals, etc.)
- ___ Tourism/national media (radio, television, books, magazines, etc.)
- ___ Organizational presentations (schools, Rotary, scouts, etc.)
- ___ Signage at parks or other recreational facilities
- ___ Trail websites
- ___ Tourism websites
- ___ Word of mouth
- ___ Other
- ___ None

What is your PREFERRED trail surface? Please read ALL the answers & select ONLY ONE.

- Native soil Gravel Asphalt/concrete No preference
 Wood chips Water Compacted limestone screenings Other

Considering the trail activities that you participate in, what is the top annual amount you would be willing to spend to participate in those activities? (Include cost of equipment, training, travel, etc.)

- Less than \$100 \$501-\$1,000 \$1,501-\$5,000 More than \$10,000
 \$100-\$500 \$1,001-\$1,500 \$5,001-\$10,000 Do not participate

Considering the trail activities that you participate in, how far (ONE WAY) would you be willing to travel, in INDIANA, to participate in these activities?

- 0-5 miles 11-15 miles 26-35 miles 51-75 miles More than 100 miles
 6-10 miles 16-25 miles 36-50 miles 76-100 miles

To better indicate Indiana's area of need, in which Indiana county do you MOST OFTEN participate in trail activity? _____

Is there a trail within 5 miles or 10 minutes of your home? Yes No Don't know

The following 2 questions deal with trail connectivity. By this we mean a system of trails that connect to points of interest, such as businesses, neighborhoods, schools, recreation area and/or other trails.

Do you believe connecting trails should be an important part of your community's infrastructure?

- Strongly agree Somewhat disagree No opinion
 Somewhat agree Strongly disagree

How important do you believe trail connectivity is for:

	Extremely	Somewhat	Not very	Not at all	No opinion
Your communities economic development					
Personal health & wellness					
Community health & wellness					
Environmental health & sustainability					
Alternative transportation corridors					

What are the MAIN reasons you DO NOT participate in trail activities as much as you would like?

Select all that apply.

- None-I do not use trails
 None - I participate as much as I want to
 There are no trails close to my home
 Customs/cultural barriers (family traditions, race or ethnic expectations, beliefs, etc.)
 Structural barriers (poor setting/physical environment: lack of facilities or programs, transportation, safety, etc.)
 Cost barriers (lack of money/economic factors)
 Social barriers (no one to participate with, family conflicts, responsibility to others, etc.)
 Personal barriers (no time, no motivation, lack of skills, physical/mental/emotional health, ability level, etc.)
 Disability-related access prevents me from participating as much as I would like

Please indicate if your trail activity is limited by any of the following health factors. (Select all that apply)

- Walking Physical ability to ride a bike
 Hearing Physical ability to ride a motorized off road vehicle
 Seeing Physical ability to ride a horse
 Breathing Physical ability to use a canoe/kayak
 Other

What trail improvements could be made to increase your use of trails? (Select all that apply)

- Better surface Easier slopes Walking, biking or riding clubs None
 Improved visibility Guided trail activity Increased personal safety measures Other

For each of the following, how well does the CURRENT supply of trails, in Indiana, meet your needs?

	Supply is more than enough	Supply is just right	Supply is OK for now but needs to be increased in the future	Supply does not meet my needs	Uncertain, do not know current supply	Don't use
Using trails for alternative transportation routes						
Walking/running/jogging						
Hiking/backpacking						
Bicycle (Casual, touring or both)						
In-line skating						
Cross country skiing						
Snowmobiling						
Mountain bike riding						
Off road-motorized - all types (Motorcycle, 4-wheel, ATV, etc.)						
Canoeing/kayaking on water trails or blueways						
Using trails for alternative transportation routes						

After first pursuing all possible Federal funds, grants & donations, which do you feel should be the OTHER PRIMARY SOURCES FOR FUNDING for the DEVELOPMENT of new trails? (SELECT ONLY ONE)

- State general taxes Local bond issue
 State tax on recreation equipment Trail use fee
 Land development set-asides Other
 Local taxes None

After first pursuing all possible Federal funds, grants & donations, which do you feel should be the OTHER PRIMARY SOURCES FOR FUNDING for the OPERATIONS/MAINTENANCE of existing trails? (SELECT ONLY ONE)

- State general taxes Trail use fee State tax on recreation equipment
 Local taxes Other None

If the money was spent in your local area to help support TRAIL UPKEEP & NEW TRAIL DEVELOPMENT, how much would you be willing to pay for an ANNUAL TRAIL FEE?

- Less than \$5 \$5.00-\$9.99 \$10.00-\$14.99
 \$15.00-\$19.99 \$20.00 or more

And finally, tell us about yourself

Are you ... Male Female

What is your age? _____

In which Indiana county do you live? _____ Do not live in Indiana _____

Which of the following do you consider yourself to be?

- White, Non Hispanic Hispanic/Latino Native Hawaiian/Pacific Islander Mixed Race
 Black/African American Asian American American Indiana/Alaska Native Other

Indiana Department of Natural Resources
ONLINE TRAILS STAKEHOLDER SURVEY RESULTS

APPENDIX D

Please indicate your opinion of the following items.

Answer Options	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Response Count
There should be state legislation that actively supports the acquisition of former railroad corridors for development of trails	9	9	35	160	274	487
Standardized signs and symbols should be used statewide to designate trail activities	3	9	47	179	241	479
Roadway improvements that incorporate bike/pedestrian facilities are important for trail expansion and providing modes of alternative transportation	6	19	52	172	239	488
There is a need for research to identify common problems and possible solutions to trail development, planning and maintenance	6	20	69	210	178	483
Adjoining landowners and businesses must be involved in planning for trail development and management	7	34	60	253	132	486
There is adequate information on how to determine specific optimal trails construction materials and essential features	24	129	198	97	33	481
Current funding of trails maintenance and operations is adequate	167	223	70	15	10	485
Answered Questions						489
Skipped Questions						4

Does your community have ordinances and regulations that facilitate trail development? (choose all that apply)

Answer Options	Response Percent	Response Count
No	39.8%	131
Yes, land use zoning	17.3%	57
Yes, land developer requirements	11.9%	39
Yes, trail impact fees	6.7%	22
Not applicable	28.0%	92
Answered Questions		329
Skipped Questions		164

How important do you feel the following trail issues are? (choose one response per issue)

Answer Options	Not Important	Somewhat Important	No Opinion	Important	Very Important	Response Count
Building more trails	6	13	4	127	335	485
Linking together existing trails	11	18	16	167	274	486
Designating a state funding source for trails	6	9	24	186	261	486
Building long distance trails	12	25	22	174	255	488
Designating a state funding source for trail maintenance per Indiana Code 14-19-10	5	12	74	179	212	482
Acquiring more land for trails	8	15	35	215	210	483
Developing trails close to home	12	39	43	185	206	485
Publishing trails maps and guides	5	26	26	231	200	485
Developing bike commuting trails	23	47	51	186	179	486
Developing mountain bike trails	46	77	76	123	162	484
Developing equestrian trails	86	80	97	83	144	490
Changing the state's railbanking policy on easement acquisition	5	10	250	118	88	471
Developing water trails	45	66	137	162	74	484
Improving trails for people with disabilities	18	99	81	216	72	486
Making changes to state law: Indiana Code 8-4.5	5	7	330	69	45	456
Developing trails for motorized use	274	80	64	36	35	489
Answered Questions						493
Skipped Questions						0

What approximate percentage of your total annual budget is used for trails maintenance?

Answer Options	Response Percent	Response Count
0 - 5 percent	17.5%	78
6 - 10 percent	2.7%	12
11 - 15 percent	1.3%	6
16 - 20 percent	1.3%	6
21-25 percent	0.9%	4
Between 26 - 50 percent	1.8%	8
Over 50 percent	6.5%	29
Do not know	67.9%	303
Answered Questions		446
Skipped Questions		47

What is the percentage of the local tax base that goes to developing local trails?

Answer Options	Response Percent	Response Count
Less than 1 percent	19.4%	87
1 - 2 percent	2.5%	11
2 - 5 percent	1.3%	6
Greater than 5 percent	0.7%	3
Do not know	76.1%	341
Answered Questions		448
Skipped Questions		45

What type of trail uses do your trails provide? (choose all that apply)

Answer Options	Response Percent	Response Count
Pedestrian (all uses: such as run, jog, skate, walk, etc)	62.0%	227
Natural surface trail use (all uses: such as Mtn Bike, Hike, Equestrian, etc)	59.8%	219
Hardened surface trail use (bicycle and pedestrian)	47.5%	174
Equestrian	30.1%	110
Road Bicycle	29.5%	108
Hardened surface trail use (pedestrian only)	15.8%	58
Water-based (canoe/kayak)	8.7%	32
Motorized	6.0%	22
Answered Questions		366
Skipped Questions		127

Is your organization/community included in a regional trails plan that includes connections to other communities? (choose all that apply)

Answer Options	Response Percent	Response Count
Yes	37.3%	137
No regional plan for trails/trail networks	12.8%	47
No funds for a regional trail	10.9%	40
No interest in regional trails	0.8%	3
Do not know	38.7%	142
Not applicable	7.9%	29
Answered Questions		367
Skipped Questions		126

When planning and designing trails, do you try to connect community destinations such as schools, recreational facilities, commercial districts and cultural/historic sites? (choose all that apply)

Answer Options	Response Percent	Response Count
Yes	44.9%	158
No funding	12.5%	44
No, community destinations are too spread out to consider	5.1%	18
No time to plan and design trails for connecting community destinations	4.8%	17
The community has no interest in connecting community destinations	1.4%	5
Not applicable	37.8%	133
Answered Questions		352
Skipped Questions		141

Are health and wellness professionals closely involved in the planning of your trails? (choose all that apply)

Answer Options	Response Percent	Response Count
Yes, they are involved	25.3%	88
No, had not previously considered	14.1%	49
No, do not know how to involve them	9.2%	32
No, health and wellness professionals in my community are not interested	6.6%	23
No, do not consider it necessary	6.0%	21
No time to involve them	2.6%	9
Not applicable	34.2	119
Answered Questions		348
Skipped Questions		145

Does your organization coordinate with other agencies and organizations for trail system development and management? (choose all that apply)

Answer Options	Response Percent	Response Count
State government	52.0%	179
Non-governmental organizations (such as non-profits/friends groups)	42.4%	146
County	41.6%	143
City	38.1%	131
Town	26.7%	92
Federal government	25.9%	89
Township	19.8%	68
Do not coordinate with other agencies	3.8%	13
Not applicable	19.2%	66
Answered Questions		344
Skipped Questions		149

Please indicate any funding/fiscal management methods you have utilized for trails in the past five years. (choose all that apply)

Answer Options	Response Percent	Response Count
Applied for grants	62.0%	168
Received donations	59.4%	161
Did fundraising	46.9%	127
Worked with a foundation	33.6%	91
Asked local business for funding	31.0%	84
Pursued public-private partnership	21.4%	58
Sold advertising space to local businesses (sponsorships)	8.9%	24
Private funding in exchange for naming rights to facilities/events/programs	7.0%	19
We did not use any of these methods in the last five years, but plan to do so in the future	6.6%	18
Levied taxes	5.2%	14
We did not/do not plan to seek additional funding	4.8%	13
Passed a bond	2.2%	6
Closed facilities	0.7%	2
	Answered Questions	271
	Skipped Questions	222

What is your community or organizations primary source of funding for trails?

Answer Options	Response Percent	Response Count
Donations	28.9%	98
Grants	26.3%	89
General fund taxes	11.8%	40
User fees/gate fee	5.6%	19
Dedicated fund taxes/fees	1.5%	5
Not applicable	16.5%	56
Other (please specify)	9.4%	32
	Answered Questions	339
	Skipped Questions	154

Number	Other (please specify)	Categories
1	Tax increment finance district funds	
2	Volunteers	
4	Users do everything themselves and pay for it themselves	
6	Membership dues	
9	Shirt and sticker sales, trail guides, general donations	
10	I don't know	
12	Non-profit group	
14	Working on horse trails ourselves	
17	Private money	
22	We raise money through a race series	
23	Both donations and grants equally	
24	Membership dues and national fund raising	
25	Club dues and local bike shops	
26	Mixture of private donations, and state and federal money	
28	Parks or Streets Budgets	
32	Community Economic Development Income Tax	

How does your community or organization view its role in relation to trails? (choose all that apply)

Answer Options	Response Percent	Response Count
Building new trails	75.3%	238
Maintaining existing trails	74.7%	236
Promoting trails/health	64.6%	204
Buying land for trails	23.4%	74
Other (please specify)	6.6%	21
Answered Questions		316
Skipped Questions		177

Number	Other (please specify)	Categories
2	Develop a master plan which includes trails as part of a park system	
3	Fundraising	
5	Would like to see more involvement/development	
6	Indianapolis spends the bare minimum on parks	
7	We use to build and maintain trails, hold night ride events, but was told that our service and presents was no longer required.	
9	Funding trail development	
11	We partner with community organizations to help them build and maintain trails	
13	Advocating in the community for trails	
15	Putting horse trails alone side walking and riding trails	
17	Not on the radar of officials	
18	They are only focused on the paved trails	
20	Considering establishing 5-10K walks and runs and just getting the community out side and enjoying the trail features.	
21	Economic development and environmental restoration	

Please indicate any methods you have used in the last five years to address staffing challenges for trails? (choose all that apply)

Answer Options	Response Percent	Response Count
Used or increased use of volunteers	76.9%	206
Worked with 'friends of trail' groups	48.5%	130
Partnered with local non-profits	31.3%	84
Partnered with government agencies	31.0%	83
Partnered with local FOR-profit agencies/businesses	16.0%	43
Other (please specify)	10.1%	27
Answered Questions		268
Skipped Questions		225

Number	Other (please specify)	Categories
1	Community corrections	
3	Wrote articles in local paper explaining our mission	
4	Added staff	
5	Volunteers	
6	Users do everything themselves and that is fine	
9	Were told services were no longer needed that the trails would take care of themselves	
11	Assigned staff to maintain trails	
12	Have not started yet. Almost there	
13	All volunteer membership-based organization	
16	Not enough horse riders involved so we were asked to leave	
18	Partnered with National Non Profits	
19	We use an adopt a mile program for maintenance	
24	Partnered with NIMBA to develop and maintain mountain bike trail	

Please indicate from the list below which measures you have taken/used in the past five years to address the need for land for trails in your community.

Answer Options	Response Percent	Response Count
Recreational Trails Program (RTP) Grant	50.9%	113
Cooperation with private landowners	35.1%	78
Funding programs through INDOT (all types)	24.8%	55
Indiana DNR Heritage Trust or Bicentennial Nature Trust Funding Programs	19.4%	43
Utility corridors	18.0%	40
Land trust or other non-profit landowners	16.2%	36
Conservation easement with other landowners	9.9%	22
Partnered with local schools for public use of their land or recreational facilities	9.0%	20
Land and Water Conservation Fund (LWCF) Grant	7.2%	16
Other (please specify)	17.6%	39
Answered Questions		222
Skipped Questions		271

Number	Other (please specify)	Categories
2	LWCF/RTP in past; TIF funds	
3	sponsored our own bike ride for donations and fund raising	
4	funding through OCRA	
7	Helped when trail group needed volunteers and fundraisers	
13	IN DNR with no luck	
14	Federal grants	
15	County parks dept partnership	
17	We work with DNR to use existing public land to build new trails	
22	Proposed Equestrian Trails for Prophetstown State Park	
24	partnered with parks departments to build mountain bike trails	
30	2008 State Trail Grant	
35	Rail corridor acquisition and conversion	
36	Not sure what the county or city has in mind to develop any future trails	
38	FHWA Funding	
39	Dedicated use of EDIT funds for remediation and trail development	

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