

## VI. Demand Analysis

### A. General

The Demand Analysis consists of the following components:

1. A classification of existing park and recreation facilities into standard park classifications.
2. Geographic distribution of parks, recreation areas, and service areas.
3. Comparison of existing recreation facilities and land to guidelines established by the National Recreation, Park and Open Space Guidelines and past experience by the consultant.
4. A summary of the Public Participation element.
5. Summary of needs shown in the Winchester-Clark County Comprehensive Plan Update, 1997.
6. Comparison of per capita expenditures and staffing for parks and recreation.

### B. Park Classification System

The purpose of developing a park and recreation classification system for a community is to evaluate the total recreation opportunities that are being made available to the public. Many times a community will "meet the standard" in terms of acreage due to the acreage of a single park which does not provide for the needs of the entire community. A combination of mini-parks, neighborhood parks, community-wide parks, linear parks and areas for special uses is the recommended variety for a parks system. The needs for regional and state parks is normally met by other governmental agencies or with a partnership with these agencies.

The photos in the preceding section, Facilities Inventory, capture features of each of the nine public parks maintained by the Parks Board, identify facilities at each site, and show a classification for the park as previously determined. A park system is generally reviewed and analyzed as a composite of recreational areas, each existing to meet a particular public need.

Table 17 provides the typical size, service area and standards for the five local park categories--mini, neighborhood, community, linear and special use. This table also identifies typical features and desirable characteristics of each park type. This information was adapted from *Recreation, Park and Open Space Standards and Guidelines* published in 1987.

**Table 17**  
**Typical Park Classification System**

<b>Park Type</b>	<b>Typical Size &amp; Service Area</b>	<b>Acres/1,000 Population</b>	<b>Typical Features/Facilities</b>	<b>Desirable Characteristics</b>
Mini	± 1 acre 1/8 - 1/2 mile	0.5 acres per 1,000	Typical facilities may include play apparatus, tricycle trails, small multi-use court area and benches.	Most often provided in association with school facilities. May also provide as needed to serve special disadvantaged populations where children do not have adequate yard space.
Neighborhood	2-20 acres 1-21 mile serve radius to serve pop. up to 5,000	2.0 acres per 1,000	Suited for intense development. Typical facilities include field games, court games, playground apparatus, small pools, small neighborhood centers, drinking fountains, and restrooms.	Easily accessible to neighborhood population with safe walking and biking. May be developed as park/school facility or in conjunction with service agency facility. May not be needed in areas served by "community" or "regional" parks.
Community	10-40 acres 1-2 mile service radius to serve several neigh- borhoods with pop. up to 30,000 ±	8.0 acres per 1,000	Typical facilities include all listed for neighborhood parks plus major swimming pool, field or court game complex, major recreation or community center, etc. May be an area of natural quality for picnicking, walking, etc.	Capable of providing a range of intensive recreational facilities, or provides one or two activities that attract users from multi-neighborhood area. Park should ideally be located at or near secondary (middle/senior) school. May meet needs of neighborhood park for users within a 1-mile radius.
Linear	N/A	N/A	Area developed for one or more varying modes of recreational travel (pleasure driving, hiking, walking, jogging, biking, etc.) May also include active play areas, fitness courses, picnicking areas, etc.	Built or natural corridors, such as utility rights-of-way, bluff lines, creek beds, and roads that link other components of the park system or other community facilities (schools, libraries, etc.) with park areas.
Special Use	Serves community- wide area	N/A	Area for specialized or single purpose recreation activities, such as golf courses, plazas in commercial areas, major pools, riverfront park areas, indoor facilities, etc.	Area should be located to meet the special needs of the intended use.

Based on national standards, Table 18 lists current classifications for the parks maintained by the Parks Board along with recommended classifications. The current classifications are based on old national standards.

**Table 18  
Current and Recommended Park Classifications**

Park	Current Classification	Recommended Classification
Lykins	Regional	Community
Community/Harmon	District	Community
College	District	Community
Wiseman	Neighborhood	Neighborhood
Massie	Mini-Park	Neighborhood
Fairfield	Mini-Park	Mini-Park
Melbourne	Mini-Park	Mini-Park
Soccer Complex	District	Special-Use

Table 19 illustrates the park and recreation needs by park type and existing/ recommended acreage for year 2000 and 2010. The table includes existing developed park land maintained by the Parks Board. The recommended acres per 1,000 population are the standards recommended by the *Recreation, Park and Open Space Standards and Guidelines* as published by the National Recreation and Park Association in 1987. Utilizing these standards, the consultant attempts to measure both, the present and future community needs for community parks and recreation.

The acreage needs for the years 2000 and 2010 are based on population estimates presented in Chapter III, Existing and Future Demographic Trends. Table 19 shows that currently there are deficits in the top three types of parks and that in 2010 these deficits will increase but only by 1 percent (22.1 acres) due to the projected declining growth rate between those years (6.44% compared to 10.60% between 1990-2000). The largest deficit is for community parks in 2000 of 192 acres while the deficit in that type for 2010 is 209 acres. The total current deficit for park land is 266 acres while in 2010 the acreage will increase to 289 acres.

School parks and recreation facilities help relieve the shortage to some extent but only have a small impact since most of the school grounds have limited availability for general parks and recreation purposes.

**Table 19  
Parks and Recreation Needs By Park Type and Acres**

Park Type*	Existing Developed Acres	Recommended Acres/1000 Population**	Year 2000 Recommended Acres***	2000 Surplus (+) Deficit (-)	Year 2010 Recommended Acres***	2020 Surplus (+) Deficit (-)	
Mini-Park		1.5	0.5	16.3	-14.8	17.4	-15.9
Neighborhood		6.0	2.0	65.2	-59.2	69.4	-63.4
Community		68.5	8.0	260.9	-192.4	277.7	-209.2
Special Use		17.0	N/A	N/A	N/A	N/A	N/A
<b>Totals</b>		<b>93.0</b>	<b>10.5</b>	<b>342.4</b>	<b>-266.4</b>	<b>364.5</b>	<b>-288.5</b>

\* Based on recommended, not existing, classifications for public parks

\*\* Lancaster, Roger A., *Recreation, Park and Open Space Standards and Guidelines*, National Recreation and Park Association, 1987

\*\*\* Based on population projections located within Chapter III, Existing and Future Demographic Trends: Year 2000 = 32,611; Year 2010 = 34,710

### C. Geographic Distribution of Parks

Exhibit I, Existing Land Use & Park Service Areas, illustrates the geographic distribution of school, private and public park and recreation facilities (separate shade of green for each). The areas with existing residential land use are shown in yellow. Mobile home land use is shown in light tan and multi-family usage is in dark tan.

Exhibit II, Future Land Use & Park Service Areas, illustrates the same as Exhibit II but also identifies future residential and multi-family residential areas. This map also identifies (red shaded circles) the half-mile service area around public parks. Based on this information, the central segment of urban population is served by a public park. However, there are gaps in all outer growth areas. The greatest existing and future needs are in the south/southwest area along with the mid east segment. With the proposed construction of the new by-pass on the east end, this area will see additional growth. Additionally, the second phase of the by-pass will extend to the southwest, currently an expanded growth area.

Exhibit III, Future Land Use and Park Service Areas by Classification, identifies the public park lands by recommended classification along with the service area for each park by classification, showing the gaps within each category.

### D. Recreation Facility Standards

Further park deficiencies can be identified by comparing the existing supply of specific recreation facilities with appropriate facility standards. Table 20, Recreation Facility Needs, identifies a variety of facilities commonly found in similar communities that require a quantity based on population standards, existing supply and the resulting surplus and deficit. This analysis is presented for the population projections presented in Chapter III, Existing and Future Demographic Trends. The population standards for facilities were adapted from *Recreation, Park and Open Space Standards and Guidelines*. This document does not have population standards for all facilities and some changes are necessary to reflect current trends and recreation activities, such as the growing popularity of soccer. Based on this information, however, the greatest existing deficiency is playgrounds with 14 needed. However this need is alleviated by 11 school playgrounds open to the public. The second greatest deficiency is soccer/football fields showing a need of 9 and picnic shelters at 8. Closely following in deficiency is basketball courts, tennis courts and trails. Standards that apply to all communities do not exist; therefore, the population standards are more of a goal that should be accomplished by the community rather than a standard or average. The public participation process provides a better indication of the strongest facility needs.

**Table 20  
Parks & Recreation Facility Goals**

Facility	Population Standard (1 per)	Existing Supply	Year 2000 Required*	Year 2000 Surplus (+) Deficit (-)	Year 2010	Year 2010 Surplus (+) Deficit (-)
<b>Outdoor Areas</b>						
Picnic Shelter	2000	8	16	-8	16	-8
Playground	1500	8	22	-14	23	-15
Trails (miles)	5000	1	7	-6	7	-6
Swimming Pool	20,000	1	1	1	1	-1
<b>Outdoor Fields &amp; Court Areas</b>						
Baseball	3000	6	11	-5	12	-6
Softball	5000	4	7	-3	7	-3
Soccer/Football	2500	4	13	-9	14	-10
Basketball Courts	2000	8	16	-8	17	-9
Tennis Courts	2000	9	16	-7	17	-8
Volleyball Courts	5000	2	7	-5	7	-5
<b>Indoor Areas/Specialized Facilities</b>						
Indoor Pool	20,000	0	1	-1	1	-1
Community Center/Gym	15,000	1	2	-1	2	-1

\* Based on population estimates: Year 2000 = 32,611; Year 2010 = 34,710

## E. Summary of Survey Results

A survey was mailed and otherwise distributed through the *Winchester Sun*, internet, youth leagues, churches, schools, and REA. About 50 percent of the response was through the newspaper. A copy of the survey results is included as Appendix A.

### 1. Methodology

The survey included 11 questions which identified the following information:

- name and/or address and number in household (optional)
- frequency of park visitation
- adequacy of parks and recreation facilities
- adequacy of condition of facilities
- rank the condition of facilities
- need for more active facilities
- need for more passive facilities
- necessary improvements to the parks system
- method of travel to park
- family demographic information
- activity needs within a multi-purpose, one-stop recreation complex

### 2. Summary of Results

- 78% of the respondents had between two to four individuals in their household
- 43% of the respondents are frequent park users--once, twice, or more per week.
- 55% stated that there are adequate facilities while 37% said the facilities are inadequate
- 67% were pleased with the condition of the facilities and 33% indicated displeasure
- 67% are satisfied or very satisfied with the condition of the existing facilities with only 18% unsatisfied
- need for active facilities, in order of preference, were shown as
  1. indoor pool
  2. gymnasium
  3. fitness center
  4. athletic fields
  5. skateboard ramps
  6. tennis courts
- needs for passive facilities, in order of preference, included
  1. nature walks
  2. hiking trails
  3. fishing areas
  4. athletic fields
  5. camping areas
  6. boat docks
- comments most prevalent on needed improvements for the parks system were for a teen facility, increased funding of the parks department, more parks, dog park, and programming to include enrichment, art, social, environment and other topics
- 87% indicated that they drove to the park
- 36% were within the 10-17 age group, 32% in the 36-64 group, 24% in the 18-35 group and 9% in the 65+ group
- 97% expressed a need for a multi-purpose complex with the following needs in order of preference:
  1. social center
  2. fitness center
  3. aquatic center
  4. cultural center
  5. meeting center

- only 3 comments were negative with most positive comments relating to needs for passive facilities, aquatic and multi-purpose center, facilities for teens, increased department funding, more and better playgrounds, programs, increased maintenance and more parks

## F. School Interviews/Surveys

A total 100 -- 41 seventh grade students and 59 high school students -- were interviewed and asked to complete a survey similar to the mail out survey. The results of the survey with comments are included as Appendix B.

### 1. Methodology

The survey included 11 questions similar to those in the mail-out survey. The requested information included:

- area of residence
- familiarity with survey process
- extent of park visitations in and outside Clark County
- method of transportation to park
- participation in organized sport(s) and through which organization
- adequacy of parks and recreation facilities
- need for active and passive facilities
- necessary improvements

### 2. Summary of Results

- 69% reside in Winchester
- 93% did not hear about the survey
- 25% visit a local park once or twice a week, 40% once or twice a month, 33% once or twice a year
- 54% never visit a park outside Winchester-Clark County and 38% visit a park outside the county once or twice a month
- 56% are transported by parents
- 58% do not play an organized sport
- of those that play organized sport (44%), 14% play soccer, 12% basketball, 8% baseball with 42% through school
- 66% do not feel the parks facilities are adequate
- by far the greatest active need was an indoor pool followed by skateboard ramps, athletic fields, and gymnasium
- the greatest passive need was hiking trails followed by camping areas, fishing areas, boat docks and nature walks all fairly evenly represented
- anxious to provide input and assistance
- want a place to socialize, dance, "teen center"
- need for young adult play equipment
- open gym with track, fitness center
- "Winchester needs something for teens to do other than sit in a parking lot and get in trouble. We need trails to hike on or activities to do to keep us out of trouble. There is nothing in Clark County to do at the park--why would we go!"

## G. Needs Shown in the Comprehensive Plan

Information was gathered from the *Winchester-Clark County Comprehensive Plan Update, 1997* that specifically relates to parks and recreation needs. The following details that information.

### 1. Future Public/Semi-Public Land Needs

The 140 acres of future public/semi-public land shown on the Winchester-Clark County Land Use and Transportation Map, does not reflect all the acreage that will be needed for this use during the 20 year planning period of the Comprehensive Plan, but the need is shown on the map, particularly in the south and southwestern portion of the urban planning area. The need

for park facilities must be considered during development plan review for proposed projects. Small common greenspace/open space areas within Planned Community Neighborhoods must be carefully reviewed for appropriateness of location and usage. One other future public/semi-public land use shown on the Winchester-Clark County Land Use and Transportation Map is an area along a creek between KY 627, north of I-64, and Lykins Park. This greenspace can provide an important walking/biking access to the park and be an asset to the entire city.

**2. Bicycle Paths**

The Transportation section encourages “the development of bicycle paths, especially as such paths relate to and serve downtown and recreational areas.” (page IV-57)

**3. Incorporation of Parks/Playgrounds in Subdivision Plans**

In the Location Principles for Proposed Urban Land Uses section of the Plan, suggested as a guideline for land uses and for consideration of zone change requests, is that: “Parks and playgrounds should be incorporated into subdivision plans. In particular, high density residential development proposals shall address the issue of open space and play areas.” (page V-69)

**4. Regional Open Space Needs**

The Future Rural Land section of the Plan states that: “Recreational open space needs are in many ways met by large acreages on which the residences are situated. Demands for regional recreational facilities are met by the city/county parks and by the numerous recreation facilities in and around the Daniel Boone National Forest and Natural Bridge State Park areas.” (page V-80) Although the residential open spaces provide visual appeal, they do not serve public recreational needs. The National Forest and State Park, however, do provide enhanced recreational opportunities.

**5. Regional Park Needs**

The Community Facilities Plan chapter of the Plan states that: “...there is a need for a regional park similar to Lykins Park in the southwestern portion of the Urban Planning Area.” (page VII-89) The Plan recommends that a committee be appointed to formulate a recommendation for the Winchester-Clark County Planning and Zoning Commission regarding how the community might best meet the needs of the residents not well served by a park. The plan notes in this section that the city and county continue to pursue funds for the extension of sidewalks to Lykins Park. The development of a greenway/open space between the development to the north of the city (Royal Oak area) and Lykins Park is anticipated. A new collector road is proposed crossing the northeastern portion of the eastern by-pass which would be required to provide pedestrian and bike access to Lykins Park.

**6. Open Space/Maintenance Needs**

The Implementation chapter of the Plan states that: “The Parks Department currently has about 100 acres in different parks. However, in spite of the current numbers of parks, the community is badly in need of a park in the southwestern side of the county. There are now more than 70 soccer and softball teams with no place to play. Planning and Zoning has the authority to require ‘green space’ from developers but Parks and Recreation has indicated they cannot accept such space because maintenance on 15 acres would require one more full time employee.” (page VIII-93) The same section recommended that a committee be appointed to formulate a recommendation for the Winchester-Clark County Planning and Zoning Commission regarding how the community might best meet the needs of the residents of those portions of the county that might not be adequately served by available parks. Issues such as the use of green space, pedestrian/bicycle access to Lykins Park, the imposition of an impact fee on future development, a motel tax and/or other similar options are recommended for exploration. Although the

Plan identifies a need for soccer and softball fields, it is important to note that this need is in the area of practice fields.

### 7. Impact Fees

The possibility of utilizing impact fees to fund required improvements is noted in the plan on page VIII-94. The plan recommends that a committee be formed which could research and consider the use of impact fees to fund off-site improvements. The plan notes that many central Kentucky counties are discussing this funding mechanism; however, legal input is required to ensure that proposals considered are permissible under Kentucky statutes.

### H. Outdoor Recreation in Kentucky

The Kentucky Department for Local Government completed the *Outdoor Recreation in Kentucky, A Five-Year Assessment and Policy Plan*, in January 1995. An update has not been prepared due to lack of federal funds. A portion of that plan addresses public attitudes, priorities and behavior. The Survey Research Center at the University of Kentucky conducted a telephone survey to gather a representative sampling of Kentucky residents. A total 655 eligible households responded to the survey. The information derived from the survey fell into two categories. Ten questions sought to delineate current public opinions and attitudes; the remainder attempted to develop data on current levels of participation in 19 of the most common outdoor activities. Of specific note from the survey results are the following:

- Over 80% considered public outdoor recreation areas and facilities as they relate to the quality of life to being very important
- 53% were somewhat satisfied with existing recreation opportunities
- Over 40% thought the quality of their community recreation facilities had improved
- 39% of respondents estimated that the amount of time spent in outdoor recreation activities remained the same, 26% said they now devote more and 39% indicated they now spend less than they did 5 years ago
- Nearly 60% thought that facility rehabilitation deserves greater expenditures, followed closely by programming and resource protection
- 19 of the most common and definable outdoor recreation activities were ranked with the ten most popular being:
  1. hiking/walking
  2. picnicking
  3. swimming
  4. fishing
  5. basketball
  6. boating/skiing
  7. baseball/softball
  8. volleyball
  9. bicycling
  10. tent camping
- The top 15 activities respondents would have participated in more often or would have liked to participate in if good public facilities and programs were available were:
  1. Hiking, walking
  2. Swimming
  3. Fishing
  4. Tent camping
  5. Tennis
  6. Basketball
  7. Baseball, softball
  8. Boating/skiing
  9. Horseback riding
  10. Picnicking
  11. Golf
  12. Bicycling
  13. Volleyball
  14. Hunting
  15. Kayaking/canoeing
- Top ten preferences for relatively offbeat, newly popular or otherwise overlooked activities which respondents participated in during the past year were the following:

Gardening	Dirt biking
Going to park	Four-wheeling
Travel	Frisbee
Horseshoes	Bird watching
Target shooting	Cutting lawn

This survey closely mirrors the responses of the Winchester-Clark County community in terms of needs, with the top priority for passive recreation being nature/hiking trails and the top active recreation activity being swimming.

**I. Community Comparison**

The *Municipal and County Recreation Services Study for Fiscal Year 1998-1999*, conducted by the Physical Education and Recreation Department of Western Kentucky University, provides data for 37 cities and counties throughout the state that have a year-round recreation and parks department. Appendix C provides information on per capita expenditures and personnel salaries.

**1. Per Capita Expenditures**

The study shows a range of \$1.75 cost per capita in Pulaski County to \$123.94 in Bowling Green. Table 21 shows expenditures for parks and recreation in selected communities.

**Table 21  
Per Capita Expenditures in  
Selected Parks & Recreation Departments**

<i>Parks &amp; Recreation Department</i>	<i>Per Capita Expenditure</i>
Frankfort	56.01
Georgetown/Scott County	44.05
Lebanon/Marion County	65.06
Nicholasville/Jessamine	33.33
Richmond	44.60
Russellville/Logan County	113.69
Shelby County	31.84
Versailles/Woodford County	24.09
Winchester-Clark County	8.99

Of the above communities, three -- Lebanon/Marion County, Russellville/Logan County and Shelby County -- have aquatic centers. Russellville/Logan County is the smallest of the three, which accounts for the higher per capita expenditure. The allocation for special facilities, aquatic center, accounts for about 50 per cent of the communities' operating budget. Georgetown/ Scott County, Nicholasville/Jessamine County, and Versailles/ Woodford County are in different stages of aquatic/recreation complex construction. Although Richmond does not have an aquatic complex, it does have a recreation complex and fishing lake at the Camp Catalpa/Lake Reba complex.

Table 22 Shows per capita expenditures of all departments participating in the *Municipal and County Recreation Services Study*. The average expenditure of these departments is \$34.22. Winchester-Clark County's expenditure of \$8.99 is well below the average.



**2. Personnel**

All 37 departments surveyed which have a full-time director provided information on numbers of personnel, classifications and salaries. Information on selected communities is provided in the following table.

**Table 23  
Recreation Personnel In  
Selected Parks & Recreation Departments**

<i><b>Parks &amp; Rec Department</b></i>	<i><b>Full-Time Staff</b></i>		<i><b>Part-Time Staff</b></i>		<i><b>Summer Staff</b></i>		<i><b>Special Facilities</b></i>
	<i><b>Rec.</b></i>	<i><b>Maint.</b></i>	<i><b>Rec.</b></i>	<i><b>Maint.</b></i>	<i><b>Rec.</b></i>	<i><b>Maint.</b></i>	
Frankfort	6	4	1	1	153	51	golf, pools
Georgetown	5	5	26	1	76	6	pools, programs
Lebanon*	2	-	1	5**	26	-	aquatic ctr, prog
Nicholasville*	4	2	-	-	2	-	programs
Richmond	3	10	3	11	12	-	rec ctr, progr.
Russellville	8	4	27	5	-	-	rec center
Shelby	6	4	30	4	26	-	rec ctr, progr.
Versailles	4	2	1	2	30	5	com. ctr, prog.
Winchester*	2	1	-	7**	7	7	pool

\* Updated information from Survey  
\*\* Includes in-mate labor

Winchester and Lebanon departments employ the least staff other than Lebanon employing 19 more summer recreational staff due to their aquatic center and programs. The average full-time employees at a department is 8, with an average 14 part-time employees.