

PUBLIC FUNDING OF YOUTH SPORTS AND RECREATION IN DETROIT, HAMTRAMCK, AND HIGHLAND PARK

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I. Introduction

This report reviews past and present levels of public funding of sports and recreation for inner-city youth, specifically the youth and families living in Detroit, Hamtramck, and Highland Park. For the purposes of this report, youths are boys and girls six to 16 years of age. "Sports and recreation" are defined as organized and supervised physical team or individual activities, excluding inter- or intra-mural school athletic offerings. In addition to identifying the levels of spending in these three cities, this study reviews the level of governmental support among other large U.S. cities, and considers alternative funding and governance structures.

II. Findings

- Each of the three recreation departments of concern in this report prepares its budget by cost center rather than by function or program. This made identification of amounts spent on *youth* sports and recreation programs difficult. The implications of this are that any discussion of changing the way youth sports and recreation is provided in these communities will be done in a very general fashion, and there could be questions regarding whether the funds raised from a dedicated tax or allocated jointly by these three cities are used specifically for youth sports and recreation.
- All three recreation departments receive the majority of their operating revenues from general fund appropriations. Most cities reviewed in this study rely on general fund revenues for funding of their recreation departments.
- Combined, the Detroit, Hamtramck, and Highland Park recreation departments spent a total of \$45.5 million in 1994, an estimated \$12.0 million for all recreation programs, with spending for youth sports and recreation estimated to total \$4.1 million. Approximately 99 percent of this was spent by the Detroit Recreation Department.
- The financing alternatives explored, based on the experiences of other cities, include continued funding through the general funds of each governmental unit, the imposition of a dedicated tax for youth sports and recreation funding, and earmarking a portion of the general fund appropriations to the recreation department specifically for youth programs.
- Alternative governance structures share a basic theme: local governments working together to provide youth sports and recreation programs. By working together, these governments would be able to take advantage of economies-of-scale, increase provision of some programs, and create efficiencies in the use of facilities.
- The Huron Clinton Metropolitan Authority and the Chicago Park District are examples of single purpose authorities whose sole role is the provision of recreation services. The creation of such authorities involves autonomy from the individual recreation departments and often involves a dedicated tax.
- The Rochester Avon Recreation Authority is an example of local governments cooperating to provide sports and recreation services. The local governments maintain ownership of their recreation facilities, but the authority is responsible for the actual provision of youth sports and recreation programs.
- The Milwaukee Recreation Council and the Tri-County Parks and Recreation Consortium are examples of local governments coordinating sports and recreation services. By coordinating services, the local governments avoid duplication of services, increase the amount of services, and encourage residents to cross municipal boundaries to promote more efficient utilization of facilities.

III. Recommendations

- Better accounting and record keeping practices need to be instituted, tracking expenditures by program or function, before any changes are considered in the financing or governance of youth sports and recreation in Detroit, Hamtramck, Highland Park, or all three.
- Reliance on the general fund for youth sports and recreation financing allows the elected representatives of the local governments to use the budget to set priorities and allows for an efficient use of resources relative to all other municipal functions. Additionally, reliance on the general fund tends to result in a level of accountability often not found when taxes are dedicated to specific functions. This study recommends continued funding of youth sports and recreation through the general fund over any form of dedicating.
- Should the policy makers of these cities opt to utilize dedicating, this study makes several recommendations. The relatively high tax burdens currently imposed on the taxpayers of these communities should be weighed heavily before any new, dedicated taxes are considered. A dedicated tax, whenever possible, should bear some relationship to the service being provided and to the beneficiaries of the service.
- Additionally, a dedicated tax to fund youth sports and recreation should be seen as one revenue source used for part of the total revenues needed to fund these programs. Funding levels should continue to be based on needs. User fees, charges for the use of assets, grants and general fund revenues should continue to contribute a portion of the total revenues.
- This study recommends consideration of cooperation, coordination, or both, in the provision of youth sports and recreation. The Rochester Avon Recreation Authority and Tri-County Parks and Recreation Consortium serve as useful examples of how neighboring communities are working together to provide a higher level of youth sports and recreation.
- Additionally, efforts should be made for these public youth sports and recreation providers to cooperate or coordinate with private youth sports and recreation providers, as well as the Detroit Public Schools, the City of Hamtramck, and the Highland Park Public Schools.



IV. Past and Present Funding Levels

The major youth recreation providers in the three cities are the City of Detroit Recreation Department, the Hamtramck Public Schools Recreation Department, and the City of Highland Park Recreation Department. While the Detroit Public Schools, the City of Hamtramck, and the Highland Park Public Schools may contribute to youth sports and recreation, their contribution was not included in this study due to the lack of programs offered by these governmental units.

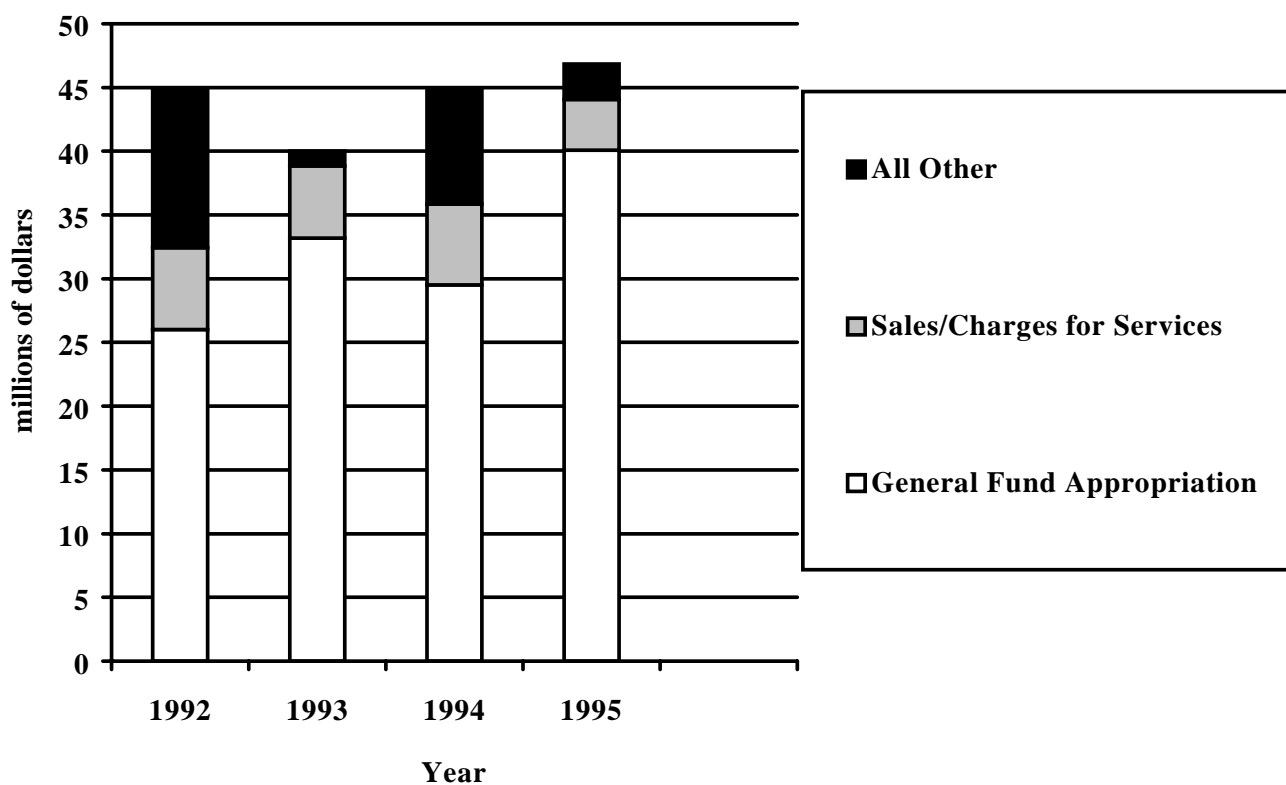
A. Detroit Recreation Department

1. Revenues.

The Detroit Recreation Department receives most of its money from general fund appropriations. For the fiscal year ending June 30, 1995, 85.6 percent of the operating funds of the Recreation Department was received from the general fund of the city. The remaining 14.4 percent was from the use of assets, grants, sales, departmental transfers, and user fees. Revenues from facility rentals are considered general fund revenues rather than departmental revenues.

Chart 1

Revenue Sources for the Detroit Recreation Department



Source: Detroit Recreation Department

2. Expenditures.

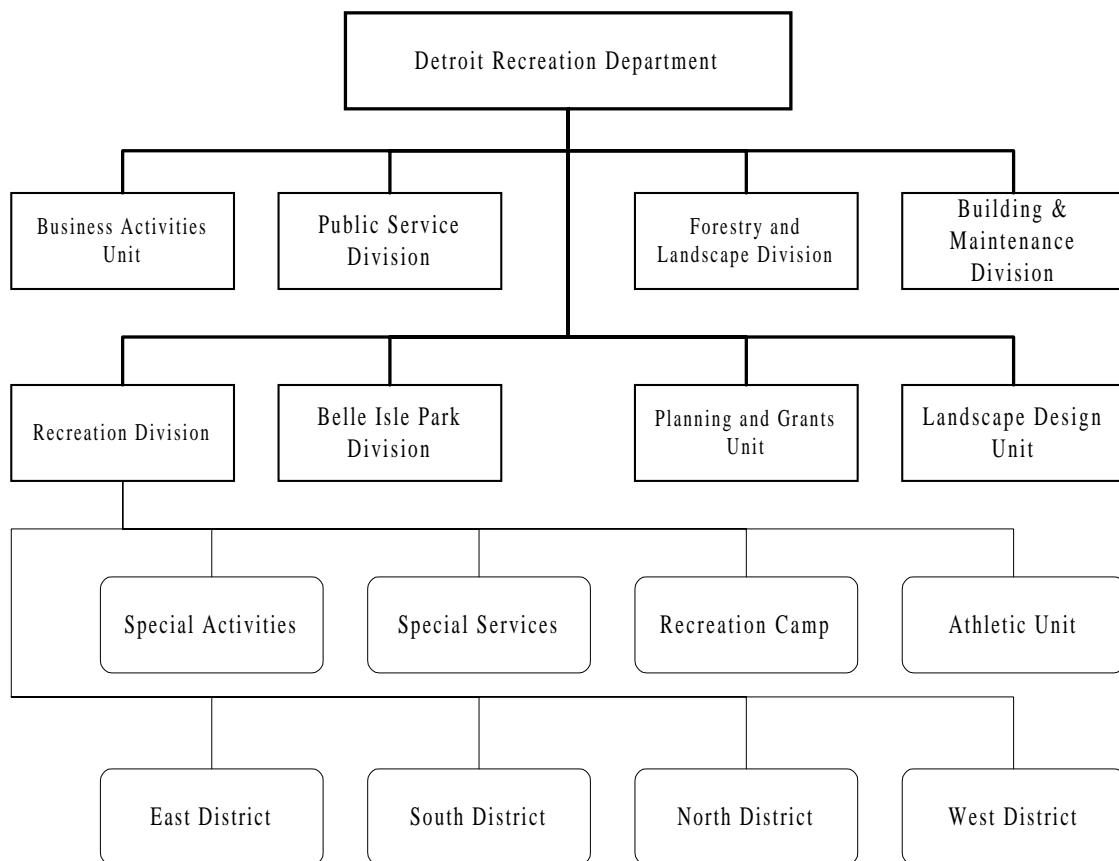
The City of Detroit recorded fiscal year 1994 general fund expenditures totaling about \$1,050 million. As can be seen in **Table 1**, between fiscal year 1990 and 1994, the Recreation Department accounted for between four percent and five percent of general fund expenditures, \$44.9 million in FY 1994.

The Detroit Recreation Department budget is divided into eight divisions (See **Chart 2**). The Department performs many more functions than the delivery of sports and recreation programs. The activities of these divisions and units include general administrative tasks, care of Belle Isle, maintenance of parks, playgrounds, and boulevards throughout the city, care of marinas, golf courses, Hart Plaza, and the Ma-

noogian Mansion, and provision of culture and sports programs. The Recreation Division is the major provider of athletic programs and is the division of primary interest to this study.

Recreation Division expenditures comprise a little more than 30 percent of the total expenditures of the Recreation Department (See **Table 2**). Problems arise however in attempting to identify how much actually is spent on youth sports and recreation. The first problem in expenditure identification is a lack of information. The Department simply has not had an accounting or record keeping structure in place that allows for the tracking of recreation center usage, youth program provision, or final expenditures on a program basis.

Chart 2
Detroit Recreation Department Organization



Source: Detroit Recreation Department.

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Table 1
Total Detroit Recreation Department Expenditures
as a Percentage of Total City Expenditures
(millions of dollars)

Fiscal Year	Total City General Fund Expenditures	Total Recreation Department Expenditures	As A Percent Of Total Expenditures
1990	1,082.0	46.9	4.3%
1991	1,079.6	53.4	5.0%
1992	1,060.1	44.9	4.2%
1993	992.1	40.0	4.0%
1994	\$1,049.5	\$44.9	4.3%

Source: Detroit Recreation Department, various City of Detroit Comprehensive Annual Financial Reports.

A second problem in expenditure identification is the way the available information is organized. The Detroit city budget, like many municipal budgets, is organized by cost center. This budget approach identifies the total cost of operating a recreation center, but does not identify the cost of programs offered at a center. Similarly, other costs can be identified in the aggregate, but the costs of that service attributable to an individual program remain unknown. Although the programs provided at each center generally are known, it is not known exactly how much time is consumed by youth sports and recreation, what resources go into the provision of those programs, who is providing each program, and how much central

administration time is required for each program. These budgeting and record keeping shortcomings are complicated by budget cutbacks over the years that have forced the recreation centers to organize by need. Those employed at the different recreation centers do what is needed to provide services, rather than a systematic approach in which persons of the same job classification are performing the same tasks at each center. This is not to argue that the current system is improper, only that individual costs, such as youth sports and recreation, are not easily identifiable.

Because the Department does not collect the data, this study has attempted to estimate youth sports and recreation spending by eliminating Recreation Depart-

Table 2
Recreation Division Expenditures Relative
to Recreation Department Expenditures

Year	Total Recreation Division Expenditures	As Percent Of Department Expenditures
1990	\$15,530,405	33.1%
1991	16,133,911	30.2%
1992	14,192,319	31.6%
1993	13,555,825	33.9%
1994	14,181,813	31.6%

Source: Detroit Recreation Department.

ment and Recreation Division expenditures that clearly are not related to youth sports and recreation. From the remaining Recreation Division programs this study attempts to calculate the amount that is spent on youth sports and recreation.

a) Non-Youth Sports and Recreation Spending.

Certain items in the Detroit Recreation Department and Recreation Division budgets are clearly identifiable as something other than youth sports and recreation programs. For the Department as a whole, the activities of the Public Service Division, the Belle Isle Park Division, the Planning and Grants Division, and the Landscape Design Unit are all fairly well removed from the provision of youth sports and recreation programs. Within the Recreation Division itself, "Special Programs," provided to identifiable populations of the city other than the youth targeted in this study, include senior citizens' programs, programs for the physically challenged, and grant development. Additionally, the costs of operating Hart Plaza, Chene Park, the Community Arts program, the Council of Arts, and Festival of Performing Arts are all included within the Special Programs Budget. While many of the programs offered by the Recreation Division are targeted toward youth, they fall outside the scope of this study, which attempts to identify organized physical activities (See **Appendix A**).

Combined, Recreation Division services and programs that are not sports and recreation in nature total \$2,890,489, 20.4 percent of the fiscal year 1994 Recreation Division budget. The remainder of the Recreation Division budget, \$11,291,324, includes adult and youth cultural, athletic, and recreation programs offered by the Athletic Office and each of the four districts.

b) Youth Sports and Recreation Spending.

It is known that the Business Activities Unit, the Forestry and Landscape Division, the Building and Maintenance Division, and the Recreation Division play some part in the provision of youth sports and recreation programs. As noted, the majority of expenditures for youth sports and recreation are found in the district operations of the Recreation Division.

The Recreation Division divides the facilities, into four geographic districts: East; North; South; and West. These districts are responsible for the recrea-

tion centers, parks programming, and some satellite and outreach programs. To calculate the costs attributable to youth sports and recreation, data were drawn from city-wide information, district-wide information, and from recreation center program schedules. This information was used to estimate the time consumed in providing youth sports and recreation programs, so that facility, personnel, and equipment costs can be calculated based on these estimates. See **Appendix B** on page 45 for an explanation of the methodology used for estimating the cost of providing youth sports and recreation and a flow chart that illustrates the methodology.

(1) Facility Costs.

The facilities operated by the Recreation Division in which most youth sports and recreation programs are offered include recreation centers, swimming pools, tennis courts, golf courses.

(a) Recreation Centers.

For the purposes of calculating the facility cost, building use was calculated for each recreation center. Youth sports and recreation programs are offered in the recreation centers a total of 24,520 hours during the spring and summer, about 36 percent of the time that the recreation centers are operational. Programs are offered a total of 11,401 hours during the fall and winter, about 27 percent of the time that the recreation centers are operational. The actual breakdown of hours of recreation center use for youth sports and recreation is found in **Appendix D** on page 49.

It cost the Detroit Recreation Department \$1.8 million in fiscal year 1992-93 to operate the recreation centers for telephones, electricity, heat, repairs, and water (exclusive of the centers listed above which do not provide youth sports and recreation). For purposes of this study, the costs of operating each center have been divided evenly between the spring/summer session and the fall/winter session. Based on these calculations, CRC estimates that the Detroit Recreation Department spends \$766,297, an average of 37.7 percent of the costs, to operate the recreation centers for youth sports and recreation. **Table 3** shows the costs allocated to each recreation center and the percentage of that costs attributable to youth sports and recreation.

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Table 3

1992-93 Detroit Recreation Center Costs Allocable to Youth Sports and Recreation

Recreation Center	Percent of Operating Hours Used for Youth Programs				Costs Attributable to Youth Programs
	1992-93 Rec. Center Non-Personnel Costs	Fall/ Winter	Spring/ Summer		
East					
Butzel Family	\$ 50,094	0.0%	84.7%	\$	21,216
Cannon	20,940	27.7%	64.4%		9,640
Heilmann	158,156	52.7%	45.8%		77,862
Lipke	15,886	37.6%	64.3%		8,097
Maheras	37,430	34.3%	64.0%		18,393
EAST TOTALS				\$	135,208
South					
Clark Park	\$ 36,398	82.2%	93.5%	\$	31,970
Clemente	24,191	20.3%	48.4%		8,302
Kemeny	60,144	32.8%	47.9%		24,286
Kronk	54,228	Closed	68.6%		18,592
Patton	73,013	42.2%	90.8%		48,564
Radenmacher	4,356	48.5%	21.4%		1,522
St. Hedwig	9,504	19.8%	50.4%		3,339
Young	239,987	44.7%	47.7%		110,897
SOUTH TOTALS				\$	247,911
North					
Bradby	\$ 5,329	0.0%	40.5%	\$	1,080
Brewster/Wheeler	73,422	40.4%	72.3%		41,388
Considine	108,992	41.2%	77.3%		64,550
Evans	41,403	16.6%	41.6%		12,041
Farwell (Tennis)	34,819	Closed	20.0%		6,964
Lasky	31,447	20.9%	48.1%		10,862
Wigle	25,557	29.1%	81.2%		14,098
Williams	161,803	17.1%	41.5%		47,411
NORTH TOTALS				\$	198,394
West					
Butzel-Adams	\$ 246,135	26.3%	63.1%	\$	109,985
Herman Gardens	2,688	37.5%	94.1%		1,769
Johnson	99,826	38.2%	74.0%		56,009
O'Shea	12,026	38.5%	84.2%		7,373
Tindal	16,882	33.1%	86.4%		10,087
WEST TOTALS				\$	185,223
DISTRICT TOTALS		\$ 1,833,668	27.1%	56.0%	\$ 766,297
Source: Detroit Recreation Department, CRC calculations.					

(b) Other Facilities.

Two tennis facilities are operated by the Recreation Division: Barcus Tennis Facility and Palmer Park Tennis Courts. Three outdoor swimming pools are in operation during the spring/summer session: Brennan, Gatliff, and Stone. While the operation of these facilities is funded through the district operations, the Recreation Department was not able to provide costs of the individual operations of these pools.

(c) Building and Equipment Maintenance Division.

The Building and Equipment Maintenance Division maintains approximately 400 buildings owned by the Recreation Department. These include 31 recreation centers, the golf course clubhouses, service buildings, refectories, artificial skating rinks, picnic shelters, comfort stations, cabins and other structures and the Recreation Camp, and the carpenter and sign shop. In fiscal year 1994, the total cost of operations for the Building and Equipment Maintenance Division totaled \$3,933,085. Because of the lack of information, it is impossible to state with certainty what proportion of this amount is actually spent on facilities of concern to the Recreation Division or for youth sports and recreation programs.

(d) Forestry and Landscape Division.

While the programs provided on the play fields and at the parks and playgrounds during the spring/summer sessions are provided by the Recreation Division, the costs of mowing the grass and other costs applicable to the operations of the recreation centers are reflected in the budget of the Forestry and Landscape Division. This Division maintains 390 city parks, the greenbelts, and other miscellaneous properties owned by the city, totaling over 5,890 acres.

The ground maintenance and seasonal ground maintenance units within this division were budgeted \$5,235,249 in fiscal year 1994 for all grounds maintenance costs, labor and non-labor. Because of the lack of information, it is impossible to state with certainty what proportion of this amount is actually used to prepare the grounds for youth sports and recreation

programs. Presumably, the grounds maintenance services would have to be provided at the parks, playgrounds, and ball fields whether organized programs were offered there or not.

(e) School Buildings.

Finally, the Recreation Division used several schools during the spring/summer session for youth sports and recreation programs. These facilities were provided as in-kind contributions from the school district to the city.

(2) Total Facility Costs.

Table 4 reflects the estimated (wherever possible) total operating cost of the facilities used by the Detroit Recreation Department to provide youth sports and recreation programs. For fiscal year 1993, the last year for which data were available, these costs are estimated to total \$766,297. This reflects only the cost of operations for some recreation facilities. It is likely that the costs that can be estimated reflect a minor portion of what would be the total cost if more information was available.

Table 4

**Detroit Recreation Department, 1992-93
Recreation Facility Operating Costs Allocable to Youth**

Type of Facility	Cost Allocable to Youth Sports and Recreation	Total Costs
Recreation Centers	\$ 766,297	
Swimming Pools	N/A	
Building Maintenance	N/A	
Forestry and Landscape	N/A	
School Building Use	0	
Total		\$ 766,297
N/A -- The information was Not Available.		
Source: Detroit Recreation Department, CRC calculations.		

(3) Labor Costs.

In a large organization such as the Recreation Division, it takes people behind the scenes to make it possible for the people providing the actual youth sports and recreation programs to be effective. For the purposes of this study, we have divided the personnel in the Recreation Division into support service costs,

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those making program provision possible, and program provision costs, the cost of actually providing the programs.

(a) Support Service Costs.

The Recreation Division allocates money for wages to city-wide supervisors and their staff, district supervisors and their staff, recreation center supervisors, and recreation center building attendants. The labor costs of the non-program providers are displayed in **Table 5**. The wages of these employees total \$5,140,952, of which it is calculated that \$1,607,783 or 31 percent is attributable to youth sports and recreation.¹

(b) Program Provision Costs.

An estimated 46,250 hours of youth sports and recreation programs were offered by the Recreation Division throughout the last year (See **Appendix E** on page 51). Additionally, time spent purchasing athletic equipment, preparing communication materials to distribute to the public, in community contact, setting up and breaking down the equipment, and travel-

Table 5

**Detroit Recreation Department, 1994-95
Indirect Labor Costs of the Recreation Division
for the Provision of Youth Sports and Recreation**

Staff Description	Total Labor Costs	Attributable to Youth
Department Administration	\$ 1,030,649	\$ 100,000
Recreation Division Admin.	582,427	175,000
District Staff	682,158	204,647
Recreation Center Supervisors	1,248,020	501,807
Building Attendants	1,597,698	626,329
	<u>\$ 5,140,952</u>	<u>\$ 1,607,783</u>

Source: Detroit Recreation Department, CRC calculations.

ing comprised an estimated 16,193 hours of staff time. In total, an estimated 64,242 hours of staff time are spent in the direct provision of youth sports and recreation programs. **Table 6** itemizes these hours by the type of programs offered. Working with the Recreation Department, a wage level was assigned for each type of activity to estimate the cost to provide personnel. Based on the number of hours of each type of athletic activity offered, the total cost of providing youth programs is estimated to be \$1.3 million.

¹ In the calculation of support service costs, because information was not available about the proportion of administrative time spent on youth sports and recreation related functions, it was estimated that about 10 percent of the time for employees working at the departmental level is spent for these purposes, and about 30 percent of the time for those working within the Recreation Division.

Table 6
Detroit Recreation Department, 1994-95
Cost of Providing Youth Sports And Recreation Activities in the Recreation Centers

Activity	Program Hours	Prep Time Hours	Total Hours	Total Labor Costs
Baseball	1,301	299	1,600	\$ 19,173
Basketball	9,021	10,006	19,026	465,908
Football	805	361	1,165	25,467
Softball	2,265	1,558	3,571	63,551
T-ball	1,148	1,660	2,808	48,790
Track & Field	616	55	671	42,663
Swimming	8,930	49	8,979	198,783
Gymnastics	1,051	82	1,133	35,276
Floor Hockey	332	-	332	3,224
Hockey	390	-	390	8,525
Volleyball	1,842	1,749	3,591	56,117
Tennis	959	-	959	31,453
Soccer	705	363	1,068	23,346
Boxing	3,603	-	3,603	93,751
Karate	1,225	-	1,225	26,768
Double Dutch	2,147	-	2,147	23,397
Gym Activities*	6,355	-	6,355	61,707
Weights	2,446	-	2,446	23,751
Inline Skating	50	-	50	1,093
Dance	503	-	503	10,996
Horseshoes	1,824	12	1,836	17,973
Other	787	-	787	8,573
Total	48,302	16,193	64,242	\$1,290,284
* Gym Activities includes 1,100 hours as an estimate of the amount of time the roving crews actually offered sports and recreation activities in the parks and playgrounds during the summer.				
Source: Detroit Recreation Department, CRC calculations.				

(4) Total Labor Costs.

The indirect and direct labor costs summarized in **Table 5** and **Table 6** added together equal \$2,898,067. This represents a best estimate of the total Recreation Department labor costs attributable to youth sports and recreation program provision for fiscal year 1995.

(5) Other Expenses.

The Recreation Department makes expenditures for the equipment, such as balls, bats, nets, and bases, necessary to provide sports programs. The Department was unable to provide information on how

much was spent for equipment to use in the youth sports and recreation programs.

The Detroit Recreation Department owns a number of vans that it uses for, among other things, transporting youth. This use includes transportation to the recreation centers, from the different recreation centers to central locations for district-wide and city-wide activities, and from the recreation centers to competitions and events outside the city. The Recreation Department was unable to provide information on how much was spent for transportation.

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c) Total Costs.

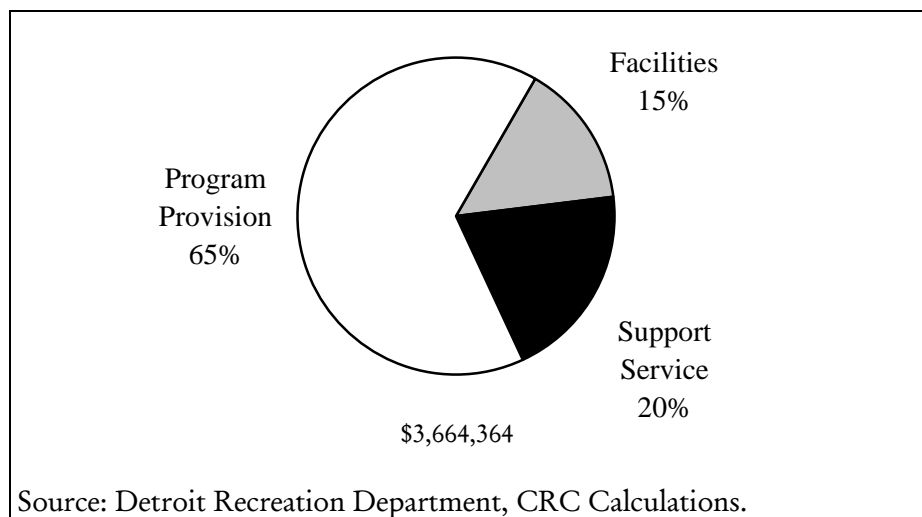
Chart 3 summarizes the estimated costs incurred by the Detroit Recreation Department in providing youth sports and recreation for fiscal year 1995. Adding together the facility costs that could be calculated, and the labor costs, it is estimated that the total cost to the Recreation Division of providing youth sports and recreation programs was \$3,664,364, about 26 percent of the \$14,181,813 total expenditures of the Recreation Division. The first step in this effort to estimate the youth sports and recreation program costs was to eliminate costs that were known to be for services other than youth sports and recreation. An esti-

mate of \$3.7 million represents about 32 percent of the \$11,291,324 balance after eliminating these other costs.

As was discussed above, a number of known costs to program provision could not be included in this calculation due to lack of information about the actual activities or expenditures. An estimate of the magnitude of the expenditures for which information was not available might increase total youth sports and recreation program expenditures to about \$5 million, or about 35 percent of the total Recreation Division expenditures, and about ten percent of the total Recreation Department expenditures.

Chart 3

Estimated Total Detroit Recreation Department Spending Attributable to Youth Sports And Recreation, Fiscal Year 1995



B. Hamtramck Public Schools

The City of Hamtramck is, for the most part, inactive in the area of recreation funding. The city owns one park, Memorial Park, which it leases to the Recreation Department for \$1 per year. The major provider of public youth sports and recreation programs in Hamtramck is the school district, largely because existing school district facilities were readily available for such programs. The duties of the Recreation Director are divided between school responsibilities and Recreation Department responsibilities.

1. Hamtramck Recreation Department.

Unlike the Detroit Recreation Department which has a very wide range of responsibilities, the responsibili-

ties of the Hamtramck Recreation Department consist primarily of providing sports and recreation. The circumstances of Hamtramck are also different from Detroit relative to the accounting and tracking of program. The smaller size of the department and different accounting methods provide more data on the amounts spent on youth sports and recreation.

a) Revenues.

For many years, the programs offered by the Hamtramck Recreation Department were provided to anyone wishing to participate. The three mills levied by the Hamtramck School District for the Recreation Department covered the cost of the programs. The

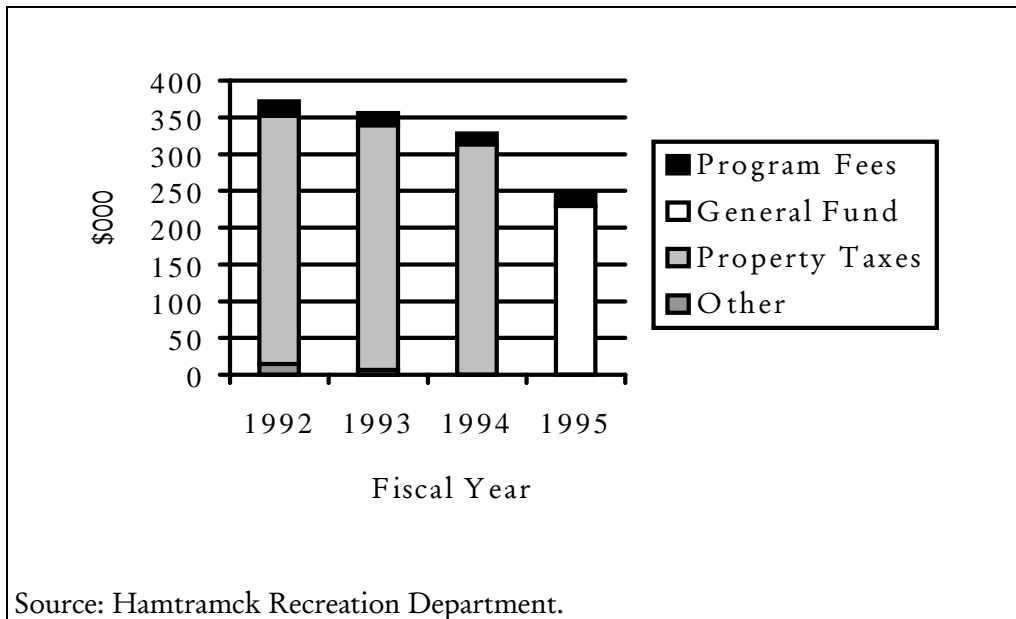
department began charging a minimal program fee to supplement the property tax revenue in recent years. Because of requirements that revenues from this dedicated millage be separate from general school operating millage, the accounting and record keeping system has been in place for many years identifying how much is spent for what functions. Fiscal year 1994 revenues totaled \$328,300.

Public Act 145 of 1993 exempted all property from general ad valorem taxation for school operating purposes beginning December 31, 1993. The three mills that the district had previously levied for the Recrea-

tion Department were considered to be school operating millage, and thus were eliminated by Act 145. This left the school district in the awkward position of either funding the Recreation Department through the 18 mills permitted to local school districts, or leaving the Department without a revenue source for the 1995 fiscal year. The school board opted to allocate part of the general fund budget to the Recreation Department, although an amount less than the department had been receiving from the dedicated millage. Fiscal year 1995 revenues totaled about \$246,654 (See **Chart 4**).

Chart 4

Revenue Sources for the Hamtramck Recreation Department



b) Expenditures.

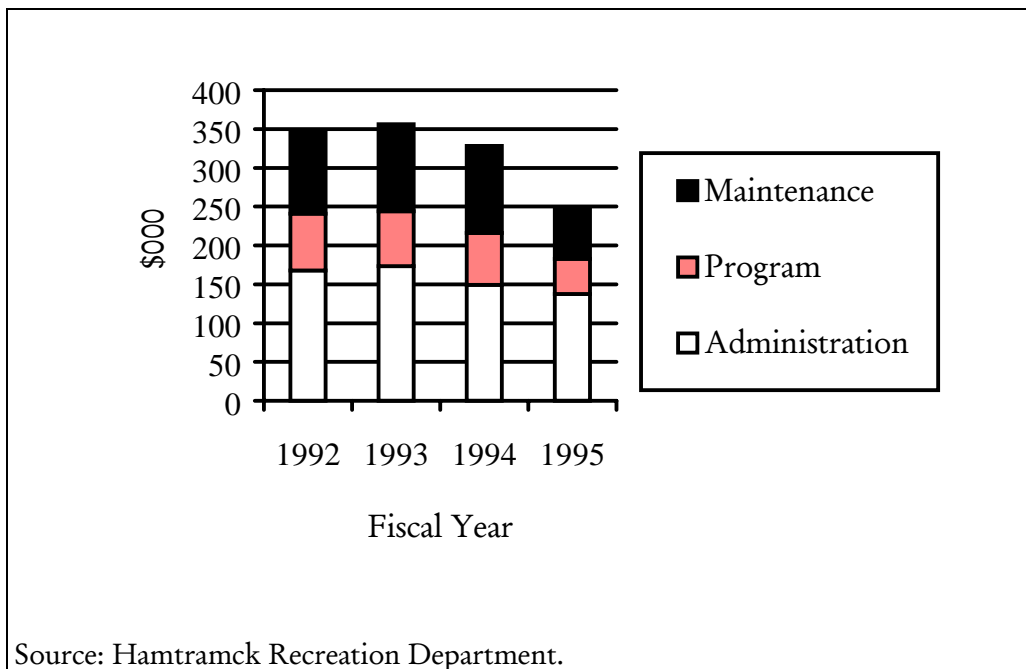
The change in funding source caused by Proposal A, from a dedicated tax source to general fund revenues, resulted in a 25 percent expenditure reduction from 1994 to 1995. Generally, when the Hamtramck Recreation Department was operating at full funding, with a dedicated three mill tax levy, administrative costs accounted for 47 percent of total departmental

expenditures, program costs 20 percent, and maintenance costs 32 percent. While the change of funding forced across the board dollar reductions in spending levels for all functions, maintenance funding took the largest cut. In 1995, administrative costs account for 56 percent of total departmental costs, program costs 18 percent, and maintenance costs 26 percent (See **Chart 5**).

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Chart 5

Cost Allocation for the Hamtramck Recreation Department



(1) Administration.

The Hamtramck Recreation Department has a staff of four full time employees: the director, the director's secretary, and two maintenance staff. This staff is responsible for all administrative functions as well as provision of the actual youth sports and recreation programming.

(2) Program.

The Hamtramck Recreation Department offers adult and youth recreation programs. Youth programs include swimming, baseball, basketball, floor hockey, flag football, and volleyball. Youth activities constituted about 87 percent of the program costs prior to 1995 when the department's budget was cut due to Proposal A (See Table 7).

Table 7

**Hamtramck Recreation Department:
Distribution of Recreation Costs**

Fiscal Year	Program Costs	Program Costs Spent on Youth	Youth Program Costs as a Percent of Total
1992	\$ 72,621	\$ 63,000	86.8%
1993	71,000	62,000	87.3%
1994	67,000	58,000	86.6%
1995*	45,379	35,901	79.1%
* Projected			

Source: Hamtramck Recreation Department, CRC Calculation.

(3) Facility Costs.

The sole recreation center is the Hamtramck High School Community Center. The cost of maintaining this center is borne entirely by the Hamtramck School District. This center serves as the primary gym for the high school, in use during the school year from 8 a.m. to 6 p.m. for gym classes and inter-scholastic sports activities. After 6 p.m., on the weekends, and during the summer months, the recreation center is used by the Recreation Department.

The school district also operates a swimming pool, located in the high school. The Recreation Department opens this pool for public use three days a week during the school year and for additional hours during the summer, although use declines during the summer as the pool is indoors.

There are three parks in Hamtramck: Polaski Park;

Playfair Field; and Memorial Park. Polaski Park and Playfair Field are owned by the Hamtramck School District. Memorial Park is owned by the City of Hamtramck but operated by the Recreation Department.

The Recreation Department has also operated an outdoor ice rink. This rink was reopened in the late 1980s. The revenues brought in from concessions, rentals, and skating fees never met the costs of operating the rink. Cutbacks forced by school finance reform forced the department to close the rink again in 1994.

(a) Hamtramck Youth Sports and Recreation Funding.

For the purposes of this study, we have assumed that the administration and maintenance costs are allocated between adult and youth activities in the same way that program costs are: about 87 percent in the years prior to 1995 and about 80 percent in 1995.

Table 8

**Hamtramck Recreation Department Costs
Allocable to Youth Sports and Recreation: 1994**

	Total Costs	Total Costs Attributable to Youth
Administrative Costs	\$ 67,000	\$ 58,022
Program Costs	149,400	129,380
Maintenance Costs	111,900	96,905
Total Costs	\$ 328,300	\$ 284,308
Source: Hamtramck Recreation Department, CRC Calculations.		

c) Special Needs.

During the school year, there are Hamtramck youth not active in school intramural sports that might be interested in non-school athletic programs, but the department does not have the facilities to offer indoor programs. The Community Center is tied up all day until 6 p.m., later on nights of high school games. After 6 p.m. the Center is used mostly for adult activities. With 50 to 100 youth taking advantage of the Community Center on weekends, there is some indication of a need for expanded programs and more facility space.

During the summer, the Hamtramck Recreation Department has facility space available, but there are not enough interested youth to justify leagues. Ball parks sit unused. Leagues have been organized with four or fewer teams that repeatedly play each other. When leagues are formed, participation in these teams eventually has dropped off as the youth tire of playing against the same teams. The Hamtramck Recreation Department has affiliated with recreation programs in St. Clair Shores, EastPointe, and other east-side cities to offer their youth variety and competition. This entails playing the majority of the games in these cities, with the parents bearing the costs of transportation.

C. Highland Park

As is the case in Detroit, the city is the major provider of youth sports and recreation in Highland Park.

1. Highland Park Recreation Department.

Out of a total city budget of \$32 million in fiscal year 1995, the Highland Park Recreation Department had a budget of \$189,789, or less than one percent of the total city budget (0.6 percent). In addition to this, a one time \$15,000 grant was received from the Chrysler Corporation for equipment and facility needs. The Recreation Department uses this money to equip five parks and operate one recreation center, the Ernest T. Ford Fieldhouse. The fieldhouse is open weekdays from 3:30 p.m. to 6 p.m. during the winter months, some Saturdays when needed, and 12 p.m. to 8 p.m. during the summer months. The swimming pool is open from 8 a.m. to 2 p.m.. Additionally, the operating costs of the fieldhouse and the costs of cutting grass at the parks (some are entirely blacktop) are reflected in the Department of Public Works budget.

As was the case for the Detroit Recreation Department, identification of the total expenditures of the Highland Park Recreation Department and of expenditures for youth sports and recreation programming was difficult. The Highland Park Recreation Department is run much like an independent organization, one that is housed by and receives "subsidies" from the City of Highland Park. Record keeping is performed to track the money appropriated by the city council and grant money. However, there is little record keeping for money received as user fees: neither how much was received nor how that money was subsequently spent. While there was no indication of impropriety, better record keeping would seem to be a prerequisite for any sort of efforts to enhance recreation services.

a) Youth Sports and Recreation.

The Recreation Department provides winter and summer youth basketball leagues, tee ball, and swimming high school pool during the summer. These programs are financed through the general fund revenues of the department, from entry fees collected from adult leagues, and from youth entry fees. Although youth pay \$0.50 to use the pool facilities, the only cost to the Recreation Department of offering

the swimming program is the cost of the water treatment supplies.

b) Revenues.

The majority of the funding for the Highland Park Recreation Department is from the city general fund. This is supplemented with entry fees from the adult leagues run by the Department and by minimal entry fees charged to the youth participants. Basketball is provided at a suggested cost of \$5 per youth. These entry fees are supplemented by surplus adult league entry fees. The Department was unable to provide information regarding how much was received from these fees.

c) Expenditures.

The Highland Park Recreation Department estimates that about half of its programs are offered for youth sports and recreation. Based on the Department estimates, \$115,470 of salaries is allocated to youth sports and recreation activities (See **Table 9**). The Department employs two full-time employees (the deputy director will be part time in the next fiscal year), and seven part time employees in the summer. These part time employees are called upon to perform a wide range of duties in conjunction with the Department.

Table 9

**Highland Park Recreation Department
Salaries Allocable to Youth Sports And Recreation**

Position	Annual Salary	Allocable to Youth
Recreation Director	\$ 36,039	\$ 18,020
Deputy Director	28,897	14,450
Part-Time Staff	83,000	83,000
Total	\$147,936	\$115,470

Source: Highland Park Recreation Department, CRC Calculation.

Other expenses of the Department include operating expenses, and facility costs. These costs, itemized in **Table 10**, have been multiplied by 50 percent to estimate an amount attributable to youth sports and recreation. Based on the Department estimates of program provision, \$6,229 of these expenses are allocated to youth sports and recreation.

Table 10**Highland Park Recreation Department
Operating Expenses and Facility Costs, 1994**

Expenditure	Total Costs	Allocable to Youth
Stationery, Printing & Expense	\$ 1,500	\$ 750
Maintenance & Supplies	1,000	500
Athletic Games	1,500	750
Transportation	650	325
Fee Supported Programs	3,000	1,500
Fieldhouse Alarm System	1,308	654
Maintenance of Facilities	3,000	1,500
Membership Subscriptions	500	250
Total	\$ 12,458	\$ 6,229

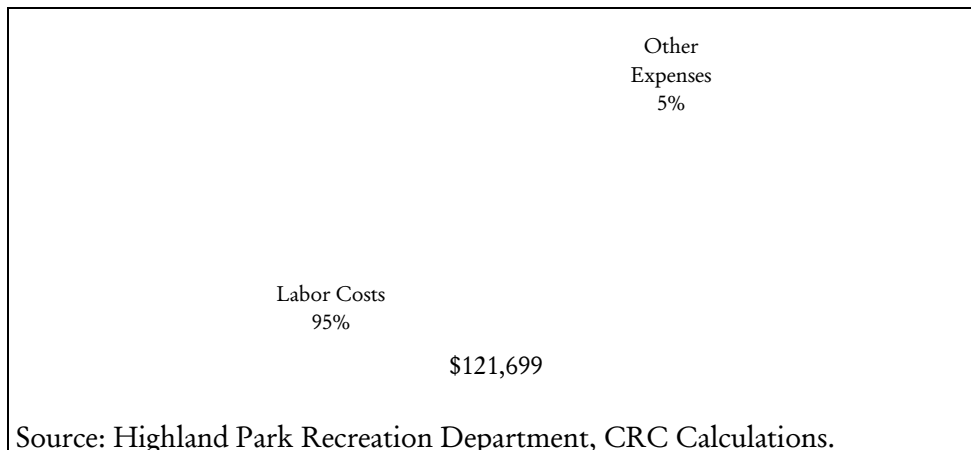
Source: Highland Park Recreation Department, CRC Calculations.

**d) Highland Park Youth Sports And Recreation
Funding.**

The costs of personnel, taken from **Table 9**, and the other non-personnel costs, taken from **Table 10**, allocable to youth sports and recreation equal \$121,699 (See **Chart 6**). The expenses not included in these tables are for parties and other programs not related to youth sports and recreation.

e) Special Needs.

The Highland Park Recreation Department faces many of the same problems as the Hamtramck Recreation Department. Limited facilities limit the number of programs that can be offered to youth. The small number of youth in the community limit competition unless competition can be arranged with other cities.

Chart 6**Highland Park Recreation Department
Total Costs Attributable to Youth Sports And Recreation, 1994-95**

Source: Highland Park Recreation Department, CRC Calculations.

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D. Total Youth Sports And Recreation Funding

1. Revenues.

Prior to Proposal A of 1994, the Hamtramck School District levied a dedicated millage to fund the Recreation Department. Now all three departments rely on general fund appropriations and user fees for most of their revenues.

2. Expenditures.

Together, these three Recreation Departments report having spent a total of \$45,464,751 in 1994. From the information that the departments were able to provide, it can be estimated that approximately \$4 million, about nine percent of this spending, was for the provision of youth sports and recreation. As can be seen in **Table 11**, almost 99 percent of the total fund-

ing was spent by the City of Detroit Recreation Department. This estimate does not include some known Detroit and Highland Park youth sports and recreation expenditures. For the Detroit Recreation Department, these items include some fairly significant expenditures, including the costs of keeping the outdoor swimming pools operational, the cost of cutting the grass on the playing fields, the personnel costs for the building and maintenance division, and transportation costs. For Highland Park Recreation Department, these items include goods purchased with entry fee revenues not accounted for in department revenues. Without additional information from these departments, it is impossible to estimate the dollar or percentage magnitude that these items would add to the \$4 million estimate of total expenditures.

Table 11

Total Youth Sports And Recreation Expenditures in Detroit, Hamtramck and Highland Park, 1994-95

City	Total Recreation Expenditures	Allocable to Youth Sports And Recreation
Detroit	\$ 45,946,662	\$ 3,664,364
Hamtramck	328,300	284,308
Highland Park	189,789	121,699
Total	\$ 45,464,751	\$ 4,070,371
Source: Detroit Recreation Department, Hamtramck Recreation Department, Highland Park Recreation Department, CRC Calculations.		



V. Alternative Funding and Governance Structures in Other Michigan and Large U.S. Cities

One of the goals of this study was to compare youth sports and recreation financing in Detroit (with Hamtramck and Highland Park) to the financing in other major U.S. cities. The hope was to compare not only total revenues and expenditures, but also the administration, maintenance and actual program provision. Unfortunately, these comparisons are not possible due to the nature of the recreation department roles in many of these major cities, with departments engaging in such a wide range of functions and caring for such a wide range of properties. For example, the climate in

many Southern and West Coast cities creates greater demands for more outdoor facilities, such as golf courses and marinas. The recreation departments in other cities have responsibility for recreation facilities unique to their own cities. The budget of the Philadelphia Recreation Department reflects the fact that the city owns and operates Veterans Stadium. The Chicago Park District owns and operates the museums and an aquarium. These problems made inter-city revenue and expenditure comparisons meaningless.

Table 12

Select Major U.S. Cities: Funding Of Recreation Departments

City	General Fund	Dedicated Property Tax	User Fees	Other
Atlanta	98%		2%	
Chicago				
Cleveland	56%		18%	26%
Dallas				
Detroit	86%		11%	4%
Indianapolis	65%		35%	
Jacksonville	100%			
Long Beach	41%		45%	14%
Los Angeles	4%	69%	27%	
Miami	56%		36%	9%
Milwaukee		74%	19%	7%
Phoenix	97%			2%
Philadelphia	71%		0.2%	29%
Oklahoma City	93%		5%	2%
San Diego	97%		3%	
San Francisco	31%	24%	33%	
Tucson	59%		14%	27%
Washington D.C.	100%			

Totals may not add to 100 percent due to rounding.
As discussed in the text, the differences in responsibilities of the recreation departments in the different cities make comparisons inconsistent. The numbers provided in this table are for illustrative purposes.

Source: CRC correspondence with city Recreation Departments.

While direct inter-city comparisons are not possible, it is possible to describe the financing arrangements and governance structures of select other cities for case studies. These financing and governance structures reflect the financing and governance structures used for the city (or school district) as a whole, characteristics of local governments in these states, and the value that the residents of these cities place on youth sports and recreation. The following section explores several financing and governance options, showing how each option is used in other cities in Michigan and the United States, whenever possible.

A. Alternative Funding Sources

As can be seen in **Table 12**, cities generally rely on more than one source of funding to pay for youth sports and recreation programming. While a few cities utilize specific taxes, general fund allocations and user fees are the revenue sources utilized most commonly for the funding of sports and recreation.

1. General Fund Appropriations.

In most cities, including Detroit, Highland Park, and now Hamtramck, the majority of the current operating costs of the recreation department are financed through the city or school district general fund. Under this method of funding, every city department must justify its existence and provide definite services for consideration by the executive officer and legislative body in the budget process. This process creates a system of monitoring and a level of accountability to the executive and legislative branches. It allows these branches to use the budget to set priorities and respond to changing circumstances. The amount ultimately allocated will depend on the worth and merit of each program relative to other functions that must be financed within a limited budget. In general terms, general fund allocations are predetermined only in a partial way by what was received the prior year.

Some cities have added an additional determinant to the yearly budget allocation of each function, creating requirements that a certain portion of the general fund budget must be dedicated for use on a specific function. While the funds do not necessarily come from a single tax, as typically happens with tax dedications, the effects of this type of dedication are much the same as those discussed below for tax dedications. San Francisco (discussed below) earmarks a portion of its general fund budget for youth programs.

2. Special Tax Levies.

Youth sports and recreation are supported in some cities by a special tax levy. In Michigan, this levy is usually a millage attached to the property tax with the revenues generated limited to parks and recreation. Special tax levies can result from a legislative proposal or citizen-initiated referendum.

Dedicating taxes to specific functions creates a fairly stable source of financing for that function, removed from the necessity of competing with other govern-

ment functions for tax dollars. However, dedicating taxes generally distorts the policy making and priority setting roles of the budget. Local governments provide a number of services. Dedicating a revenue source for recreation, or any other function, elevates that function to a status of importance above those functions left to compete for general fund revenues. Recreation may not stand out as the function most in need of a dedicated revenue source relative to some other municipal functions, such as police and fire service or public works. Recreation financing may become stable with a dedicated revenue source. However, because of the lack of relationship between the revenue source and the final expenditure, there are no assurances that the growth in revenues will be related to growth in need. It may receive less funding.

a) Southfield, Michigan: A Michigan Case Study in Dedicating.

Southfield levies a dedicated millage for the funding of parks and recreation. The Southfield city charter provides that up to 1.75 mills can be levied to pay for parks and recreation. Currently, 1.72 mills is levied, yielding about \$4 million. This provides 46 percent of the budget of the Parks and Recreation Department, with user fees, charges, and grants constituting the balance. These revenues are used to maintain city parks, as well as sports and recreation programs. No general funds are used for parks and recreation purposes except for special projects. Southfield relies on dedicated millage for more than just parks and recreation. Dedicated millage also is levied for police and fire services.

b) San Francisco, California: A U.S. Case Study in Dedicating.

The San Francisco Recreation and Park Department, Recreation Division is the primary public sector provider of youth sports and recreation in the city of San Francisco. Nearly 37 percent of total Recreation and Park Department revenue is from sources dedicated to specific purposes. These dedicated revenues are the result of two separate amendments to the city charter. One charter amendment levies a tax specifically for parks and recreation and limits the uses of the revenues. The other amendment enhances children's services in each city department by establishing a base allocation amount in each department budget.

(1) Park and Open Space Program.

The Park and Open Space Program, created through a 1988 amendment to the San Francisco city charter, levies one-fourth of a mill for 15 years for “the acquisition, development, renovation and maintenance of new and existing park and recreation facilities.” Approximately 12 percent of the total revenues from the dedicated millage is earmarked for an After School Program for youth. Additionally, the charter amendment mandates that 40 percent of the revenue be allocated for maintenance of acquired properties, 24 percent for acquisition and development, nine percent for renovation, and 15 percent for administration. In fiscal year 1995, the dedicated millage totaled \$15.8 million, about 24 percent of the department revenues, with the After School Program portion equal to \$1.9 million.

(2) Children’s Fund.

The Children’s Fund, created through a 1991 citizen-led initiative amendment to the San Francisco city charter, sets aside a portion of the property tax each year to increase children’s services and prevent budget cuts in all children’s services for a ten-year period. The charter amendment requires the city to dedicate, from the city property tax, one-eighth of a mill the first year and one-fourth of a mill for the next nine years to children’s services. Children’s Fund dedications are used exclusively to increase support for children’s services in the areas of: 1) childcare; 2) health and social services; 3) job education and training; and 4) libraries, recreation and education. Each of the first three categories must receive at least 25 percent of the funds while the fourth receives the remainder. The charter amendment also established a base funding amount for children’s services in each city department and prohibited the city from reducing spending below that amount for the next ten years. The base amount for each department was the fiscal year 1991 appropriation and is adjusted annually, based on the percentage increase or decrease of aggregate city appropriations.

In fiscal 1995, \$8.3 million was dedicated from the city general fund allocation to the Recreation and Park Department for children’s services. This represents 80.6 percent of the total \$10.3 million of revenue allocated for youth recreation in the department budget. The remaining \$1.9 million for youth recrea-

tion came from the After School Program of Park and Open Space Program.

c) Special Tax Levies Available to Michigan Local Governments.

The example of San Francisco shows that such dedications may include a requirement that a minimal percentage of the department’s budget be used for a specific purpose, such as youth sports and recreation, or a dedicated tax may be levied to fund a specific purpose.

(1) Tax Options.

In addition to exploring the use of existing local taxes as a dedicated revenue source, a use tax on admissions to professional sporting events may be considered. The availability of any of these taxes as a source of additional funding is constrained by certain constitutional and statutory limitations, as well as some political realities. Most basic among these: a vote of the people would be necessary for approval of any new local taxes or increases to the rate of any existing taxes.

(a) Ad Valorem Property Taxes.

In Michigan, the property tax is the traditional source of revenues for cities, villages, townships, counties, school districts, and special authorities. Property tax levies grow with property improvements and new construction that is not abated, and with increases in taxable value of existing property. **Table 13** shows that despite all of the problems these cities have faced in recent years, property values have experienced declines only in Highland Park. An amendment to Section 3 of Article 9 of the state constitution as part of Proposal A of March 1994 limits growth in the taxable value of parcels of property to the lesser of the growth in the rate of inflation, five percent, or the percentage increase in SEV from the prior year, until ownership of the parcel is transferred. In the future, property taxes can grow no faster than the lesser of five percent or the rate of inflation.

Property taxes as a source of revenue are pretty well tapped out in each of these three communities. The Home Rule Cities Act in Michigan authorizes cities to levy up to 20 mills to finance the operations of the city.² Additional property taxes, including a millage

² See Public Act 279 of 1909, as amended.

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Table 13
State Equalized Value of Properties In
Detroit, Hamtramck and Highland Park
(millions of dollars)

Year	Detroit	Hamtramck	Highland Park
1980	\$5,211.3	\$111.8	\$146.6
1985	5,208.1	100.1	157.5
1990	5,550.6	112.7	209.5
1991	5,633.4	114.1	216.5
1992	5,672.1	113.8	219.6
1993	5,779.8	121.7	181.6
1994	5,824.7	121.6	163.7
Percent Increase 1980 - 94	11.8%	8.8%	11.7%

Source: Michigan State Tax Commission, CRC Calculation.

for sports and recreation purposes, may be levied above these 20 charter mills, but to do so requires a vote of the people.

In 1995, properties in Detroit were subject to a 31.51 mill levy, properties in Hamtramck were subject to a 57.54 mill levy, and the properties in Highland Park were subject to 27.83 mill levy. In addition to these city levies, properties in all three communities are subject to the six-mill state education tax, 18 mill levy for school operations, any school debt millage, and 11.17 mills levied by Wayne County for its own purposes, for the Huron Clinton Metropolitan Authority, for Wayne County Community College and for the intermediate school district.

(b) Local Income Taxes.

Twenty-two cities in Michigan levy a local income tax under the uniform city income tax act. Each of these cities currently levies a local income tax at the maximum tax rate authorized. Detroit currently levies a local income tax at the maximum tax rate authorized for cities with populations over one million people, three percent on residents, two percent on corporations, 1.5 percent on nonresidents. Highland Park currently levies a local income tax at the maximum tax rate authorized for certain cities with populations under one million people, two percent on residents and corporations and one percent on non-residents.

Hamtramck levies a local income tax at the maximum tax rate authorized for cities not covered under special provisions of the act, one percent on residents and corporations and 0.5 percent on nonresidents. In calendar year 1994, Detroit collected \$307 million from the local income tax, Highland Park collected \$4.5 million, and Hamtramck collected \$1.6 million.

(c) Utility Users Tax.

The utility users tax is authorized for collection only by cities with populations over one million people (Detroit). Detroit currently levies this tax at the maximum five percent tax rate on consumption of public telephone, electric, steam, or gas services in the city. Each one percent of the tax yields approximately \$11 million. In calendar year 1994, Detroit collected \$53.6 million from the utility users tax. A portion of the revenues from this tax is statutorily dedicated to hiring new police officers in Detroit.

(d) Overall Tax Burden

The Michigan Department of Treasury calculates the relative tax effort of the Michigan cities for the purpose of state revenue sharing. This calculation measures the yield of local taxes (property, income, and utility users) relative to the state equalized valuation of the municipality. A community with a relative tax effort of 1.00 has a tax effort equal to the statewide average tax effort. Detroit in 1995-96 had a relative tax effort of 7.21, indicating that the taxes levied in taxpayers in the City of Detroit were more than seven times the statewide average. The relative tax effort in Hamtramck was 5.34³. The relative tax effort in Highland Park was 4.13.

³ The Hamtramck relative tax effort is effected by a judgment levy for environmental contamination clean up. Prior relative tax effort measures had been in the magnitude of 3.1 times the statewide average.

(e) Local Option Use Tax on Admission to Professional Sporting Events.

According to data collected by the Federation of Tax Administrators and reported in *Sales Taxation of Services: Who Taxes What?* (April 1994), taxes on admissions to professional sporting events are permissible in 36 states as of 1992. Some states levy the tax at the state level; others allow local governments to impose the tax. Of the 36 states that levy this tax, 27 also tax admissions to college events. Many of these states impose this tax on special professional sporting events, such as wrestling, boxing, or golf tournaments, as well as the professional league events.

Michigan has limitations on the rate of any sales taxes and requirements that the resulting revenues be used for dedicated purposes. (Please refer to *Council Comments 1006* and *Report 305, Issues Relative to the Constitutionality of Local Sales Taxation in Michigan*, published by the Citizens Research Council of Michigan in 1992, for more information about the constitutional restrictions on the sales tax.) While these constitutional restrictions apply to the sales of tangible personal property, the Michigan sales tax generally does not apply to services. Taxes on services would be taxed under the use tax. A tax on ticket sales to professional sporting events would be a tax for viewing a performance, or a service. As such, it would not be subject to the constitutional sales tax restrictions.

A number of professional sports teams currently are located, or are considering locating, in the City of Detroit. The Detroit Red Wings of the National Hockey League play in Joe Louis Arena. The Detroit Tigers of Major League Baseball play in Tiger Stadium. The Detroit Rockers of the Major Indoor Soccer League play in Cobo Arena. Finally, a number of special sporting events, such as boxing matches, wrestling matches, or figure skating competitions, are held at venues in the city.

Table 14 provides season attendance figures for the major professional sports teams currently located within the City of Detroit. Average season attendance for the Tigers from 1990 to 1993 was about 1.6 million. For the Red Wings, average attendance was about 800,000. For the purpose of arriving at an average season attendance, 1994 was excluded from the calculations for both the Tigers and Red Wings, due to the work stoppages experienced by both Major League Baseball and the National Hockey League during that year. Attendance figures could not be provided for the Detroit Rockers because of the inconsistencies between the number actually attending the games versus the actual number of ticket buyers due to the large number of tickets given away. A move by the Detroit Lions, if a settlement cannot be reached with the Pontiac Stadium Authority, would likely involve construction of a 55,000 to 60,000 seat stadium. With ten exhibition and regular season games played each season, an attendance of about 550,000 could be expected.

The average ticket price to attend a Tiger game in 1994 was \$10.89. The average ticket price to attend a Red Wing game in 1994 was about \$32.00. When the Tigers begin playing in a new stadium, Michigan

Table 14
Season Attendance Figures for the Major Professional Sports Franchises Located Within the City of Detroit

Season	Tigers	Season	Red Wings
1990	1,495,785	1990 - 91	786,548
1991	1,641,661	1991 - 92	788,920
1992	1,423,963	1992 - 93	808,282
1993	1,971,421	1993 - 94	812,640
Average	1,633,208	Average	799,097

Source: Detroit Tigers Marketing, CRC Calculation of average.

Consultants projects season attendance to be 2.95 million. They calculate the average ticket price, excluding suites and luxury boxes, to be \$10.50.

Based on the attendance and ticket prices that are known, a tax or surcharge that results in an additional \$0.50 to \$2 to the cost of a ticket would yield approximately \$2.5 to \$4.8 million per year (See **Table 15**). It is possible however, that adding \$1 or \$2 to

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Table 15

Estimated Yield of a Use Tax or Surcharge on Professional Sporting Event Ticket Sales in Detroit

Professional Team	Average Ticket Sales	Yield of a \$2.00 Ticket Surcharge	Average Cost of a Ticket	Yield of a 6 Percent Use Tax
Detroit Red Wings	799,097	\$1,598,194	\$32.00	\$1,534,266
Detroit Rockers	N/A	N/A	N/A	N/A
Detroit Tigers	1,633,208	3,266,416	\$10.89	1,067,138
Total	2,432,305	\$4,764,600		\$2,601,404
N/A - The information was Not Available				
Source: Detroit Tigers Marketing, CRC Calculation of Yield.				

the price of a ticket to these sporting events will further price these events out of reach to the average fan.

Several other cities in Michigan host professional sports teams or professional sporting events. Pontiac is host to the Detroit Lions of the National Football League. Auburn Hills is host to the Detroit Pistons of the National Basketball Association and the Detroit Vipers of the International Hockey League. Kalamazoo is host to the Michigan Wings of the International Hockey League. Grand Rapids and Lansing are both hosts to professional minor league baseball teams. It is possible that a use tax on admission to professional sporting events could be extended beyond Detroit-based events. Allowing a use tax to be levied locally would allow other cities to fund sports and recreation programs in their own communities.

3. User Fees and Charges.

In many cities, the use of fees and charges to support public recreation programs has grown as competition for general fund support has intensified: the rationale is to make activities as self-supporting as possible. Fees and charges for receipt of government programs are most easily instituted when it is possible to exclude those not paying from benefiting from the provision of a service. Fees and charges are most appropriate for activities that require highly skilled leadership, for specialized facilities and equipment needing more maintenance, and for programs requiring higher than average costs. As such, sports and recreation services are good candidates for user fees and charges.

The extent and amounts of fees and charges vary widely across the country, contingent on state and laws. The disposition of fees and charges also varies: they may be deposited in a city general fund to be divided among all needs of the city or they may be deposited in a special fund to support recreation in general or a particular recreation program specifically.

4. Other Sources.

a) Grants-in-Aid.

The federal government and some state governments have intergovernmental grant-in-aid programs for a variety of public purposes. Among these many purposes, grants-in-aid to local units can be for acquisition and development of open spaces, urban beautification, conservation, or other recreation-related activities. Grants from the federal or state government often require a minimum local match. The types of grants, amounts available and local matches vary considerably from state to state.

b) Bond Issues.

Every state gives cities and special authorities the authority to issue bonds for capital outlay. The proceeds from the sale of bonds can support the capital expenditures involved in purchasing property, developing facilities, and constructing buildings for recreation purposes. Because all states have legal requirements as to the amount of debt that a city can incur, bond issues for recreation are in direct competition with issues for other city functions.

In Michigan, local governments are restricted in their ability to incur debt by constitutional and charter tax limitations. Limited tax bonds may be issued if a local government imposes taxes at a level below the tax limitations, or if there is a willingness to repay the debt from current revenues. In addition to issuing limited tax bonds to be repaid from general fund revenues, bonds may be sold obligating future revenues from specific dedicated revenue sources for future payments on the debt. The issue of limited tax bonds does not require a vote of the people. If limited tax bond possibilities do not exist, unlimited tax bonds may be issued, requiring voter approval for the local government to levy additional taxes for the purpose of repaying the debt.

Limited Tax Bonds -- Bonds issued without ability to levy additional taxes for their repayment. These bonds generally have an existing revenue stream dedicated to their repayment. These include revenue bonds.

Unlimited Tax Bonds -- Bonds issued with voter approval based on the full faith and credit of the municipality. Additional taxes are levied at the rate necessary to pay principle and interest for that year.

(1) Bonding Options in Detroit.

In August 1988, the voters gave the City of Detroit authorization to sell \$44 million of bonds for recreation and zoo facility capital improvements. The last of those bonds were sold in August of 1995.

The City of Detroit currently has little ability to issue additional tax bonds to enhance the recreation facilities. As of March 1996, Detroit has \$130 million of bonding capacity for possible capital improvements. The Recreation Department has to compete with the many other city functions to use this capacity. Without use of this bonding capacity, the Recreation Department has little opportunity of capital improvements. Because the Department does not levy a dedicated tax for recreation purposes, the city could not issue revenue bonds for recreation facilities. The revenues generated by the recreation department are limited. The city would not be able to issue a significant amount of bonds backed by the current revenues of the Recreation Department. The city issues limited tax bonds from time to time. The Recreation Department must compete with other municipal functions to have these bonds issued for recreation purposes. What remains is the option of going to the voters for approval for additional taxes to be levied to finance an unlimited tax bond issue.

As is discussed below, special authorities have the ability of levying tax and incurring debt. If a recreation authority were to be created encompassing any combination of these three communities, and imposed a dedicated tax for recreation purposes, bonds could be issued anticipating future collections of that tax. Because imposition of the tax would begin after 1978 (passage of the Headlee Amendment), voter approval would still be involved.

B. Alternative Governance Structures

1. Single-Purpose Authority.

Local governments that are providing the same service or that want to initiate a new service may create a new legal entity, a special authority. An authority may take advantage of the economies-of-scale that can be achieved by serving larger numbers of people. As a result of reducing the marginal costs, the benefit of receiving the service is greater than the additional costs incurred in the provision of the service to these additional people.

Creation of single purpose authorities may or may not involve transferring the relevant properties of the participating local units of government to this new governmental entity. Each individual local govern-

ment may or may not cease provision of that service. With the transfer of property, decision making ability relative to the offering of programs, the funding levels for those programs, or the utilization of resources may also be transferred. Representation on the board of the authority could include members of the general community and representatives of other participating municipalities. However, the interests of the different communities may not always correspond.

Funding for the services of a new, independent governmental entity must come from somewhere. Creation of a single purpose authority may involve imposition of a new dedicated tax to fund the authority. Some authorities have relied on member communities

to appropriate money for the funding. Often, the services that lend themselves to single purpose authorities, also lend themselves to user fees. However, if the service could be funded entirely by user fees, there would not be a need to create an authority in order to raise new revenues. Examples of interest include the Huron Clinton Metropolitan Authority and the Chicago Park District.

a) Huron Clinton Metropolitan Authority: A Michigan Single Purpose Authority Case Study.

The Huron Clinton Metropolitan Authority (HCMA) was approved by the voters in 1940 and organized as a public corporation in 1942. This authority owns and operates a series of public parks in the counties of Wayne, Washtenaw, Livingston, Oakland, and Macomb. It is funded in part through the levy of a 0.2303 mill property tax. Other funding comes from fees collected for entry into the parks. Funding of these parks is used largely for care of the open spaces and facilities in the parks. HCMA does not offer sports and recreation programs such as those offered by these municipal recreation departments. The authority is governed by a seven-member board of commissioners, with one member elected by each county board of commissioners and two members appointed by the governor.

b) Chicago Park District: A U.S. Single Purpose Authority Case Study.

Illinois is nationally known for its large number of local governments, stemming from constitutional debt limits for municipal government. Included among the types of local governments are park districts. These districts can be coterminous with the boundaries of other local governments, or they may overlap the boundaries of other local governments.

For example, the Chicago Park District is coterminous with the boundaries of the City of Chicago. The Chicago Park District was created in 1934, combining 22 separate park districts into a single entity. Dedicated property tax levies support the aquariums and museums, as well as the general operating costs of the district. It is authorized to impose a property tax of \$1.50 per \$1,000 of value to support the aquariums and museums, and up to \$6.60 per \$1,000 for general

purposes, plus other rates for specific purposes. The district also has authority to issue unlimited tax bonds.

The Chicago Park District employs about 3,500 permanent, full-time employees, and about 7,000 total employees at the height of the summer season. Employees of the district are civil servants.

While a number of citywide public institutions offer sports and recreation programs for youth, the largest direct providers of sports and recreation activities are the Chicago Public Schools and the Chicago Park District. The Chicago Park District currently operates one of the largest municipal park systems in the world, with 560 parks, 352 field houses (recreation centers), nine harbors, and six golf courses, all of which lie on 7,309 acres of land. Most parks offer children's programming after school during the school year and during the summer the Park District offers a six-week day camp for children age 14 and under and sports programming for children up to age 17.

c) Single Purpose Authority Opportunities Available to Michigan Local Governments.

Cities, villages, townships and school districts in Michigan may create an authority "to acquire, furnish, equip, own, improve, enlarge, operate, and maintain buildings, automobile parking lots or structures, *recreational facilities*, [and] stadiums."⁴ The authority may issue bonds to engage in these purposes, and may levy ad valorem property taxes to finance those bonds.

2. Cooperation.

Local governments often explore cooperation as a means of achieving savings in the provision of specific services, to obtain increased levels of a service, or to provide a function or service which might not be possible for a single governmental unit to provide. Unlike single purpose authorities, cooperative agreements generally do not involve any transfer of property or decision making authority. There are no requirements for creating cooperative agreements. They involve the things that the local governments

⁴ Authorized under Public Act 31 of 1948, First Extra Session, as amended.

want them to involve. Financing may involve the levy of additional taxes or appropriations to the authority from the participating local governments. Representation on a board may be structured in any way that suits the local governments. Local units of government have achieved cooperation with surrounding communities in the provision of such services as: police and fire services, emergency care, education, garbage collection, for joint purchasing, group insurance, equipment sharing, and for the provision of sports and recreation programs. The Rochester Avon Recreation Authority is a noteworthy example.

a) Rochester Avon Recreation Authority: A Michigan Case Study in Cooperation.

The Rochester Avon Recreation Authority (RARA) is a public corporation created by an agreement among the cities of Rochester and Rochester Hills and the Rochester and Avondale school districts.⁵ This authority provides adult and youth sports, day camps, and other recreation activities. The agreement among the four governmental units provides for financing, governance, property ownership and indemnity of the authority, among other things. The authority is governed by a board of directors that sets policy and decides the programs offered by the authority. The authority board consists of seven members, with Rochester having two members, Rochester Hills three members, and the school boards having one member each.

Under the agreement, funding comes from contributions from the two cities and from user fees. Because the cities and school districts share the same boundaries in total, and thus the same taxpayers, the school districts are not required to contribute financially to the authority. The share paid by each city is based on the share of state equalized value and population located within each city. Rochester Hills is currently

larger on a scale of about ten to one. As such, Rochester Hills levies a 0.1691 millage on the property within the city and the city of Rochester appropriates its share from the general fund. In the current fiscal year, (1995-96) Rochester Hills will contribute about \$335,000 from the property tax levy, Rochester will contribute about \$33,000 from its general fund, and the remainder will come from interest earnings and user fees.

The authority does not own any property. The facilities used remained the property of the cities or school districts. Each of the cities has a separate parks department that cares for the parks, playgrounds, and ball fields. The authority rents facilities for its offices and a dance studio for dance classes.

Insurance is purchased through the Michigan Municipal Liability and Property Pool, a service provided by the Michigan Municipal League. This insurance pool enables local governments in Michigan to purchase medical, unemployment compensation, and worker's compensation insurance at a cost reduced from what they would pay if each unit attempted to purchase insurance individually. Additionally, program participants are required to sign a liability waiver, releasing RARA, each city, and each school district from responsibility in case of injury.

Other local governments in Michigan that have created similar agreements to provide a recreation authority include the Downriver Recreation Authority consisting of the cities of Algonac and St. Clair and the surrounding communities; the Summer Recreation Program consisting of the City of Utica, Shelby Township, and the Utica Community Schools; Northville, Northville Township, and the Northville Public Schools; the communities around the City of Howell; and the communities around the City of Grand Haven.

b) Cooperative Opportunities Available to Michigan Local Governments.

Michigan law is very permissive, allowing local governments to enter into cooperative agreements to maintain, enhance or provide services in any way possible. All governmental units in Michigan are authorized to cooperate with one another in the provision of any functions or powers that each would have the

⁵ The authorizing statutes for operation of this authority include the urban cooperation act, Public Act 7 of 1967, extra session, as amended, an act authorizing cities, villages, counties, townships and school districts to operate systems of public recreation and playgrounds; Public Act 156 of 1917, as amended, an act authorizing inter-governmental contracts between municipal corporations; Public Act 35 of 1951, as amended; and the school code of 1976, Public Act 451 of 1976, as amended.

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power to perform separately. Section 28 of Article VII of the Michigan Constitution, as implemented by the “urban cooperation act,” Public Act 7 of 1967, extra session, as amended, authorizes all governmental units to:

...enter into contractual undertakings or agreements with one another...for the joint administration of any functions or powers which each would have the power to perform separately; share the costs and responsibilities of functions and services with one another...which each would have the power to perform separately; transfer functions or responsibilities to one another...upon the consent of each unit involved; cooperate with one another...; lend their credit to one another or any combination thereof as provided by law in connection with any authorized publicly owned undertaking.

Some of the most difficult obstacles to overcome relative to inter-governmental cooperation of any sort are issues relative to governance, liability and financing. These issues must be carefully spelled out and agreed to before such an agreement begins. Other issues that must be addressed include: the administration of the authority, personnel issues, the ownership of properties to be used by the authority, dispute resolution, and the duration of the authority.

(1) Cooperative Opportunities Available For The Provision of Sports and Recreation.

Detroit, Hamtramck, and Highland Park, and the school districts in each community have the option of cooperation in the provision of youth sports and recreation programs. This could be done on a one-to-one basis between any of these governmental entities or they may wish to create an authority to provide these programs. Several laws have been enacted over the years addressing this specific issue. The authority to cooperate in the provision of recreation services has been in place since the enactment of Public Act 156 of 1917. This act states that:

Section 1. Any city, village, county or township may operate a system of public recreation and playgrounds; acquire, equip and

maintain land, buildings or other recreational facilities; employ a superintendent of recreation and assistants; vote and expend funds for the operation of such system.

Section 2. Any school district may operate a system of public recreation and playgrounds, may vote a tax to provide funds for operating same, and may exercise all other powers enumerated in section one [1].

Section 3. Any city, village, county, township or school district may operate such a system independently or they may cooperate in its conduct in any manner in which they may mutually agree; or they may delegate the operation of the system to a recreation board created by any or all of them, and appropriate money, voted for this purpose, to such board.

Section 4. Any municipal corporation or board given charge of the recreation system is authorized to conduct its activities on (1) property under its custody and management; (2) other public property, under the custody of other municipal corporations or boards, with the consent of such corporations or boards; (3) private property, with the consent of the owners.⁶

The purpose of this statute is the provision of community recreation programs, not exclusive of school programs provided only to students. The functions and services provided through this act could be provided in school district facilities or municipal facilities, as long as an agreement was in place.

⁶ Section 2 of Act 156 authorizes school districts to vote a tax for the provision of recreation and playgrounds. This tax would probably need to be voted by the electorate in each school district. In 1917, it was typical for local governmental units in Michigan to have “town meetings” where such public issues could be decided. While few local governments have town meetings today, it was probably not the intent of this act for a school board to vote this type of tax on the district. The revenues yielded from a tax levied under this act would have to be kept separate from the school district operating millage or any other millage.

3. Coordination.

Creating an umbrella organization to coordinate services allows for realization of some of the savings hoped for with single purpose authorities and cooperative agreements, with less formality or change of roles for each recreation department. Creation of a single purpose authority involves, in many cases, transferring property, power, or decision making, or all three, to a new local government. Cooperative agreements involve formally drafted understandings between governmental units. Often these agreements may result in some change in role for the departments to avoid the duplication of services that was the original impetus for creating the agreement. Coordination allows for specialization in service provision, not only among public providers of these programs, but also among private and non-profit providers, and thus, can result in some of the same types of cost savings. Two examples of local units of government coordinating their provision of youth sports and recreation programs are the Tri-County Parks and Recreation Consortium and Milwaukee, Wisconsin.

a) Tri-County Parks and Recreation Consortium: A Michigan Case Study In Coordination.

In 1994, the Tri-County Parks and Recreation Consortium was formed consisting of the City of Fenton, Fenton Township, Tyrone Township, the Fenton and Lake Fenton school districts and the local Veterans of Foreign Wars (VFW) post. Prior to its creation, various groups in the Fenton area were providing overlapping recreation programs. As a result, some programs experienced large participation while others struggled to get enough participants to make the program successful. The end result was duplication of services and inefficiencies. The consortium was created to serve as an umbrella organization, to advertise all programs offered by participating bodies, reduce the duplication of services, and enhance the overall provision of services.

Fenton and Tyrone townships had previously been unable to afford the provision of recreational opportunities to their residents. Operating under the consortium, they now know that any programs offered will not be competing with other programs offered in surrounding communities. The residents of the participating communities have gained a wider variety of activities and facilities available for their use.

The expenses of the consortium are paid by the city and two townships and through advertisement sales. The primary expense, the salary of the director, is split evenly between the city and two townships. A publication is produced, listing all recreational opportunities offered by these bodies. This is paid for from advertisement sales. The school districts and the VFW provide in-kind donations of facilities and expertise. Liability is shared by all governmental bodies.

b) Milwaukee, Wisconsin: A U.S. Case Study in Coordination.

Three local government units provide and maintain the majority of the resources for youth recreation in the Milwaukee area. This alone does not make Milwaukee unique. It is the recent creation of a Recreation Council to coordinate the provision of sports and recreation programs that makes Milwaukee unique.

(1) Public Schools.

Whereas in most cities recreation is a city government function, in Milwaukee (and other Wisconsin cities), the majority of recreation functions are provided by the school district, paid for through an earmarked portion of the school millage, and administered by the school board. Since 1911, the Milwaukee Public Schools system has had primary responsibility for youth recreation activities. This was designed to encourage greater use of school facilities and to connect recreation with academic programs. It is also argued that the use of school facilities for community recreation enables the provision of these services at a lower cost than if city government provided recreation and had to compensate the school system for use of some school facilities. The Department of Community Recreation and Educational Services provides ongoing organized activities at playgrounds, school facilities and athletic fields for youths throughout the city. The Department of Recreation also provides special programs throughout the year at these sites, such as sports camps. Various before and after school recreation programs, such as interscholastic athletics, are provided by the Department of Recreation; however, some funding for these programs comes from the operations budget rather than the recreation budget.

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The Recreation Department works closely with the interscholastic athletic programs to coordinate the use of school facilities. Generally, scheduled varsity-level, high school programs take precedence over other recreation programs from 3 p.m. to 6 p.m. weekdays, while Recreation Department programs use school facilities from 6 p.m. to 10 p.m. weekdays and on weekends. Varsity athletic programs sometimes use the facilities beyond 6 p.m., but this is limited to two or three days a week. Elementary and middle school facilities are reserved for Recreation Department programs.

The fiscal year 1994 Recreation Department budget of \$6.4 million amounted to 0.9 percent of total spending by school district. While Recreation Department programs serve all ages and residents of Milwaukee, over 60 percent of the programs provided by the department target youth. Interscholastic athletics are provided at the high school level for youth 14-18 years old and funded through the school operations budget at a level of \$2.7 million in 1994. The dedicated millage is set each year based on the department budget request. The total 1994 Milwaukee Public School tax levy was 16.97 mills, of which 0.36 mills was dedicated to the Recreation Department budget.

(2) County.

County government plays a significant role by maintaining an extensive park system inside the city and operating various recreation centers within the city. As a result of a 1936 referendum, nearly all parks within the City of Milwaukee are owned, operated and maintained by the County. The Milwaukee County Department of Parks, Recreation and Culture maintains 132 parks covering 14,680 acres of land, 4,552 acres of which are within the City of Milwaukee. The Department also operates a regional recreational complex, two community centers, five senior centers, two centers for the handicapped, 20 swimming pools and various other facilities covering a broad range of activities. The county also has the authority to levy taxes to provide public recreation.

(3) City.

The municipal recreation functions provided by the City of Milwaukee are limited because of the unique role played by the Milwaukee Public Schools. The City of Milwaukee is responsible for the acquisition, development and maintenance of athletic fields, playgrounds and totlots used independently by residents and for programs administered by the Milwaukee Public Schools.

(4) Coordination Among Providers.

In 1992, a Recreation Council was established as a vehicle for coordinating public, private, and non-profit recreation providers in Milwaukee. Its role is to define services to be provided, foster linkages, and identify recreation funding opportunities. The Council consists of recreation service providers, businesses, representatives from the schools, the county and the city, and various non-profit agencies. As a voluntary body with no paid staff and no long-term funding source, the Council's existence has been fragile. The Council has been successful in establishing and obtaining funding from the business community for a two-year (1992-94), summer-long recreation program aimed at at-risk teens. The success of the summer program led to the development of a 1994-95 after-school program, funded by the City of Milwaukee. The coordination and cooperation provided through this type of body is important in order to more effectively respond to community needs during periods of limited resources.

c) Opportunities for Coordinated Services for Michigan Local Governments.

The opportunities for coordinating services are largely the same as those for cooperative agreements. If the local governments agree that the umbrella organization is simply to act as a depository for information about recreational opportunities and as a forum for the local governments to coordinate which unit is to provide which services, their agreement will describe these things.



VI. Youth Sports And Recreation Provision Options

Thus far, this report has estimated the current level of funding for youth sports and recreation in Detroit, Hamtramck, and Highland Park. It has explored the financing and governance structures in other Michigan and large U.S. cities. This section does three things: 1) evaluate the strengths and weaknesses of the finance and governance structures as they pertain to Detroit, Hamtramck, and Highland Park; 2) evaluate the fiscal impacts of each

structure; and 3) investigate the feasibility of adoption of each of these finance and governance structures. The options for policymakers in each of these communities include 1) the status quo in youth sports and recreation provision, 2) change in terms of adoption of a dedicated revenue source, movement of the governance structures toward coordination or cooperation, or 3) any combination of these options.

A. Status Quo

Funding government services from the general fund normally is the method most conducive to good budgeting and balancing all of the needs of these communities. Funding government functions through the general fund makes administrators of that function answerable to the elected representatives of that governmental unit. The reporting necessities in the budget process allow for priority setting through the allocations to each function, and the changes experienced annually relative to other functions. If earmarking is accepted by the community, the levy of additional taxes for sports and recreation purposes may preclude the levy of additional taxes for other city services.

Additionally, the case cannot clearly be made that there is a need for additional revenues. Programs provided specifically for youth comprise an estimated \$4 million in total recreation spending. Without better accounting and record keeping practices, in which the demand for youth sports and recreation can be more clearly compared with what is actually provided, the need for a dedicated revenue source cannot be known, or can be made only through anecdotes. Each of these recreation departments has a history of making the current system work with the revenues available, and each has evolved to provide the programs of interest to the residents of their communities.

The status quo in the governance of youth sports and recreation programs is not as easy to defend. While cooperative or coordinated provision of youth sports

and recreation programs among these cities is rare, there is nothing to preclude it. The limitations in programs that can be offered by the Hamtramck and Highland Park recreation departments, the lack of competition resulting from the small youth populations in these cities, and the use of available facilities in Hamtramck for non-departmental purposes, are all indications of why the status quo does not suitably meet the needs of the youth in these communities.

1. Recommendations.

Local governments provide a number of services. Dedicating a revenue source for recreation, or any other function, elevates that function to a status of importance above those functions left to compete for general fund revenues. Recreation may not stand out as the function most in need of a dedicated revenue source relative to some other municipal functions, such as police and fire service or public works.

The policymakers in Detroit, Hamtramck, and Highland Park annually decide the appropriate level of funding relative to the other services that must be funded with general fund revenues. While there may be a need for more recreation department revenues, or more specifically youth sports and recreation revenues, there are also great needs for additional revenues in other municipal departments in these cities. The current funding of youth sports and recreation through the general funds of these local governments allows for priority setting, efficient use allocation of government funds relative to all other municipal

functions, and accountability to the representatives elected to insure a wise use of the government resources. This study recommends continued funding of youth sports and recreation through the general fund over any form of dedicating.

Several things may need to occur before increased youth sports and recreation financing becomes the most pressing need in the overall financing structures of these local governments: 1) adoption of an accounting and record keeping system that could clearly show that current resources are being used optimally, efficiently and economically; 2) a clearly defined plan describing what would be accomplished by increased funding; 3) some evidence that there is a demand for youth sports and recreation programs that go beyond what could be financed with current revenues. Without these things, these recreation departments will have a difficult time showing that additional or new financing structures are necessary.

The case may be easier to make for movement away from the status quo in the governance of youth sports and recreation. Coordination, cooperation, or a combination of the two, may lead to a more economic and efficient use of the resources that are currently committed to youth sports and recreation in Detroit, Hamtramck, and Highland Park. As is the case for youth sports and recreation financing, adoption of an accounting and record keeping system that could clearly show that current resources are being used is a pre-requisite to changes in the form of cooperation or coordination. Cooperation and coordination of services are something that should be widely pursued among all units of local government. Cooperation or coordination in the provision of youth sports and recreation between Hamtramck and Highland Park could lead to other such efforts in the provision of other government services.

B. Change Options

Any options pursued that result in change, in either financing or governance, will depend on the political will to make changes and administrative efforts to alter the budgeting, accounting and record keeping methods from the current cost center budget to a program budget that is capable of more closely tracking the provision and cost of providing youth sports and recreation programs.

1. Finance.

All three recreation departments may wish to consider change in the financing of youth sports and recreation. Put simply, this is because these recreation departments are constantly searching for additional or more stable sources of funding, as are most governmental agencies wishing to improve services or provide new services. More specifically, absent a change in the fiscal trends of these cities, Detroit, Hamtramck, and Highland Park are all facing the possibility of stagnant or decreasing revenues in the future and a decreasing ability to provide essential government services, including police and fire services, local infrastructure, and sports and recreation programs.

Change from current financing structures in these cities may be hard to obtain. Local governments may utilize only local taxes that have been authorized by

state government. The taxes that are levied are subject to tax limitations established in the cities' charters and the state Constitution. New taxes require a vote of the people. Years of taxpayer frustration have created a system of checks on local government to deter alternative financing methods that may result in higher taxes. When the alternative is higher taxes, the status quo is made to be the most attractive option.

a) Special Tax Levies

Any discussion exploring alternative funding sources needs to include an analysis of the anticipated outcomes, goals, and obstacles associated with a new funding source. Will the goal be to fund youth sports and recreation programs with a dedicated revenue source? Given the difficulties in separating youth from adult sports and recreation programming, would a more realistic goal be to fund all sports and recreation programming with a dedicated revenue source? Then again, with the state of all parks and recreation facilities, would it be desirable to fund all current parks and recreation facilities and services with a dedicated revenue source? Will the goal be to replace all current recreation department revenues used for youth or adult sports and recreation with a dedicated revenue source? Or would it be more desirable to continue to rely, to some extent, on user fee revenues,

rental revenues, and some general fund revenues to fund recreation programs? While the goals may be clear to anyone proposing an alternative revenue source, the reality of the current funding, accounting, and record keeping systems are that revenues and expenditures cannot easily be separated for specific purposes.

Once these issues are addressed, policymakers should consider the political, constitutional, and statutory restrictions that limit the availability of additional taxes being levied for sports and recreation in Detroit, Hamtramck, and Highland Park. Permissive legislation would be necessary for any new taxes or increases to the maximum tax rate of existing taxes. Additionally, as long as these cities are fully utilizing the 20 mills provided for in their charters, a vote of the people is necessary for approval of new local taxes.

(1) The Option of A Tax on Admissions to Professional Sporting Events.

Lawmakers in Detroit and Lansing could devise a specific use tax or surcharge to apply to the sale of tickets to professional sports facilities. Such a use tax would relate revenues from sporting events to sports and recreation funding. The tax would be paid by those attending sporting events, the taxpayer group perhaps most likely to support a tax for youth sports and recreation, and the revenues would be used to finance sports and recreation programs. One of the axioms of taxation holds that the more an item is taxed, the less of that item will be consumed. In this case, this axiom may not hold true. Recent experience has shown that the demand for tickets to professional sporting events is able to withstand increases in price, beyond the levels that a tax on admissions might add to the price. Tax revenues would vary with interest in sports. Even here, there might be some correlation between tax revenues and the need for funding. It is possible that the desire to participate in the activities offered by municipal recreation departments is correlated to the success of the professional sports leagues and specifically the success of the teams located in that city. Finally, because a large proportion of those attending these sporting events are from outside these three cities, a tax of this sort would export the costs of youth sports and recreation to non-residents of the cities.

The people must agree that such a course is desirable. At the November 1978 general election, voters ratified an amendment to the state Constitution which required voter approval of new taxes and limited state and local government revenues. This amendment, known as the "Headlee Amendment," added Sections 25 through 33 to Article 9 of the state Constitution and amended Section 6 of Article 9. Section 31 of Article 9 provides in relevant part as follows:

Units of Local Government are hereby prohibited from levying any tax not authorized by law or charter when this section is ratified or from increasing the rate of an existing tax above that rate authorized by law or charter when this section is ratified, without the approval of a majority of the qualified electors of that unit of Local Government voting thereon.

A new tax levied for recreation funding would have to be voted on and approved by the voters of a governmental unit. This would be true whether an individual unit levied a dedicated tax, or if there was cooperation between these governmental units to provide recreation jointly, as is discussed below.

Finally, these municipalities (especially Detroit and Highland Park) must make efforts to improve the record keeping and accounting of what dollars flow to and from the provision of sports and recreation programs, as well as tracking what services and activities are actually provided and how much their provision costs. This task is difficult at present due to the organization of these municipal budgets by cost center rather than by program. Trust in government is gained when citizens know that tax dollars are ultimately used for the purposes for which they were collected. Without changes in budgeting, accounting, and record keeping, it is difficult to illustrate how tax dollars are used for their intended purposes. If a dedicated tax source is created, it will be difficult for these local governmental units to say with any confidence that youth sports and recreation are the only beneficiaries of the revenues.

(2) Problems with Special Tax Levies.

Financing recreation through dedicated revenue sources can prove to be a double-edge sword. While a dedicated tax levy may act as a floor giving definite assurance of financial support at a certain level, during

PUBLIC FUNDING OF YOUTH SPORTS AND RECREATION

times of increasing public need the floor may also become the ceiling above which youth recreation is not funded.

This problem generally arises because tax sources are frequently chosen for dedication that are in no way related to the specific function receiving the funding. While some rationale might be used to establish a tax rate and base that will yield the amounts desired at the time a dedication is established, the lack of correlation between need and revenue yield ultimately erodes. The result is either increased, wasteful spending if revenues grow faster than the financing needs or, if the opposite occurs, inadequate funding or a return to the voters asking for additional millage.

For example, suppose a tax on admissions to professional sporting events is established. The movement of a professional sports team into or out of the city, even to or from the suburbs, would result in a change in revenue levels, as would the won-lost records of the teams. A work stoppage in any of these professional leagues also would depress revenues. The funding needs of youth sports and recreation would not experience a corresponding change due to the movement of a team or the number of games actually played. These needs are fairly constant from year to year. The result of such movements or stoppages would be inadequate funding of youth sports and recreation or funding from another source, to the detriment of other municipal functions.

(3) Recommendations.

The first consideration of policymakers should be the relatively high tax burden currently imposed on the taxpayers in these cities. With relative tax efforts three to seven times the statewide average tax rate in these cities, additional taxes could only serve as an additional reason for people and businesses to locate elsewhere. A use tax on admissions to professional sporting events would largely be exported to suburbanites traveling into the city to attend these events, but bears no relationship to need.

Given the weaknesses of levying dedicated taxes, two things should be kept in mind if any taxes are imposed for dedicated purposes. First, the tax dedicated, whenever possible, should bear some relationship to the service being provided and to the beneficiaries of the services. Second, a dedicated tax should be seen as one revenue source used for part of the total revenues needed to fund these programs. Decisions on the proper levels of programs to be provided and the total revenues necessary to fund those programs should be made independently, based on needs. User fees, charges for the use of assets, grants, and general fund revenues, to the extent necessary, should continue to contribute a portion of the revenues.

2. Governance.

Hamtramck and Highland Park could gain in many ways from changes in governance. More facilities would be available for use of the residents. A larger

(4) Fees for Entrance to Belle Isle.

In proposing the Fiscal Year 1993-94 and Fiscal Year 1994-95 budgets for the City of Detroit, Mayor Archer recommended the collection of a \$3 fee for entrance for Belle Isle Park. This recommendation suggested that such a fee would raise \$1.5 million for continuing care of Belle Isle. This has been a politically heated idea for several years. Former Mayor Coleman Young argued that such a fee was inappropriate, as Belle Isle Park was the "people's park."

Such a fee would not be related to youth sports and recreation, nor was the mayor recommending that it be used for youth sports and recreation. However, if such a fee were imposed, it might create additional Recreation Department resources for youth sports and recreation purposes. Revenues currently used for the care and maintenance of Belle Isle, funding of the Forestry and Landscape Division, the Building and Maintenance Division, or other purposes might be replaced with revenues from the Belle Isle fee. This would create additional revenues for youth sports and recreation purposes. However, as is prone to happen when dedicated tax revenues replace general fund revenues, it may free those revenues for purposes other than recreation. A dedicated revenue source in the Recreation Department may translate into more revenues for police and fire services, museum or zoo enhancement, or more road repair.

base of program participants would increase the number of organized sports teams as competition. The economies-of-scale achieved through a larger recreation department would result in the provision of more types of programs at lower costs than if either community attempted to provide these programs alone. While the Detroit Recreation Department would have less to gain from change in the governance of sports and recreation programs, the economies-of-scale and increases in facilities and competition would be beneficial as well. With the changing tax bases of Hamtramck and Highland Park, a growing need for other essential city services, and a small number of youth utilizing the offered programs, the status quo does not seem to be the optimal long-term option for these two communities.

Unlike financing, state law is very permissive regarding change in the governance of local government programs. Different options, varying in degrees of cooperation, would permit these communities to gradually ease from the status quo to coordination and cooperation in ways that would allow retention of facilities, programs, personnel, and decision-making abilities.

a) Recommendations.

At least two issues need to be addressed before any efforts are made to change the governance of youth sports and recreation efforts of these communities. First, there is a real need to make a better accounting of the total costs of providing youth sports and recreation (all costs, including such costs as building and equipment maintenance, forestry and landscape, transportation). Second, there is a need to determine what expenditures are specifically for sports and recreation and what functions would need to take place regardless of the provision of sports and recreation programs (i.e., cutting the grass in the parks).

In addition, efforts should be made to include in any kind of cooperative efforts the local governmental units not included in this study; the Detroit Public Schools, the City of Hamtramck, and the Highland Park Public Schools. Clearly, schools possess a number of facilities suited to the provision of youth sports and recreation programs. These facilities should be incorporated into any efforts to combine the youth sports and recreation efforts of these communities.

b) Single Purpose Authorities

A single purpose authority could be created by the communities of Detroit, Hamtramck, and Highland Park for the provision of youth sports and recreation facilities and programs should these communities feel this is the best course for achieving improvements in service delivery. However, each community should remember that in doing so they will be foregoing some autonomy.

One reason that there are relatively few single purpose authorities in Michigan is the view that once one is created, the flood gates will be opened for other special interests to request additional authorities for their function. It is often difficult to identify which level of government is responsible for what services, what tax levies pay for what services, or which elected representatives serve at which levels and are accountable for what services. Creating single purpose authorities would create an additional level of government and the fear is that, before long, each function of local government will be provided by its own single purpose authority, and no one will be certain who is making the decisions or who is ultimately responsible if policies are set against the wish of the voters.

(1) Recommendations.

An authority created for the sole purpose of providing sports and recreation programs would create an additional layer of government to an already complicated collection of governmental units. The conditions that led to the creation of the Chicago Park District had more to do with Illinois constitutional debt limits than with any need to have an individual unit providing these services. The gains from providing a single purpose authority could be gained also from cooperation, coordination, or both, with less of the financing, representation, property ownership or other problems that would be presented by attempting to create an authority.

c) Cooperation

Clearly, in the case being examined, the majority of the gains to be achieved through cooperation in the provision of sports and recreation services would fall largely on the communities of Hamtramck and Highland Park. Each community has substantially cut its

recreation department budget in recent years. Each department consists of only one recreation center and a few parks or playgrounds. The staffs of each department are small, with responsibilities performed by the person most readily available to carry out the task. Each is a small community, with a small base of youth. Sports seasons consist of competition against the same teams several times during the season, or in the case of Hamtramck, traveling long distances to compete against teams from several east-side communities. The residents of each community would benefit from having a greater number of recreation facilities available for their use, economies of scale that allow for the provision of a greater number of sports and activities, and the opportunity to compete against a larger base of youth. If cooperation can be achieved in the provision of sports and recreation programs, it may serve as a model for cooperation between these cities in the provision of other municipal services.

Although Hamtramck and Highland Park would be the prime beneficiaries of cooperation, the residents of Detroit would also benefit. The city would experience gains through the economies-of-scale of cooperation. City residents living near the borders of Hamtramck and Highland Park would benefit from availing themselves of the facilities in these cities. The residents of the city, in general, would benefit from new participants in their city wide activities.

In addition, should the school districts opt to participate in such a cooperative agreement, residents of all three cities would benefit from having the additional school facilities available for sports and recreation programming. Care of the parks, play fields, and playgrounds could remain a responsibility of the individual cities. The individual recreation facilities could remain property of the individual cities or be transferred to ownership of a governing authority.

(1) Recommendations.

The same basic recommendations made for a single purpose authority should be extended to the creation of a cooperative agreement. In addition, each community should consider whether it is best served by the loss of property and decision-making abilities, or

whether those things be best kept a function of the local governmental unit, with only the actual provision of adult, youth, or both sports and recreation programs transferred to an authority. The Rochester Avon Recreation Authority would be a good model to follow in any efforts to begin a cooperative agreement.

d) Coordination

Coordination would benefit everyone involved in youth sports and recreation in these three communities. The recipients would benefit from having more programs, facilities, and competition. The recreation departments would benefit from a more efficient use of the resources and possibly greater participation in the programs offered. The taxpayers would benefit from a more economic, efficient use of the tax dollars used to fund these programs.

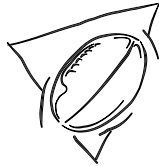
Coordination could be extended beyond the public provision of youth sports and recreation programs. A number of private and non-profit agencies are also involved in the provision of youth sports and recreation programs to inner city youth in these communities. No public money currently used to provide Barney McCloskey baseball, Police Athletic League football, baseball, hockey, and many other sports programs offered in these communities. Incorporating these programs into efforts at coordination would allow for greater efficiencies, fewer overlaps of programs, and a greater awareness for everyone of what programs are available.

(1) Recommendations.

Should these communities decide to do nothing else in terms of improving and economizing in the provision of youth sports and recreation programs, they should consider some form of coordination of services. Each recreation department would maintain its current property, provide and fund its programs with tax dollars collected from its own residents, and maintain the autonomy it currently holds. These programs could be opened up to residents of any of these three cities. Programs could be coordinated so that the Hamtramck and Highland Park Recreation Departments are not struggling to provide services that

are routinely provided by the Detroit Recreation Department. Again, the school districts in Detroit and Highland Park, and the City of Hamtramck could be included to expand the number of facilities and programs available to the youth in these cities. The Mil-

waukee Recreation Council and the Tri-County Parks and Recreation Consortium offer models for how coordination could be started to expand and improve youth sports and recreation programs in these cities.



VII. Conclusion

This study has estimated the level of funding for youth sports and recreation in the communities of Detroit, Hamtramck and Highland Park. It has established that there are alternative financing and governance opportunities available to these communities should they desire consideration of changes. It has explored the ways these alternatives are utilized by other Michigan and major U.S. cities. Finally, it has laid out how Michigan law provides for or places obstacles in the way of provision of these alternatives. The final decision to propose, to investigate further, or to implement any of these alternatives ultimately rests with the recreation departments of each city and their respective elected officials.

This study is admittedly an incomplete portrayal of youth sports and recreation services in these three

cities. Without a detailed accounting of all resources allocated to youth programs, it is impossible to fully describe the magnitude of public spending. Until data are available, the extent to which demand for public provision of youth sports and recreation programs is filled cannot be known. Any evidence of an existing demand for these services can only be based on anecdote. It is not clear that resources currently are used economically because these three cities are not using cooperation or coordination, as is available under Michigan law. Until these situations are addressed, and as long as Detroit, Hamtramck, and Highland Park have a relatively high tax burden, it would be too early to entertain discussions of increased spending or a dedicated revenue source for youth sports and recreation.

VIII. Appendix A -

Non Youth Sports And Recreation Detroit Recreation Division Programs

Other programs offered by the Recreation Division of the Detroit Recreation Department to youth include:

- The Recreation Camp
- Headstart
 - Pre-school Arts
- Festivals
 - Very Special Arts
 - Four Head Start Festivals
 - Noel Night
 - Children's Day at the Cultural Center
 - Performances at the Christmas Carnival
 - Festival of the Arts
- Workshops/Arts Camps
 - Palmer Park
 - Historic Fort Wayne
 - Arts & Scraps
 - Cannon/1515 Broadway
 - Mosaic Theater
 - Considine/Peddy Players
 - Carol Morisseau
- Publications
 - Recreation Renaissance
- Riverfront Festivals
- Training Programs
 - Arts services training program
- Classes
 - Recreation Center classes: i.e., drama, music, painting, ceramics, choral, T-shirt screening, cartoon drawing, video
 - After School Classes: i.e., face painting, arts & crafts, puppets, creative drama
 - Music classes at Wayne State University: i.e., piano, percussion and other instrumental instruction, music theory, band, orchestra
- Special Programs for Youth
 - Art from the Hart (Hart Plaza)
 - Chene Park: Fashion Show for Teens, National Tap Dance Day

IX. Appendix B - Detroit Recreation Department Cost Estimation Methodology

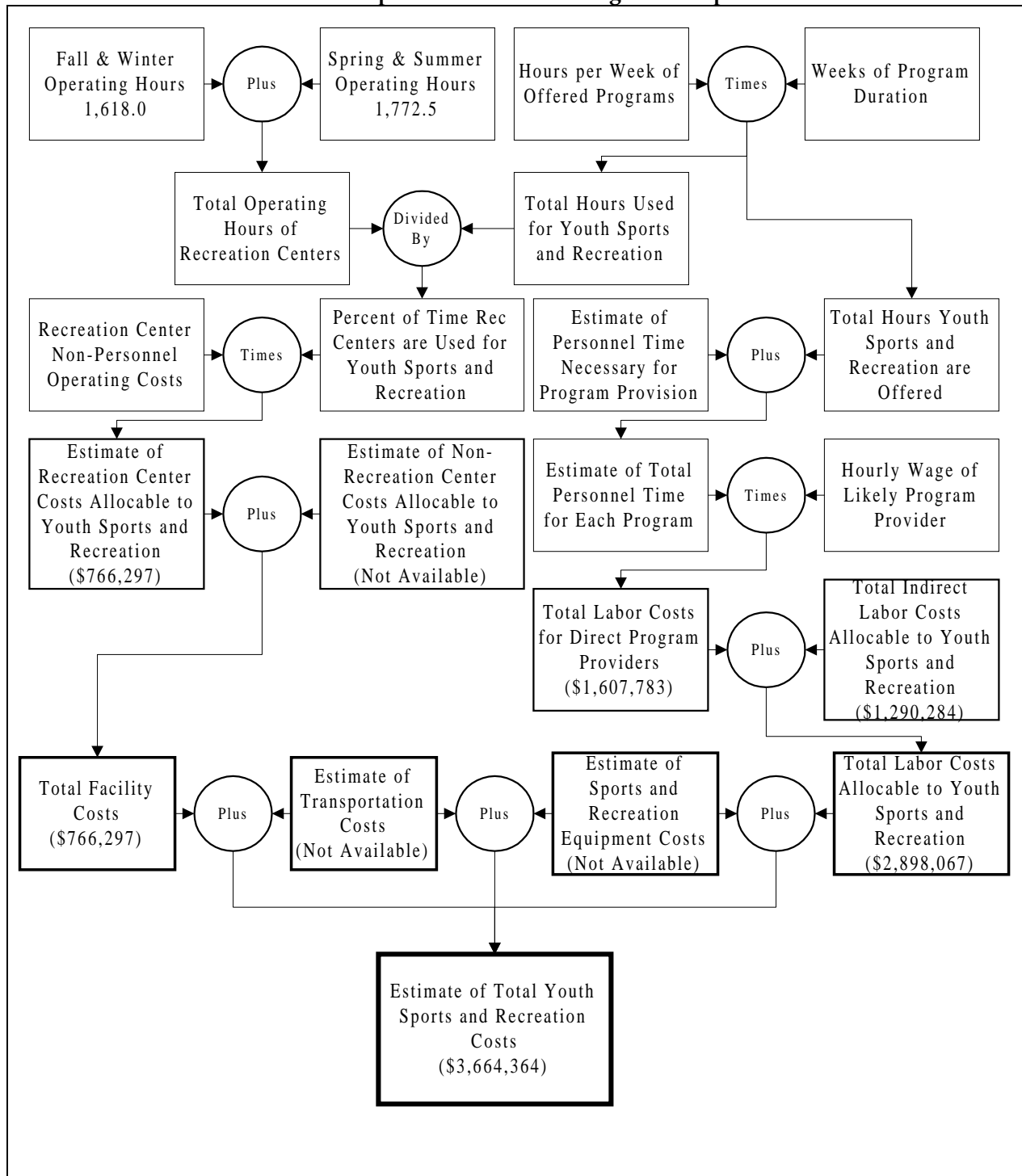
The Recreation Division of the Detroit Recreation Department was able to provide information on the operating hours of the recreation centers. District operations are broken down into a spring/summer session and a fall/winter session. In general, the recreation centers are open for operations five days a week during the spring/summer session, for a total of 1,717 hours per week or a total of 44,629 hours, and six days a week during the fall/winter session, for a total of 1,618 hours per week or a total of 42,068 hours (See **Appendix C**). In total, the 26 recreation centers operate for about 86,700 hours during the year.⁷

Based on the recreation centers' program schedules, calculations were made of the amount of time per week in which youth sports and recreation programs are offered. From these sources, an estimate was made of both the number of hours in which the recreation centers were used for youth sports and recreation and the total number of hours offered of youth sports and recreation programs. For the purposes of calculating the operating costs associated with using the recreation centers for youth sports and recreation, it was assumed that it costs the same to operate the center whether one or several youth programs were offered during the same hour.

⁷ The following recreation centers are not used in the calculations as no youth sports and recreation programs were offered at any of these centers: Balduck, Brewer Center, and Hawthorne (Closed); Crowell, Iler, State Fair, and Downtown Seniors centers (older adult programs); Lighthouse Center (used for rentals); and the Lenox Center for the Handicapped. Additionally, Farwell Center (closed) was removed from the Fall/Winter session.

Chart B1

Methodology Used For Attempting To Calculate The Cost To
The Detroit Recreation Department Of Providing Youth Sports And Recreation



X. Appendix C - Detroit Recreation Center Operating Days and Hours

Table C1

Detroit Recreation Department

Operating Days and Hours of Recreation Centers (Fall/Winter 1994-95)

Center	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Sun.	Total
EAST								
Butzel Family	13	13	13	13	13	Closed	Closed	65.0
Cannon	9.5	9.5	9.5	9.5	9.5	8.5	Closed	56.0
Heilmann	Closed	8.5	8.5	8.5	8.5	8.5	4	46.5
Lipke	Closed	8.5	8.5	8.5	8.5	8.5	Closed	42.5
Maheras	8.5	8.5	8.5	8.5	8.5	8.5	Closed	<u>51.0</u>
East Totals								261.0
SOUTH								
Clark Park	4.5	4.5	4.5	4.5	4.5	10	4	36.5
Clemente	4	13.5	13.5	13.5	13.5	13.5	Closed	71.5
Kemeny	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
Kronk	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
Patton	8	8	8	8	8	8	Closed	48.0
Radenmacher	8.5	8.5	8.5	8.5	8.5	8	Closed	50.5
St. Hedwig	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
Young	11.5	11.5	11.5	11.5	11.5	9	Closed	<u>66.5</u>
South Totals								445.5
NORTH								
Bradby	Closed	8.5	8.5	8.5	8.5	8.5	Closed	42.5
Brewster/Wheeler	12.5	12.5	12.5	12.5	12.5	8	Closed	70.5
Considine	12	12	12	12	12	8	Closed	68.0
Evans	13.5	12.5	12.5	12.5	12.5	8	8.5	80.0
Lasky	12.5	12.5	12.5	12.5	12.5	8	15.5	86.0
Wigle	13.5	13.5	13.5	13.5	13.5	8	Closed	75.5
Williams	20	20	20	20	20	20	Closed	<u>120.0</u>
North Totals								585.0
WEST								
Butzel-Adams	14	14	14	14	14	8	Closed	78.0
Herman Gardens	8	8	8	8	8	8	Closed	48.0
Johnson	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
O'Shea	Closed	11	11	11	11	8	Closed	52.0
Tindal	14	13	14	13	13	8	8	<u>83.0</u>
West Totals								326.5
DISTRICT TOTALS								1,618.0

Appendix C (continued)

Table C2

Operating Days and Hours (Spring/Summer 1995)

Center	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Sun.	Total
EAST								
Butzel Family	8.5	8.5	8.5	8.5	8.5	Closed	Closed	42.5
Cannon	11.5	11.5	11.5	11.5	11.5	8.5	Closed	66.0
Heilmann	12.5	12.5	12.5	12.5	12.5	8.5	Closed	71.0
Lipke	9.5	9.5	9.5	9.5	9.5	8.5	Closed	56.0
Maheras	9.5	9.5	9.5	9.5	9.5	8.5	Closed	56.0
East Totals								291.5
SOUTH								
Clark Park	11	11	11	11	11	8	6	69.0
Clemente	10.5	10.5	10.5	10.5	10.5	8.5	Closed	61.0
Kemenv	10.5	10.5	10.5	10.5	10.5	8	Closed	60.5
Kronk	10.5	10.5	10.5	10.5	10.5	Private	Closed	52.5
Patton	11.5	11.5	11.5	11.5	11.5		Closed	65.5
Radenmacher	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
St. Hedwig	10.5	10.5	10.5	10.5	10.5	8	Closed	60.5
Young	13.5	13.5	13.5	13.5	13.5	8	Closed	75.5
South Totals								562.5
NORTH								
Bradby	9.5	9.5	9.5	9.5	9.5	8	Closed	55.5
Brewster/Wheeler	10.5	10.5	10.5	10.5	10.5	8	Closed	60.5
Considine	10.5	10.5	10.5	10.5	10.5	8	Closed	60.5
Evans	11.5	11.5	11.5	11.5	11.5	8	Closed	65.5
Farwell	13	13	13	13	13	13	13	91.0
Lasky	13.5	13.5	13.5	13.5	13.5	13.5	13.5	94.5
Wigle	8.5	8.5	8.5	8.5	8.5	8	Closed	50.5
Williams	15.5	15.5	15.5	15.5	15.5	8	Closed	85.5
North Totals								563.5
WEST								
Butzel-Adams	13.5	13.5	13.5	13.5	13.5	7	Closed	74.5
Herman Gardens	8.5	8.5	8.5	8.5	8.5	Private	Closed	42.5
Johnson	11.5	11.5	11.5	11.5	11.5		8	Closed
O'Shea	8.5	8.5	8.5	8.5	8.5	8	Closed	50.5
Tindal	11	11	11	11	11	11	Closed	66.0
West Totals								299.0
DISTRICT TOTALS								1,772.5

XI. Appendix D - Detroit Recreation Center Usage for Youth Sports And Recreation

Table D1

Detroit Recreation Department (Fall/Winter 1994-95)

Hours of Recreation Center Usage For Youth Sports And Recreation

Center	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Sun.	Total
EAST								
Butzel Family								0.0
Cannon	4	3	2.5	4	2			15.5
Heilmann		4.5	4.5	4.5	4.5	6.5		24.5
Lipke	3	4.5	4.5	2.5	1.5			16.0
Maheras	3	3	3	4	3	1.5		<u>17.5</u>
East Totals								73.5
SOUTH								
Clark Park	4	4	4	4	4	8	2	30.0
Clemente		4	2	3.5		5		14.5
Kemeny	3	3.5	3.5	3.5	3.5	4.5		21.5
Patton	3.5	3	3.5	2.25	3.5	4.5		20.25
Radenmacher	5.5	4	5.5	4	2.5	3		24.5
St. Hedwig		2	2	2	2	5		13.0
Young	4.75	5	4.75	5	4.75	5.5		<u>29.75</u>
South Totals								123.75
NORTH								
Bradby								0.0
Brewster/Wheeler	5.5	4.5	4.5	4.5	5.5	4		28.5
Considine	4	4	4	4	4	8		28.0
Evans	3.5	1.5	3.5	2.75	2			13.25
Lasky	3.5		3.5	3.5	3.5	4		18.0
Wigle	6	2	5	2	5	2		22.0
Williams	2.5	2	2.5	3	5	5.5		<u>20.5</u>
North Totals								130.25
WEST								
Butzel-Adams	4.5	3	3.5	3.5	5	1		20.5
Herman Gardens	4	3	4	3	4			18.0
Johnson	5	5	5	5	5			25.0
O'Shea		2.5	4.5	2.5	4.5	6		20.0
Tindal	3	4	5.5	4	5.5	5.5		<u>27.5</u>
West Totals								111.0
DISTRICT TOTALS								438.5

Appendix D (continued)

Table D2

Detroit Recreation Department (Spring/Summer 1995)
Hours of Recreation Center Usage for Youth Sports and Recreation

Center	Mon.	Tues.	Wed.	Thurs.	Fri.	Sat.	Sun.	Total
EAST								
Butzel Family	6	6	6	6	6	6		36.0
Cannon	8.5	8.5	8.5	8.5	8.5			42.5
Heilmann	5.5	7	6.5	7	6.5			32.5
Lipke	9	7.5	7	8.5	4			36.0
Maheras	8.5	4.83	8.83	4.83	8.83			<u>35.82</u>
East Totals								182.82
SOUTH								
Clark Park	10.5	12.5	11.5	12.5	11.5	6		64.5
Clemente	6.5	6	7	3.5	6.5			29.5
Kemeny	6	4.5	5.75	7	5.75			29.0
Kronk	8	8	8	8	4			36.0
Patton	11	10.5	12	10	9	7		59.5
Radenmacher	4	1	3	2	4			14.0
St. Hedwig	4	4.5	4	7	5	6		30.5
Young	5.5	7.5	5.5	6.5	5	6		<u>36.0</u>
South Totals								263.0
NORTH								
Bradby	4.5	4.5	4.5	4.5	4.5			22.5
Brewster/Wheeler	9.5	8	6.5	8	7.5	4.25		43.75
Considine	8	7.5	11.75	7	10.5	2		46.75
Evans	5.75	5.5	4.5	5.5	4	2		27.25
Farwell								0.0
Lasky	10	10	8	8	8	1.5		45.5
Wigle	7.5	7.5	7.5	7.5	7.5	3.5		41.0
Williams	4	5.5	6	7	7.5	5.5		<u>35.5</u>
North Totals								262.25
WEST								
Butzel-Adams	8.5	8	8	9.5	6	7		47.0
Herman Gardens	8	8	8	8	8			40.0
Johnson	8.5	8.5	8.5	8.5	8.5	6		48.5
O'Shea	8.5	8.5	8.5	8.5	8.5			42.5
Tindal	10.5	11	11	9	9	6.5		<u>57.0</u>
West Totals								235.0
DISTRICT TOTALS								993.07

XII. Appendix E

Hours of Youth Sports And Recreation Programs Offered by Detroit Recreation Centers

Information was not readily available on a city-wide level as to what specific programs were offered, how long each program session lasted, or how long the programs were offered. In order to estimate this information, program schedules for each recreation center were collected for a full year. These provided information about what programs were offered, what days the programs were offered, and the session length for each program. Data collected for other purposes provided some information about the number of weeks in which the programs were offered. In other cases, estimates had to be made based on what was known. Additionally, it was necessary to account for the time spent by recreation center personnel purchasing athletic equipment, preparing communication materials to distribute to the public, in community contact, setting up and breaking down the equipment, and traveling.

Table E1

**Estimated Hours of Youth Sports And Recreation Programs
Offered by the Detroit Recreation Department: by Recreation Center**

A. East District

Activity	Butzel Family	Cannon	Heilmann	Lipke	Maheras	Sub-Total
Baseball		270				270
Basketball	288	68		50	189	595
Football		149				149
Softball		96	33	95	80	304
T-Ball		72	72		80	224
Track & Field		48	36	15		99
Swimming	204		1,456	13	233	1,906
Gymnastics		96				96
Floor Hockey				20	98	117
Ice Hockey						0
Volleyball			48	375	85	508
Tennis		64	360	85	130	639
Soccer					108	108
Boxing		158				158
Karate		64				64
Double Dutch				182	390	572
Gym Activities	156	78		338		572
Weights		468			325	793
Inline Skating						0
Dance				78		78
Horseshoes		312		247	124	683
Other			90	91		181
Total	648	1,942	2,095	1,588	1,841	8,114

Appendix E (continued)

Table E2

**Estimated Hours of Youth Sports And Recreation Programs
Offered by the Detroit Recreation Department: by Recreation Center**

B. South District

Activity	Clark Park	Clemente	Kemeny	Kronk	Patton	Radenmacher	Sub-Total
Baseball					290		290
Basketball		60	260	48		268	780
Football			8				8
Softball	48	60	120	80	75	60	468
T-Ball	24	48	45	26	60	20	243
Track & Field	16		20	16			82
Swimming			858		2,287		3,145
Gymnastics						20	65
Floor Hockey	40	32	46			26	183
Ice Hockey	390						390
Volleyball	60		28			34	202
Tennis		36	45				216
Soccer	168	24				8	200
Boxing				480			1,168
Karate		48					248
Double Dutch			182	96	144		557
Gym Activities		767	260	384	312	247	2,756
Weights		26				52	78
Inline Skating							0
Dance							0
Horseshoes						16	68
Other		<u>52</u>					<u>91</u>
Total	<u>746</u>	<u>1,153</u>	<u>1,872</u>	<u>1,130</u>	<u> </u>	<u>751</u>	<u>11,237</u>

Appendix E (continued)

Table E3

Estimated Hours of Youth Sports And Recreation Programs
Offered by the Detroit Recreation Department: by Recreation Center

C. North District

Activity	Brady	Brewster/ Wheeler	Considine	Evans	Lasky	Wigle	Williams	Sub-Total
Baseball					350	300		650
Basketball		825	525	767	1,183	1,000	168	4,468
Football			192					192
Softball	80	60	40		350	145	24	699
T-Ball	60	20		48	40			168
Track & Field		40	40	54	160		20	314
Swimming		656	931	50			900	2,538
Gymnastics		225					225	450
Floor Hockey		13					20	33
Ice Hockey						220	30	0
Volleyball		92		60				402
Tennis				104	24			104
Soccer					312			24
Boxing		450	250			38	100	1,012
Karate		125	350		104	50		613
Double Dutch		26	200		1,144	650	250	380
Gym Activities	75	156	150					2,425
Weights			750					750
Inline Skating								0
Dance	50						275	325
Horseshoes		100		390		188	138	815
Other		200		13			263	476
Total	265	2,988	3,428	1,486	3,667	2,590	2,412	16,836

Appendix E (continued)

Table E4

Estimated Hours of Youth Sports And Recreation Programs
Offered by the Detroit Recreation Department: by Recreation Center

D. West District

Activity	Butzel-Adams	Herman Gardens	Johnson	O'Shea	Tindal	Sub-Total
Baseball	91					91
Basketball	372	775	338	295	893	2,672
Football			140	96	120	356
Softball	98	24	125	100	35	382
T-Ball	78	200	20	75	20	393
Track & Field	30			58	20	108
Swimming	810		500			1,310
Gymnastics			164		176	340
Floor Hockey						0
Ice Hockey						0
Volleyball			325			325
Tennis						0
Soccer	30				343	373
Boxing	390	375	500			1,265
Karate			200		100	300
Double Dutch			275	263	100	638
Gym Activities	52	200	150	150	50	602
Weights		188	563	75		825
Inline Skating					50	50
Dance		100				100
Horseshoes		250				250
Other	39					39
Total	1,990	2,112	3,299	1,111	1,907	10,418

Appendix E (continued)

Table E5

Estimated Hours of Youth Sports And Recreation Programs
Offered by the Detroit Recreation Department: by District

E. Total Department

Activity	East	South	North	West	Total
Baseball	270	290	650	91	1,301
Basketball	595	780	4,468	2,672	8,515
Football	149	8	192	356	705
Softball	304	468	699	382	1,853
T-Ball	224	243	168	393	1,028
Track & Field	99	82	314	108	603
Swimming	1,906	3,145	2,538	1,310	9,548
Gymnastics	96	65	450	340	951
Floor Hockey	117	183	33	0	332
Ice Hockey	0	390	0	0	390
Volleyball	508	202	402	325	1,437
Tennis	639	216	104	0	959
Soccer	108	200	24	373	705
Boxing	158	1,168	1,012	1,265	3,603
Karate	64	248	613	300	1,225
Double Dutch	572	557	380	638	2,147
Gym Activities	572	2,756	2,425	602	7,455
Weights	793	78	750	825	2,446
Inline Skating	0	0	0	50	50
Dance	78	0	325	100	503
Horseshoes	683	68	815	250	1,816
Other	181	91	476	39	787
Total	8,114	11,237	16,836	10,418	48,354

XIII. Appendix F - Resource People Contributing to This Report

The Citizens Research Council of Michigan would like to thank the following people for the assistance in putting together this study:

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