

# COUNTY PARKS

A POLICY ELEMENT  
OF THE  
COMPREHENSIVE DEVELOPMENT PLAN



Monroe County, New York

RESOLUTION ADOPTING COUNTY PARKS ELEMENT OF THE COUNTY  
COMPREHENSIVE DEVELOPMENT PLAN

*Intra. No. 742*

RESOLUTION NO. 575 OF 1979

**Adopting County Parks Element of Monroe County Comprehensive Development Plan.**

*Be It Resolved by the Legislature of the County of Monroe, as follows:*

*Section 1.* Pursuant to Article V, Section 503, of the Monroe County Charter, and Article V, Section 5230, of the Monroe County Administrative Code, the County Parks Element, Draft 2, dated October, 1979, is hereby adopted as a part of the Monroe County Comprehensive Development Plan.

*Section 2.* This resolution shall take effect immediately.

Planning and Economic Development Committee, December 10, 1979—CV: 4-1

File No. 78-097

# **COUNTY PARKS**

**A Policy Element of the  
County Comprehensive Development Plan**

**October 1979**

**prepared by  
Monroe County Department of Planning**

## INTENT OF THE COUNTY COMPREHENSIVE DEVELOPMENT PLAN

The comprehensive development plan is intended to serve as a guide for achieving the broad social, physical, and economic development objectives of the county. The plan is intended to give direction to the actions of the county legislature, and of departments and other agencies, as such actions affect the development of the county, and it is intended to guide all official county plans and policies for both services and capital facilities, including but not limited to county plans and policies concerning human resources, public safety services, physical and environmental resources, and land use. Although the authority of the plan over the actions of local governments and private interests is limited to that authority set forth in sub-section 503.C below and in section 504 of this charter, the plan is intended to serve as a general guide to such actions as they affect the development of the county. The plan, through its development and continuing amendment, is intended to serve as a means for reviewing, modifying, and integrating all individual plans before such plans are implemented. The plan thereby is intended to assist in achieving the following with respect to community services and facilities: coordination; consistency in application of policies and accepted standards; public and official evaluation of the effectiveness of governmental performance; elimination of unnecessary duplication; and maximum utilization.

(Section 503. B of the Charter of the County of Monroe)



## SUMMARY

This County Parks Element sets basic policies for the future development of the Monroe County parks system, and it provides a framework for the development of more specific plans concerning county parks. The element has two basic purposes: (1) to serve in itself as a policy guide for investments in county parks and (2) to initiate a process of preparing more specific plans and policies for the development of county parks. Currently no such process exists, and decisions on county parks are made outside the context of overall plans.

The element begins by considering the prospective demand for recreation in Monroe County. Population projections and anticipated increases in personal incomes suggest that the local demand for recreational services will increase, but at a lower rate than in the past. Increasing problems in the supply of energy are expected to result in an increased demand for locating recreational opportunities near areas of population concentration. A projected shift to an older population will affect the particular kinds of services demanded.

The element then sets forth a definition of the role to be served by the county parks system in meeting recreational needs. The definition is intended to provide a basis for evaluating whether it would be appropriate for the county to undertake any given proposed expansion or development of the county parks system.

The policies set forth in this element are intended to guide investments in the county park system for the next twenty years. The policies call for continued acquisition to maintain the present ratio of parkland acreage per capita. The focus of the proposed acquisition program is on creating the system of recreationways shown in Figure 2 and on "rounding out" existing parks.

The policies give major emphasis to the development of existing county parks, with the focus of such development being on areas near the major concentrations of population in the county. Specific guidelines for the development of park facilities will be prepared by the Parks Department and the Department of Planning and will be included at a later date in Appendix D.

The maintenance of county parkland is becoming more of a pressing problem. In recognition of the problem, this element sets a basic policy of not acquiring or developing additional parkland unless sufficient funds are provided in the operating budget to cover any resulting increase in the cost of maintenance. Emphasis is also given to meeting the need for rehabilitating existing county park areas which have deteriorated through overuse.

One of the present needs of the county which is not being adequately met is the coordination at the county level of the multiplicity of recreational services provided by various levels of government as well as by voluntary organizations and the private sector. The revised County Charter which was recently adopted by the County Legislature calls for the creation of an Office of Recreational, Cultural, and Educational Services. Once the office is staffed, it may begin to address the important need for coordinating recreational services.

The element concludes with a listing of implementation actions to bring into effect the policies. Many of the actions call for further work to be undertaken by the Parks Department and the Department of Planning to give more specific direction to decisions concerning the county parks system and to continue with the planning process which has been initiated through this element.

## INTRODUCTION

Monroe County residents are fortunate in having an excellent system of county parks to help meet their needs for recreation. Within their parks they may find a variety of attractive natural features and many different kinds of recreational opportunities.

Despite the many advantages of the present Monroe County parks system, investments must continue to be made in this system both to meet the present needs and to keep pace with the increasing demand for recreation. The Monroe County Legislature must in almost every session make some kind of decision concerning county parks. What kinds of recreation programs should be offered within county parks? What kinds of park facility improvements should be made? Should the county accept an offer to purchase land adjoining one of its parks? These are the kinds of questions that must be addressed by the Monroe County Legislature.

The purpose of this County Parks Element is to give general guidelines for answering such questions. The element provides an overall policy context within which, it is to be hoped, the right kinds of decisions will be made concerning the future of the Monroe County parks system.

One of the limitations to the scope of this element must be clearly recognized. The county parks system in itself does not address all of the recreational needs of Monroe County residents, nor should it. Many of the needs are met through the activities of other levels of government, voluntary organizations, and the private sector. As important as these activities are, they are not specifically discussed in this element, as they are outside the jurisdiction of Monroe County government. The policies in this element, however, take into consideration the kinds of recreational services provided by others, as this is necessary in defining an appropriate role to be played by the county.

The element begins with a brief description of the present Monroe County parks system. Next it suggests some basic directions for future investments in the system. The element then presents goals, objectives, and policies for carrying out these directions. Finally it presents implementation actions for carrying out the policies.



## THE PRESENT MONROE COUNTY PARKS SYSTEM

The parks which are presently owned or operated by Monroe County are shown in Figure 1. The acreage contained within each park and the facilities which it offers are given in Appendix A.

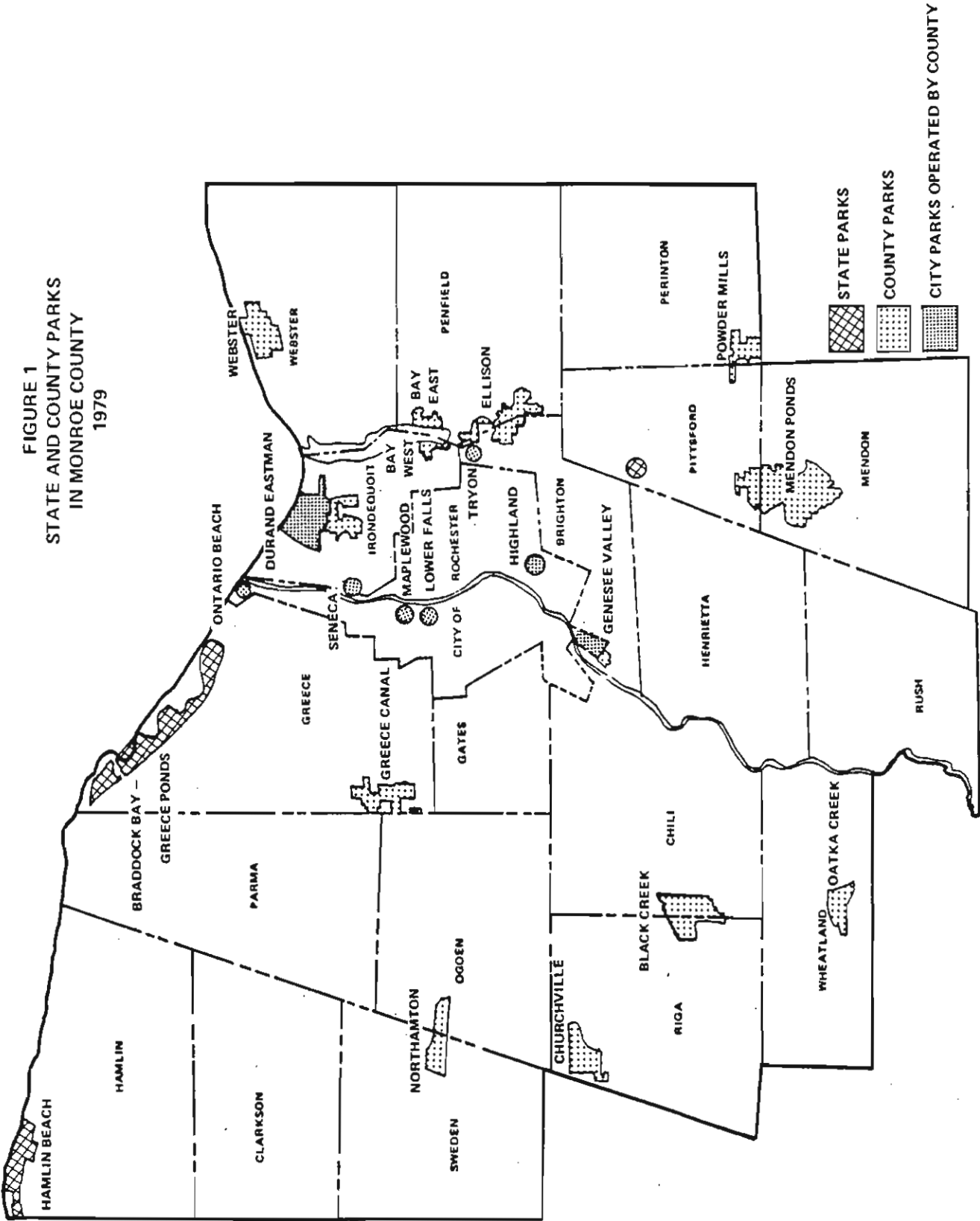
The Monroe County parks system contains a total of 10,963 acres in 19 county parks.<sup>1</sup> Of this total, 8,846 acres are owned and operated by the county, and 2,117 acres are owned by the City of Rochester but operated by the county. Most of the county park acreage was acquired by the county during the 1960's, when a major effort was undertaken to expand the system.

The Monroe County parks system contains 15 acres per 1,000 residents of Monroe County.<sup>2</sup> This ratio compares favorably with those of the neighboring metropolitan counties, Onondaga and Erie. Onondaga County offers a total of 13 acres of county and city parkland combined per 1,000 residents, while Erie County offers only 9 acres of such land per 1,000 residents.

The National Recreation and Parks Association has set a minimum standard for the acreage of parkland in metropolitan areas.<sup>3</sup> The standard has been widely applied in measuring the performance of metropolitan areas in meeting recreational needs, but there has been little agreement on the validity of the standard. The standard requires, for each 1,000 residents of a metropolitan area, a minimum of 25 acres of large urban and regional parks located within one hour of travel time from the central city. Thus the standard excludes small local parks and is limited in its application to major metropolitan parks like those in the Monroe County parks system. The county parks system by itself falls short of the standard, but the standard was intended to be applied to an area which extends beyond the county line,

1. The acreage and number of parks pertain to those county parks which are shown in Appendix A. Not included are the portions of the Irondequoit Creek wetlands owned by the county and the Lehigh Valley Railroad right-of-way, which is presently under negotiation for acquisition by the county.
2. The 1979 population of Monroe County is estimated to be 728,100. See Monroe County Department of Planning, *Housing and Population, Monroe County, New York*, 1979.
3. National Recreation and Parks Association, *Outdoor Recreation Space Standards* (Washington, D.C.: 1972).

FIGURE 1  
STATE AND COUNTY PARKS  
IN MONROE COUNTY  
1979



and it was intended to include all large urban and regional parks, no matter what level of government owns them. If one combines with the Monroe County park acreage the acreage in state parks within a travel time of one hour of downtown Rochester, then one obtains a ratio of 21 acres of parkland per 1,000 residents of Monroe County, still somewhat below the 25-acre standard.<sup>4</sup> The standard is exceeded only if one includes in the calculation Letchworth State Park, almost all of which is beyond the one-hour travel time limit.

In addition to state and county parkland, there are 4,754 acres of municipal (city, town, and village) parkland within Monroe County. Combining this acreage with the county park acreage, we obtain a ratio of 22 acres of parkland per 1,000 residents of Monroe County. If we include in the calculation state parkland within one hour of downtown Rochester, we obtain a ratio of 28 acres of parkland per 1,000 residents of Monroe County, above the 25-acre standard. Again, though, the standard was not intended to include municipal parkland, except possibly the larger municipal parks.

Thus, whether or not Monroe County meets the 25-acre standard depends on how the standard is interpreted and applied. No matter how the county's performance measures against the standard, many Monroe County residents would agree that they are fortunate not only in the overall extent of their county park system but also in the quality and variety of recreational experiences which the system offers.<sup>5</sup>

One may experience in Monroe County parks a wide variety of natural settings and recreational facilities and programs. The natural settings include: steep wooded slopes in Webster, Durand Eastman, and Irondequoit Bay parks; lake frontage in Ontario Beach, Durand Eastman, and Webster parks; wetlands in Black Creek park; fishing streams in Ellison, Powder Mills, Black Creek, and Oatka Creek parks; glacial

4. The ratio would be still lower if, rather than the Monroe County population, the population residing within a travel time of one hour from downtown Rochester were used in the calculation. Thus the use of the Monroe County population in the calculation biases the result in favor of the Monroe County parks system.
5. The Monroe County Parks Department recently conducted a random sample survey of 384 residents of Monroe County to determine how county parks are being used. Some results of this survey are reproduced in Table 1. Officials of the Parks Department have interpreted the survey (which has yet to be published) to demonstrate that Monroe County residents are generally satisfied with their parks system.

remnants in Mendon Ponds Park so unusual that it has been designated a National Natural Landmark.

One may also find a wide variety of recreational facilities in Monroe County parks. The facilities, to mention just a few (see Appendix A), include ski slopes, ball-playing fields, bridle and hiking trails, ice skating rinks, picnic shelters, playgrounds, even a field set aside for flying radio-controlled model airplanes. Highland Park offers an internationally acclaimed collection of lilacs and the Highland Bowl, an outdoor amphitheater. Seneca Park features the county zoo. Northampton Park offers Springdale Farm, an operating animal and vegetable farm with exhibits on farming practices.

One of the features of Monroe County parks which is not widely recognized is that they contain a number of significant historical sites. A partial listing includes indian settlements at Seneca Park, Mendon Ponds Park, and Maplewood Park; a War of 1812 battle site at Ontario Beach Park; an 1811 homestead now serving as a park lodge at Webster Park; a 1687 encampment site for the Denonville Expedition in Mendon Ponds Park; the grave of the first white settler of the area, Joshua Lillie, in Mendon Ponds Park; and the site of a fort built by Captain Peter Schyler in 1721 in Ellison Park. The listing is incomplete and needs further documentation, but it serves to illustrate the historical significance of the county parks.

The Monroe County Parks Department also offers a variety of recreational programs both within the county parks and in facilities outside the parks. Included are guided nature studies, skiing instruction, fishing events, and such cultural events as the Lilac Festival and outdoor concerts.

How well are county parkland and facilities distributed with respect to the population? From an inspection of Figure 1, one observes that all major areas of the county, east and west, are served by county or state parks. If there is an apparent problem in the overall distribution of parkland, it is that much of this land is located a considerable distance from the most heavily populated area of the county, the City of Rochester. The problem is aggravated by the fact that many of the outlying parks are not adequately served by public transportation.

The overall ratio of county park acreage was observed to be 15 acres per 1,000

Table 1

PERCENTAGE OF MONROE COUNTY RESIDENTS VISITING COUNTY PARKS  
DURING A TWO-YEAR PERIOD, 1977-1979<sup>1</sup>

County Park Visited	% of All County Residents	% of Rochester Residents	% of East- ern Town Residents <sup>2</sup>	% of West- ern Town Residents <sup>3</sup>
<b>Eastside Parks</b>				
Durand Eastman	54	68	50	50
Ellison	46	56	52	26
Genesee Valley	36	49	33	26
Highland	59	69	61	43
Irondequoit Bay (East & West)	9	9	11	8
Mendon Ponds	60	55	76	40
Powder Mills	49	45	69	30
Seneca	54	54	46	59
Webster	49	53	51	45
<b>Westside Parks</b>				
Black Creek	6	5	3	13
Churchville	31	26	20	54
Maplewood	26	37	16	26
Northampton	14	7	4	29
Oatka Creek	10	5	11	14
Ontario Beach	50	60	40	60

1. This table is derived from a survey which was undertaken by the Monroe County Parks Department. The survey, which has yet to be published, involved interviewing a sample of 384 residents of Monroe County.
2. Residents of Monroe County towns east of the Genesee River.
3. Residents of Monroe County towns west of the Genesee River.

residents of Monroe County. Breaking down this distribution into the eastside of the county (east of the Genesee River) and the westside, we obtain the following ratios: eastside, 15.7 acres per 1,000 residents; westside, 14.0 acres per 1,000 residents.<sup>6</sup> Thus the eastside of the county is somewhat better endowed in county park acreage than the westside. If Hamlin Beach and Braddock Bay State Parks are included in the calculation, however, then the westside of the county is served by more than 18 acres of parkland per 1,000 residents, giving it an advantage over the eastside.

While there is a reasonably uniform distribution of county park acreage between the eastside and westside of the county, there is a very uneven distribution in the use of county parks. The eastside parks in general are used much more intensively than the westside parks. This is shown in Table 1, which presents the results of a random sample survey of Monroe County residents. The intensity of use of the parks in the southeastern part of the county may be greater than suggested in Table 1, as these are readily accessible to nearby residents of the adjoining counties.

The most intensively used parks, those which have been visited by more than 40% of the survey sample during the past two years, are Mendon Ponds, Highland, Durand Eastman, Seneca, Ontario Beach, Powder Mills, Webster, and Ellison. With the exception of Ontario Beach Park, all of these parks are located east of the Genesee River. One also observes a high incidence of visits to the eastside parks by residents of the westside of the county. Conversely, there is a low incidence of visits to the westside parks (with the exception of Ontario Beach Park) by residents of the eastside of the county.

The question must be raised: Why are the eastside parks used more intensively than the westside parks? There could be a number of reasons. Monroe County residents may find the eastside parks to be more appealing in their natural features. Part of the reason could be that the eastside parks generally have been more extensively developed to attract visitors than the westside parks. (See Appendix A, which lists the recreational facilities in each park.) Also, the eastside parks are generally older, and people may have continued their pattern of visiting these parks despite the recent addition of many of the westside parks' to the system.

---

6. These ratios apply to the estimated 1975 population in the eastside and westside of the county given in Table 2 in the next section.

Whatever its cause, an uneven distribution in the use of county parks can create problems. There are limits to how intensively a park can be developed and used without experiencing adverse effects. Overcrowding can destroy the quality of recreational experiences. An overly intensive use of parks results in excessive maintenance costs and can cause damage to sensitive environmental resources which were intended in the first instance to be protected through the acquisition of parkland. In the opinion of Monroe County Parks Department officials, at least one of the eastside parks, Powder Mills Park, cannot absorb much more development or use without experiencing such adverse effects.

As a matter of general policy, therefore, it would make sense to encourage through the development of westside parks a more uniform distribution in the use of county parks between the eastside and westside of the county. This would relieve some of the pressures on the eastside parks, and it would make recreational experiences more accessible to residents of the westside of the county.

## FUTURE DIRECTIONS

Orin Lehman, New York State Commissioner of Parks and Recreation, introduced the New York Statewide Comprehensive Recreation Plan with this statement:

It has been amply demonstrated that where recreational opportunities and services adequately reflect people's needs, crime, delinquency and social tension decrease and the overall health, welfare and spirit of a community increases.

Further, parks, if carefully planned and managed, protect natural resources and preserve open space. Surely then, investments in parks and recreation would appear to be a practical solution to some of our social ills. Naturally, as community health improves and the crime rate decreases and neighborhood tensions ease, society will reap incalculable economic and social rewards.<sup>7</sup>

The statement points to the very important purposes which are served by investments in parks: the social purpose, the economic purpose, the environmental purpose. If the Monroe County parks system is to serve adequately these purposes in the years ahead, further investments in the system will be required.

This section sets forth basic directions for such investments. It is intended to serve as a guide for Monroe County park investments to be undertaken during the next twenty years. It is also intended to provide the background information which is needed to understand the policies set forth later.

## DEMAND FOR RECREATIONAL SERVICES

The New York Statewide Comprehensive Recreation Plan projects that the trend toward more leisure time and higher real income, both of which result in an increased demand for recreational services, will continue until the year 2000, although at lower rates than those of the past.<sup>8</sup> The plan suggests that these trends will result in a significant increase in the demand for certain recreational services, even though the plan projects the population of the state to increase by only 6%

7. N.Y.S. Office of Parks and Recreation, *People, Resources, Recreation, 1978: Summary* (New York Statewide Comprehensive Recreation Plan), p.1.

8. *Ibid.*, p. 12.



from 1975 to 2000. One would expect a greater increase in the overall recreational demand within Monroe County, where the population is projected to increase by 19% during the same period.<sup>9</sup>

The New York State Comprehensive Recreation Plan anticipates a major change in the geographic location of recreational facilities which will be in demand, and this change should result in a still greater increase in recreational demand in Monroe County than in the state as a whole. The plan states:

...a serious threat to current mobility patterns exists in the guise of potential energy shortages and the certainty of substantial increases in fuel prices, raising questions about the future relevance of remote recreation facilities and suggesting the wisdom of satisfying recreation needs as near as possible to the urban areas.<sup>10</sup>

Thus, as a result of anticipated problems in the supply of energy which will result in increasing transportation costs, the demand for recreational facilities is expected to increase most significantly within or near urban areas such as Monroe County. We would anticipate, therefore, that Monroe County residents will attempt more and more to satisfy their recreational needs locally rather than by travelling to the Finger Lakes, Letchworth State Park, or other recreational areas outside the county. Further, within the county itself we would anticipate an increased demand for recreational facilities to be located in areas which are accessible to the major population centers of the county by means of transportation other than the automobile.

To take a closer look at the local situation, we must consider the projected geographic and age distribution of the Monroe County population. The projected geographic distribution, taken from the Land Use Element of the County Comprehensive Development Plan, is given in Table 2. The projected age distribution is given in Table 3.

---

The total population of the county is projected to reach about 863,000 people

9. Population projections for Monroe County are given in Tables 2 and 3.

10. N.Y.S. Office of Parks and Recreation, *Op. Cit.*, p. 13.

Table 2

GEOGRAPHIC DISTRIBUTION OF THE MONROE COUNTY POPULATION <sup>1</sup>

Municipality	1975		2000	
	No.	%	No.	%
Total, Eastern Towns <sup>2</sup>	268,490	36.9	332,240	38.5
Brighton	37,680	5.2	42,600	4.9
Henrietta	37,115	5.1	49,590	5.7
Irondequoit	62,628	8.6	62,100	7.2
Mendon	5,041	0.7	6,740	0.8
Penfield	26,220	3.6	38,470	4.5
Perinton	41,240	5.7	53,370	6.2
Pittsford	26,126	3.6	31,150	3.6
Rush	3,315	0.5	5,900	0.7
Webster	29,125	4.0	42,320	4.9
Total, Western Towns <sup>2</sup>	194,526	26.7	262,210	30.4
Chili	22,687	3.1	30,270	3.5
Clarkson	3,769	0.5	7,600	0.9
Gates	29,215	4.0	36,920	4.3
Greece	82,427	11.3	106,870	12.4
Hamlin	5,616	0.8	11,070	1.3
Ogden	14,005	1.9	19,970	2.3
Parma	12,800	1.8	18,910	2.2
Riga	4,007	0.6	5,060	0.6
Sweden	15,120	2.1	20,220	2.3
Wheatland	4,880	0.7	5,320	0.6
Total, All Towns	463,016	63.4	594,450	68.8
Total, City of Rochester	265,000	36.4	269,000	31.2
Eastside <sup>2</sup>	154,230	21.2	156,558	18.1
Westside <sup>2</sup>	110,770	15.2	112,442	13.0
Total, Monroe County	728,016	100.0	863,450	100.0
Eastside <sup>2</sup>	422,720	58.1	488,798	56.6
Westside <sup>2</sup>	305,296	41.9	374,652	43.4

1. The 1975 estimates for the towns and the City of Rochester were taken from: Monroe County Department of Planning, Housing and Population, Monroe County, New York, 1979. The 2000 projections for the towns and the City of Rochester were taken from the Land Use Element. The 1975 estimates and the 2000 projections for the eastside and westside of the City of Rochester were derived by applying the percentage breakdown of the 1970 population for the eastside and westside of the city to the total population of the city in 1975 and 2000. The 1970 percentage breakdown was taken from the 1970 Census of Population and Housing.
2. The Genesee River is the dividing line between the eastern towns and the western towns, between the eastside of the city and its westside, and between the eastside of the county and its westside.

Table 3

AGE DISTRIBUTION OF THE MONROE COUNTY POPULATION<sup>1</sup>

Years of Age	1975		2000	
	No.	%	No.	%
Under 10	114,800	15.8	120,000	13.9
10-14	68,128	9.4	62,168	7.2
15-19	71,381	9.8	59,578	6.9
20-29	127,766	17.5	113,695	13.2
30-39	89,690	12.3	144,816	16.8
40-59	152,136	20.9	243,293	28.2
60 and over	<u>104,115</u>	<u>14.3</u>	<u>119,900</u>	<u>13.9</u>
TOTAL	728,016	100.0	863,450	100.1

1. The percentage distribution of the Monroe County population by age group in 1975 and 2000 was prepared by the New York State Economic Development Board in January of 1978. The number of people in each age group was derived by multiplying the percentage distribution by the total 1975 and 2000 population of the county given in Table 2.

by the year 2000, an increase of 19% over the estimated 1975 population. The projected increase means that Monroe County would have to add to its current inventory of parkland (10,963 acres) an additional 2000 acres by the year 2000 if it were to maintain its present ratio of 15 acres of parkland per 1,000 residents.

The population of the City of Rochester is projected to undergo a moderate increase of 4,000 people from 1975 to 2000.<sup>11</sup> Whether or not this increase is realized, the need for maintaining a high level of accessibility of recreational opportunities to city residents is expected to continue as a result of increasing problems in the supply of energy, resulting in higher transportation costs.

Almost all of the growth in the county from 1975 to 2000 is projected to occur in the suburbs. The western towns (west of the Genesee River) are projected to undergo a significantly greater rate of population growth than the eastern towns (35% compared with 24%), but to experience a similar overall increase (68,000 people compared with 64,000 people). This suggests that there will be a similar overall increase in recreational demand in the two parts of the county.

It has already been observed that there is an uneven distribution in the use of county parks, with the eastside parks being used much more intensively than the westside parks. The population growth projected for the year 2000 could put considerable stress on existing parks in the county, particularly those in the eastside, unless more parkland is made available and the pattern of park use changes.

The question arises of what kinds of recreational facilities will be demanded by Monroe County residents in the future. The demand will be influenced by the age distribution of the county population, which is given for the years 1975 and 2000 in Table 3. A major shift to an older population is projected. Significant growth is projected in particular for the 40-59 age category, while significant decline is projected for the population below 30 years of age. The change in the age distribution of the population will result from an anticipated continuation of low birth rates and from the aging of those born during the post-war baby boom.

---

11. The 1979 population of the City of Rochester is estimated to be 252,000, which would require an increase in population of 17,000 if the year 2000 projection is to be realized. The 1979 population of the city is estimated in: Monroe County Department of Planning, *Housing and Population, Monroe County, New York, 1979.*

The effects of an aging population on recreational demand have been considered by the N.Y.S. Office of Parks and Recreation (OPR), which has determined the participation rates in 14 recreational activities by Monroe County residents for the years 1975 and 2000. The participation rates as well as estimates of total demand are given in Table 4. OPR determined the participation rates not by directly studying the recreational behavior of Monroe County residents, but rather by determining the relationship between population characteristics (age, income, etc.) and recreational behavior through surveys undertaken elsewhere in New York State and then by applying the results to the Monroe County population.

The total demand by Monroe County residents for each of the 14 recreational activities in Table 4 is projected to increase during the period from 1975 to 2000. The recreational activities in greatest demand have been, and are expected to continue to be, swimming, biking, court games, and field games.

While total demand is projected to increase for each of the 14 recreational activities, the participation rates (expressed in activity days per capita) for certain of the activities are projected to decline. The most significant decline will be in those activities attracting primarily the younger population, which is projected to undergo a major decline by the year 2000. Included among such activities are court games and field games.

Even with the declining number of youth, certain activities which appeal largely to youth and which have been rapidly growing in popularity are expected to experience increased participation rates in the future. Included are such activities as tennis and downhill skiing. Rising incomes help to account for the increased participation rates in these activities.

Activities which appeal largely to the growing middle-aged and older population or in which participation rates are not strongly dependent on age are expected to undergo increased participation rates. Included among these activities are golf, swimming, and boating.

Despite the increasing interest in biking, its participation rate is projected to decline slightly by the year 2000, although the overall demand for biking, as for the

Table 4

## DEMAND FOR RECREATIONAL ACTIVITIES BY MONROE COUNTY RESIDENTS

Recreational Activity	Activity Days <sup>1</sup> per Capita		Total Demand <sup>2</sup> (000 Activity Days)	
	1975	2000	1975	2000
<b>Summer Activities</b>				
Swimming	12.9	13.8	9,391	11,916
Biking	7.2	6.9	5,242	5,958
Court Games	7.0	6.3	5,096	5,440
Field Games	3.4	2.9	2,475	2,504
Tennis	3.1	4.1	2,257	3,540
Picnicking <sup>3</sup>	3.0	2.9	2,184	2,504
Hiking	2.5	2.4	1,820	2,072
Camping	2.3	2.0	1,674	1,727
Fishing <sup>4</sup>	2.2	2.0	1,602	1,727
Boating	1.9	2.1	1,383	1,813
Golf	0.4	0.9	291	777
<b>Winter Activities</b>				
Local Winter <sup>5</sup>	1.9	2.2	1,383	1,900
Downhill Skiing	0.4	0.9	291	777
Snowmobiling	0.2	0.2	146	173

1. Source: N.Y.S. Office of Parks and Recreation, unpublished background study for the New York Statewide Comprehensive Recreation Plan.
2. The total demand was derived by multiplying the previous columns, giving the activity days per capita, by the total Monroe County population for 1975 and 2000 given in Tables 2 and 3.
3. Officials of the Monroe County Parks Department believe that the participation rates in picnicking are lower than they should be.
4. Officials of the N.Y.S. Office of Parks and Recreation now believe that participation rates in fishing will increase rather than decrease as projected. The increase is expected as a result of the Lake Ontario trout and salmon industry, which got established after 1975, when the projections were made.
5. "Local winter" includes ice skating, sledding, tobogganing, and cross-country skiing. Officials of the N.Y.S. Office of Parks and Recreation now believe that the projected participation rate, which was made in 1975, is too low because it does not adequately take into account the rapidly growing popularity of cross-country skiing.

other activities, is expected to grow. The decline in the participation rate is accounted for by the anticipated decline in the population under 30 years of age, which will more than offset the rapidly growing participation in biking among those over 30. The average length of the bicycle trip, however, will increase greatly as the bicycle is used more and more by an older population for transportation and recreation. The demand for safe bikeways, therefore, is expected to increase considerably.

Officials of OPR feel that the projected participation rates are lower than they should be for two of the activities in Table 4. These activities are fishing and "local winter" recreation, which includes cross-country skiing. The projection for fishing, which shows a decline in participation rates, was made before the Lake Ontario trout and salmon industry became established. OPR officials now believe that there will be an increase in the participation rate for fishing with the growth of the Lake Ontario fishery. They also believe that there will be a greater increase than projected in the participation rate in local winter recreation due to the rapid rise in the popularity of cross-country skiing since the projection was made.

Not considered in the OPR survey is jogging, a recreational or physical fitness activity that has undergone a remarkable growth in popularity in recent years. Although the demand for jogging may be accommodated largely along streets and highways, there is evidence of a significant demand for using bikeways or other recreation trails for jogging. One may, for example, observe large numbers of joggers using the recently developed Barge Canal trail in Pittsford and Perinton. Such trails make jogging a safer and more enjoyable experience.

In summary, with the projected increase in the Monroe County population we may expect an increased demand for a wide variety of recreational opportunities. The specific opportunities which will be in demand will be influenced by the changing age distribution of the county population, which will show ever increasing concentrations of middle-aged and older people. The rising costs of energy will create an increasing demand for recreational opportunities to be located within Monroe County, particularly in those areas which are accessible to major concentrations of people by means of transportation other than the automobile.

## THE GENERAL ROLE TO BE SERVED BY THE COUNTY PARKS SYSTEM

The previous section considered the demand for a very incomplete listing of recreational activities. Recreation can take a wide variety of forms, ranging from watching television to participating in team sports to taking a Sunday drive. Because recreational needs are so diverse, we must address the question of what kinds of needs should be met through the county parks system. It is not an easy question to answer, yet it is one whose answer is important for making the right kinds of decisions on investments in county parks.

In defining the role of the county parks system, we must recognize that there are other providers of recreational services. Recreational investments by the county should be integrated with those by others so that the basic needs are being met without an unnecessary duplication of services. Although quasi-public and voluntary organizations play an important role in recreation, the two major providers of recreational services of concern are the private sector and other levels of government.

In general, it is the role of the county to provide those recreational services which are in large demand but which are not being provided adequately by others. Thus, where there is a major recreational need which is not being met, the county must give consideration to meeting this need.

Despite the broad overall objective of serving unmet recreational needs, there are certain limits which can be placed on the role of the county parks system. Each time the county considers a proposal to acquire new parkland or to build a new park facility, it should test the proposal against these limits. Basically, the county should raise two questions, and if the answer to both questions is yes, then the county should seriously consider undertaking the proposed parkland acquisition or development, given that there is a significant public demand for it. The questions are:

1. Does the proposed parkland acquisition or development meet a recreational need that should be served by government as opposed to the private sector?
2. Does the proposed parkland acquisition or development meet a recrea-



tional need that should be served by county government as opposed to other levels of government?

Underlying the answer to the first question is the issue of profit. It is the role of government to provide those kinds of recreational land and facilities which are important to the community but which cannot be provided at a profit or are not being adequately provided by the private sector. The following sets forth four kinds of recreational land and facilities which meet this definition of the role of government:

1. *Passive recreational land and facilities.* Included are land and facilities for such passive recreation as hiking, biking, nature study, fishing, picnicking, cross-country skiing, or simply enjoying the scenery. Included also is the acquisition of important environmental resources to protect them from the adverse effects of development. Meeting such needs is generally outside the scope of the private sector because it is not profitable.
2. *Active recreational land and facilities which often cannot be provided at a profit.* Included are playgrounds and ball-playing fields.
3. *Active recreational land and facilities which can be provided at a profit only to people with higher incomes.* Included are ski slopes, golf courses, riding stables, swimming pools, tennis courts, and outdoor skating rinks. Because of the high costs of providing these facilities, the private sector must generally price them beyond the means of many who desire to use them. Government therefore must provide these facilities to meet a large share of the public demand. It is appropriate that user fees be charged for such facilities to recover some or all of the costs of providing them. Such fees should generally be set below private fees for similar facilities if government is to serve the demand not met by the private sector.
4. *Unique cultural land and facilities.* Included is the protection of historical and architectural sites and the provision of zoos, conservatories, planetariums, and arboretums. Facilities of this sort, because of their generally low

profit margin, usually require some form of governmental support, although they may be partly supported by private means. Such facilities are needed not only to meet a recreational demand but also to create a sense of community pride and to attract tourism. It is appropriate that user fees be charged for these facilities as well as those in item 3 above.

If a proposed parkland acquisition or development falls within the above four categories, it becomes a legitimate concern of some level of government, but not necessarily the county. The next question to be raised then is whether the county is the most appropriate level of government for carrying out the proposal. Underlying the answer to this question is the issue of service area. The county becomes the most appropriate level of government for carrying out the proposal where both of the following conditions are met:

1. A large majority of the persons who benefit from the proposed parkland acquisition or development reside within the county.
2. The county residents who benefit from the proposed parkland acquisition or development reside within a number of municipalities in the county.

This means that the county should not carry out the proposal where the beneficiaries reside largely outside the county or are concentrated within a single local governmental jurisdiction. The proposal in the former case should be carried out by a higher level of government, most likely the state. The proposal in the latter case should be carried out by a lower level of government, either a municipality or a school district.

Also of concern in considering the role of the county parks system is its effects on economic development. County parks, by contributing to the quality of life in the metropolitan area, become a stimulus to economic growth. County parks may also serve to attract tourism, which can be an important export industry in the local economy. The cost of improving the county park system could potentially be outweighed by additional revenues realized through increased tourism and economic growth.

Recreational services, of course, need not be provided by only one level of

government. In certain instances it will be desirable for different levels of government – the state, the county, the municipalities – to enter into cooperative agreements to provide recreational services. Serving as examples of such cooperative agreements are the large parks within the City of Rochester which are owned by the city and operated by the county. In the future the county should be looking more and more to cooperative undertakings in the provision of recreational services, not only with the city but also with other municipalities and with the state. Through such cooperative undertakings the costs of acquiring, developing, and maintaining parkland may be distributed among various governmental jurisdictions in accordance with the benefits received.

The role of the county is not limited to directly providing recreational services. The county also has an important indirect role to play in meeting recreational needs. Because the county is the governmental jurisdiction which most closely approximates the Rochester metropolitan area, it is the logical unit of government for coordinating, on an advisory basis, the recreational services provided by others in the metropolitan area. The county also has a role to play in offering technical assistance to the other providers of recreational services.

#### FUTURE INVESTMENTS IN THE COUNTY PARKS SYSTEM

The projected demand indicates a need for further investments in the Monroe County parks system, if Monroe County residents in the future are to remain as well endowed in recreational opportunities as they are today. The question arises of what general directions should such investments take, consistent with the role which has been defined for the county parks system.

County park funds may be allocated to several different categories of expenditures. Within the operating budget they may be allocated to maintaining and policing parkland, or they may be allocated to providing recreational programs. Within the capital budget they may be allocated to acquiring additional parkland or to developing new park facilities. Each category of expenditure competes for its share of the overall funding which the county is willing to give to its park system, and a proper balance must be maintained among the different categories.

The remainder of this section will consider each category of expenditure, setting forth some basic directions to be followed in the future.

## MAINTAINING AND POLICING EXISTING PARKLAND

The Monroe County Parks Department has encountered increasing problems in maintaining its parkland. Similarly the Monroe County Sheriff's Department, which is responsible for providing police services within county parks, has encountered increasing problems in providing adequate protection to park users. Maintenance and policing costs have risen with the increased use of county parks and with the rising incidence of vandalism in the parks.

It should be a basic policy of Monroe County to provide for the adequate maintenance and policing of its parks. As part of any decision to expand or develop the county park system, the question must be raised of whether the expansion or development will add to maintenance or policing costs. If it will, then sufficient funds should be allocated in the operating budget to cover such costs, or the expansion or development should not be undertaken. It must be clearly recognized that the Monroe County Parks Department is hard pressed to adequately maintain its present land and facilities and that any expansion or development in the parks system will result in an increase in maintenance costs.

In general, the costs of maintaining undeveloped parkland are relatively small, but they still must be recognized. For the most part, the costs are limited to periodically cleaning up litter within the parkland. It is possible that such costs will be reduced through the organization of volunteer efforts to maintain undeveloped parkland. Example may be taken from the "Clean the Bay Day," which was held for two consecutive years several years ago. Through this voluntary effort the land around Irondequoit Bay, including the land within the bay parks, was rid of much of its litter.

The costs of maintaining developed parkland are much higher than those of maintaining undeveloped parkland. For this reason, the effect on maintenance costs must be made an essential part of any decision to provide further development within Monroe County parks.

## LAND ACQUISITION

The projected growth in the demand for recreation among Monroe County

residents may be accommodated through the development of existing parkland or through the acquisition of new parkland. A balanced program would suggest that both means should be used to accommodate the growth in demand.

Given the limitation to county funds, a clear focus must be given to the acquisition program. This section limits the program to two types of acquisitions: (1) those needed to "round out" existing county parks and (2) those needed to create a system of recreationways. Other types of acquisitions should be given a very low level of priority.

The county should always be prepared to acquire land to expand its existing parks and to provide recreationways, even at times when it is believed that greater emphasis should be given to the development of existing parks. This is because many of the opportunities for parkland acquisition arise at times which cannot be programmed: they arise when land owners become interested in selling their land, or when a railroad right-of-way is to be abandoned, or when local or state government takes an interest in joining the county in a cooperative effort to develop a recreationway. If such opportunities are not taken advantage of when they arise, they could be lost forever.

The policy of Monroe County in the past has been to acquire parkland in advance of the need for developing it. Two basic considerations suggest that this policy should be continued. First, as urbanization continues, many of those areas which would be most appropriate for county park use will be lost to development unless they are acquired. Secondly, rapidly rising land prices have made advanced parkland acquisition the most economical way to meet the future needs. Such acquisition will remain the most economical approach so long as the rate of inflation in land prices exceeds bonding interest rates.

Determining just how much parkland should be acquired to meet the needs is at best a highly subjective matter. It would be reasonable, however, to set a basic policy of maintaining at a minimum the present ratio of 15 acres of county parkland per 1,000 residents of Monroe County. Given the projected population of the county, this policy would require the acquisition of at least 2,000 acres of additional parkland by the year 2000, bringing the total acreage to 13,000 or more.

The policy, stated in another way, simply says that the county parks system should keep pace with growth in the county population, so that the residents of the county in the future are as well off as they are today. It is to be hoped that they will be better off. Thus the policy sets a minimum acreage standard which it would be desirable to exceed. Certainly the standard should not stand in the way of taking advantage of the unique opportunities for parkland acquisition when they arise.

What kinds of land should be acquired to expand the county parks system? There are two possibilities: land may be acquired adjacent to existing parks to expand their acreage or entirely new park areas may be acquired. Both possibilities will be considered, but first some attention will be given to the role of parkland acquisition in protecting environmental resources.

#### Acquiring Parkland to Protect the Environment

In the discussion of the role to be played by the county parks system, it was pointed out that the system should not only meet recreational needs but also help to protect important environmental features. Indeed the two objectives go hand in hand. Important environmental features which are protected from development through parkland acquisitions offer a variety of recreational opportunities, particularly opportunities for such passive recreation as hiking, cross-country skiing, and nature study.

The Environmental Element of the County Comprehensive Development Plan points to the kinds of environmental resources which should be protected from development. Included are wetlands, woodlands, floodplains, creeks and other drainageways, shoreline areas, and steep slopes. The county parkland acquisition program must give consideration to the need for protecting these resources as well as the need for providing recreational opportunities. Consistent with the role which was defined for the county parks system, such resources become appropriate for acquisition as county parkland where they would be enjoyed primarily by people who reside within Monroe County and who are not concentrated within a single municipality.

Given the extensiveness of environmentally sensitive areas and the high costs of acquiring these areas, there are clear limits to how much environmental protec-

tion can be achieved through efforts to acquire county parkland. The focus of an acquisition program should be on "rounding out" existing county parks and on developing recreationways, and the acquisition of environmentally sensitive areas should be consistent with this focus. A considerable burden of proof should be placed on demonstrating the desirability of acquiring environmentally sensitive areas where they are not to become a part of existing county parks or of recreationways.

The acquisition of environmentally sensitive areas by the county must be supplemented by a variety of other measures to protect the environment. Included are state and local parkland acquisitions, the acquisition of easements or development rights at all levels of government, and the regulation of land use through federal and state laws and through local zoning ordinances.

#### Acquiring Land to Expand Existing County Parks

The acquisition of land to expand existing county parks must be made an important part of the overall acquisition program. The acquisition programs originally proposed for a number of the existing parks are only partly completed. Further acquisition will be required to make these parks more useful for recreation and to protect them from encroachment by incompatible development.

Monroe County frequently receives options to purchase land from the owners of property adjacent to existing county parks. What should be the basis for evaluating such options? The major purposes to be served by acquiring land adjacent to existing parks are specified below. If the acquisition of a parcel will serve at least one of the purposes, then the acquisition should be seriously considered, given that it can be achieved at a reasonable cost. The purposes for acquiring such land are:

1. To protect the park from encroachment by development which would diminish the quality of recreational experiences within the park.
2. To expand the recreational opportunities offered by the park.
3. To protect from the adverse effects of development an important environmental feature designated for protection in the Environmental Element. (The features are wetlands, woodlands, floodplains, creeks and other drainageways, and steep slopes.)

4. To provide adequate access to the park or to include within the park that land which is essential to carrying out the design of the park.

The Monroe County Parks Department has evaluated certain areas near some of the existing county parks to determine whether their acquisition would meet the above purposes. The areas which, based on the evaluation, were determined to meet the above purposes are shown in Appendix B. The areas in Appendix B which have been given a high priority for acquisition encompass a total of 1,455 acres. It should be a general policy of the county to acquire these high-priority areas when the opportunities arise to acquire them at a reasonable price.

The parks department, however, did not undertake a complete evaluation of all the potential acquisitions adjoining all the existing county parks. Thus the parks which should be expanded and the parcels which should be viewed as eligible for acquisition should not be limited to those parks and high-priority acquisition areas shown in Appendix B. Any parcel adjoining any of the existing county parks should be viewed as eligible for acquisition if its acquisition would be essential to serving at least one of the purposes specified above.

#### Acquiring New Park Areas

In the past Monroe County, in its parkland acquisition program, has looked to large expanses of scenic land which could be acquired at a low cost. As a result of an aggressive program of acquiring such areas, Monroe County residents today are well endowed with large county parks which contain some of the more important environmental resources of the county. If there is a problem, it is that the parks are not connected with one another and many of them are well removed from the major centers of population in the county.

Changing circumstances are bringing to a close the era of acquiring large independent parks in areas remote from centers of population. The emphasis today is being placed on making recreational opportunities more accessible to the population,<sup>12</sup> and one way of achieving this is through the development of recreationways

---

12. See N.Y.S. Office of Parks and Recreation, *Op. Cit.*, pp. 10, 22-23. The emphasis is evidenced in the federal legislation, The Urban Parks and Recreation Recovery Act of 1978, as well as in pending state legislation to set up an urban parks council which would be responsible for preparing an urban parks plan for the state.



which link existing parks with each other and with the centers of population. Such should be the major focus of the future program of acquiring new park areas in Monroe County. Even with a focus on the creation of recreationways, however, the acquisition of additional self-contained county parks should not be left entirely outside the realm of consideration, but it should be given a low level of priority. An inventory of past proposals for such parks is given in Appendix C.

Why should the focus be on creating a countywide system of recreationways? First of all, the recreationways offer within themselves opportunities for a wide variety of recreational activities which were determined previously to be in increasing demand. The major activities would be bicycling, walking and hiking, jogging, cross-country skiing, and fishing, boating, and swimming where the recreationway follows a watercourse. Wide areas along the recreationway could provide opportunities for picnicking, ball playing, tennis, camping, and many other activities.

Secondly, recreationways address the growing demand for making recreational opportunities more accessible to the population. A properly designed system of recreationways will go through major population centers, making recreation opportunities directly accessible to the people. Recreationways also provide nonautomotive transportation linkages between population centers and other areas of activity, including county parks. Thus they offer an alternative form of access to existing county parks, increasing the opportunities for county residents to enjoy these parks.

Thirdly, recreationways, particularly where they follow watercourses, provide opportunities for acquiring important environmental resources which should be protected from development. Where they follow watercourses they protect the drainage way from development, and they can bring into public ownership the flood hazard areas and wetlands that are common along watercourses. Woodlands and other environmental features may be acquired to provide wide areas along recreationways.

Fourthly, recreationways not only meet local recreation needs but also have the potential of attracting more tourists to Monroe County. Where they follow water courses in particular, they will help to stimulate tourism by improving public access to the growing trout and salmon fishery. As pointed out in the Economic Development Element, an expansion in tourism can bring major economic benefits to the county.

Finally, the development of a countywide system of recreationways is clearly within the role of the county parks system defined previously. The recreational opportunities within recreationways are those which should be offered by government because they generally cannot be provided at a profit. Although different levels of government should be involved in the creation of a countywide system of recreationways, the county should play a major role because the system would cross municipalities, and those who use the system would be widely distributed through the county.

A major limitation to recreationways which should be pointed out is that they are costly to police and maintain. For this reason, a careful evaluation of policing and maintenance costs must be undertaken before the county commits itself to acquiring any given recreationway.

The countywide system of recreationways which should be brought into effect is shown in Figure 2.<sup>13</sup> The system extends a total distance of about 220 miles.<sup>14</sup> The recreationways should be acquired and developed through the cooperative efforts of all levels of government: state, county, and local.

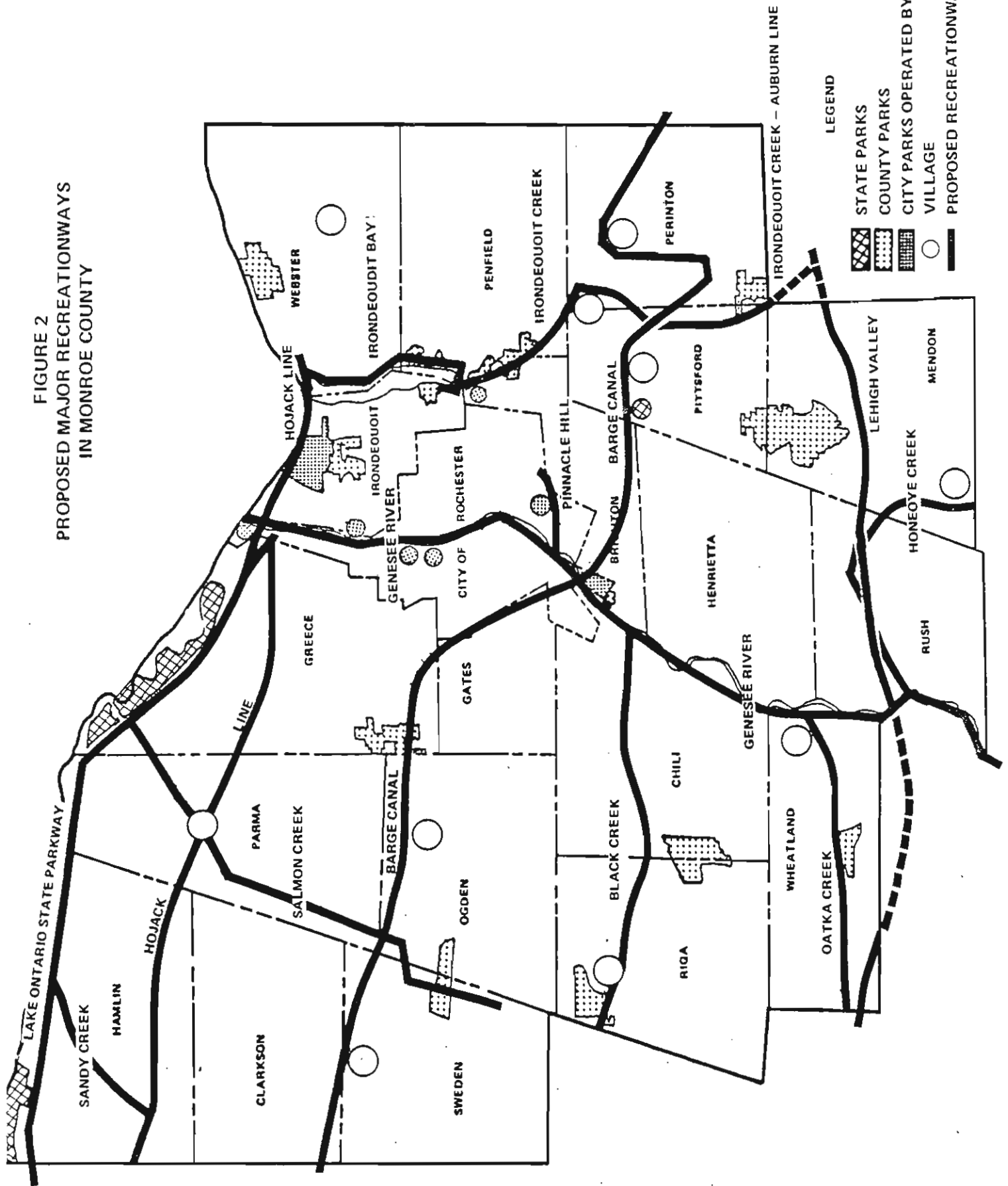
Two points must be made clear on the recreationways shown in Figure 2. First, they are multipurpose recreationways available for a variety of recreational uses, and they should not be confused with bikeways along existing highways, which will be shown in the county bikeway plan that is now under preparation. (The recreationways, however, will be interrelated with such bikeways.) Secondly, the recreationways are part of a countywide system, and no effort has been made to identify recreationways of strictly local concern. The municipalities in the county should consider the possibility of creating such local recreationways and integrating them into the countywide system.

---

13. This system of recreationways is similar to that proposed in the study by the Pittsford Bikeways Committee entitled, *A Regional Trail Network for the Genesee County: Magnet for Tourism and Catalyst for Economic Development*.

14. Because the system should be undertaken through cooperative efforts which have yet to be worked out among different levels of government, the portion of the system which should be included in the county parks system cannot yet be determined. To give some idea of the total acreage which might be involved, however, let us assume that one-half of the total recreationway system, or 110 miles of recreationways, is included within the county parks system, and let us further assume that the average width of these recreationways is 100 feet. This would result in the addition of 1,300 acres to the county parks system.

FIGURE 2  
 PROPOSED MAJOR RECREATIONWAYS  
 IN MONROE COUNTY



The following briefly discusses each recreationway shown in Figure 2:

*Barge Canal.* The Barge Canal has been designated to be made a part of the statewide system of recreationways,<sup>15</sup> and it is the most critical component of the recreationway system shown in Figure 2. The state has developed the recreationway from the Wayne County line to Lock 32 in Pittsford. The state is now proceeding on developing the recreationway west to Long Pond Road in the Town of Greece. The state, with the cooperation of county and local government, should work toward completing as soon as possible the remainder of the Barge Canal trail in Monroe County.

*Lake Ontario State Parkway.* The parkway has been designated to be made part of the statewide system of recreationways.<sup>16</sup> The state has prepared plans to mark the shoulders of the parkway for bikeways. It is recommended that the state also develop a multipurpose recreationway which is separated from the highway. Side trails should be provided in selected areas to allow public access to Lake Ontario.

*Genesee River.* The entire length of the River in Monroe County has been designated to be made part of the statewide system of recreationways.<sup>17</sup> Significant portions of the river within the City of Rochester are already in public ownership. South of the City of Rochester the Penn Central right-of-way to the west of the Genesee River offers a possible alternative alignment for the recreationway. This alternative should be explored. Consideration should be given to including in the recreationway a large parcel of land which the county presently owns south of the airport near Black Creek and the Genesee River. The recreationway should be brought into effect through the cooperative efforts of state, county, and local government.

*Hojack Line.* The abandoned Hojack Line east of the Genesee River has been designated to be made part of the statewide system of recreationways.<sup>18</sup> The state is presently involved in negotiations to purchase the right-of-way. The

---

15. N.Y.S. Office of Parks and Recreation, *Op. Cit.*, pp. 22-23.

16. *Ibid.*

17. *Ibid.*

18. *Ibid.*

county should explore the possibility of playing a cooperative role with the state in the development and operation of this section of the recreationway. The potential for extending the recreationway east to Webster Park should also be explored. In addition, the Hojack Line to the west of the Genesee River to the county line can serve as an east-west recreation corridor linking the Genesee River recreationway, the Village of Hilton, and Sandy Creek. This section of the Hojack Line recreationway should be undertaken on a cooperative basis between the county and the towns of Hamlin, Parma, and Greece and the Village of Hilton.

*Waterways.* Figure 2 shows six creeks which are proposed to become part of the county recreationway system: Sandy Creek, Salmon Creek, Irondequoit Creek, Black Creek, Oatka Creek, and Honeoye Creek. With the exception of Irondequoit Creek, portions of which have been developed as a linear park by the Town of Penfield, there have thus far been no significant efforts to develop these creeks as recreationways. The objective should be to develop continuous recreationways along the shoreline of these creeks. If this should prove infeasible, then at least selective segments of the shoreline should be acquired to give public access to the creeks for boating, fishing, and other kinds of recreation. South of the Barge Canal, the abandoned Auburn rail line (now owned by Rochester Gas & Electric Corporation) should be explored as an alternative to Irondequoit Creek for providing a linkage to the Lehigh Valley recreationway in the Town of Victor. The potential of extending the Salmon Creek recreationway south to Churchville Park should be explored. The system of recreationways along the creeks should be brought into effect through the cooperative efforts of the county and the municipalities.

*Irondequoit Bay.* A recreationway is proposed for the east side of Irondequoit Bay to provide an important linkage between the Hojack Line and Irondequoit Creek recreationways. It should be noted that a linear trail around the bay was initially proposed in the Irondequoit Bay Plan but was later deleted from the plan. The portion of the trail on the east side of the bay should be reevaluated.

*Pinnacle Hill.* The county, the City of Rochester, and the Town of Brighton have held preliminary discussions on the creation of a recreational trail through Pinnacle Hill to link together Cobbs Hill Park, Highland Park, and Genesee Val-

ley Park. The recreationway should be linked with the Irondequoit Creek recreationway through the creation of a bikeway along existing highway rights-of-way. The Pinnacle Hill recreationway should be brought into effect through the cooperative efforts of the county, the City of Rochester, and the Town of Brighton.

*Lehigh Valley.* The county is now involved in negotiations to acquire the Monroe County segment of the abandoned Lehigh Valley rail line. The development of the Lehigh Valley recreationway should be a cooperative undertaking between the county and the towns of Mendon, Rush, and Wheatland. Coordination must also be maintained with the other counties and towns which are to develop portions of the recreationway.

## DEVELOPING EXISTING COUNTY PARKS

Included within the county park system are large expanses of land which have yet to be developed for park use. Given this situation, one is tempted to say that the development of existing parkland should be given higher priority than the acquisition of new parkland. Parkland acquisition, however, must be undertaken as the opportunities arise, requiring that such acquisitions not be forestalled to accommodate a period of parkland development.

Thus the projected demand must be met through a balanced program of acquiring new parkland and developing existing parkland. In the development of existing parkland, it should be a basic objective to achieve a more uniform distribution of park use. The projected demand suggests that there will be considerable pressure on certain eastside parks unless the pattern of use undergoes some change.

The degree to which a park should be developed and used depends on its environmental characteristics. All of the county parks contain at least some environmentally sensitive features which should be preserved or undergo only minor development for such passive recreational uses as hiking and nature study. Such features, however, predominate in certain parks: in Oatka Creek Park, where the land is unstable because it is underlain by gypsum mines, and in Tryon Park and Irondequoit Bay Parks East and West, which are made up predominantly of highly erosive wooded slopes. None of these parks has been developed for recreational use, and

each should undergo a certain degree of development to expand the opportunities for passive recreation.

Other county parks which remain largely undeveloped contain areas that lend themselves to more intensive kinds of recreational uses (tennis, ball playing, and the like), although, like all the county parks, they also contain areas which should be preserved or used only for passive recreation. Included in this category of parks are Greece Canal Park and Black Creek Park. The development of Greece Canal Park should be given a high level of priority because of its accessibility to the people of the westside of the county, many of whom are now traveling to the eastside parks to meet their recreational needs.

Even most of the developed county parks can absorb further development without incurring harmful effects. The exceptions appear to be Powder Mills Park and Highland Park (except for the penitentiary site, which has yet to be developed). Care must be taken, though, not to encourage an overly intensive use of the developed parks through further development.

To provide a basis for investment decisions in a county park, it is desirable to have a master plan for the development of the park. Many of the county parks, however, do not have master plans, and investment decisions must at times be made without such plans.

In the absence of detailed master plans for park development, it would be desirable to have general concept plans for such development. Such concept plans can provide a basis for more rational park development decisions until detailed master plans are prepared. Concept plans can also provide a sound overall context for the preparation of more detailed master plans.

The Monroe County Parks Department, with the assistance of the Department of Planning, intends to begin in the fall of 1979 a process of preparing concept plans for each of the existing county parks for which master plans have not been prepared. It is the intent that such concept plans, once they are prepared, will be included in Appendix D of this element through amendment. These concept plans should be used as a basis for decisions on the types of development to be undertaken in each county park.

## RECREATIONAL PROGRAMS

The question of what kinds of recreational programs should be offered within Monroe County parks is a very complex one. About the only statement which can be made with any assurance is that the programs should be addressed in particular, but not exclusively, to the needs of the disadvantaged — the poor, the handicapped, the elderly — and that they should be integrated with the multiplicity of recreational programs offered outside the county parks.

The question arises of whether the Monroe County parks are being used to their potential for recreational programs. In the opinion of the Center for Governmental Research, they are not:

While the county parks department has developed and maintained a truly substantial metropolitan park system as well as several useful recreational programs, the emphasis has been on the physical development and maintenance. In effect, the current staffing levels allow for the parks department to do little more than keep alive the parkland for acquisition, development, and maintenance. . . . Resources and skills have not been organized with county government to effectively develop the human service (educational and recreational) potential of the many park facilities. Hence, the user is generally left to his own devices to "make the most" of park facilities.<sup>19</sup>

Under the present limitations to the budget of the Monroe County Parks Department, any major expansion of the recreational programs offered within the county parks will have to be carried out by others, particularly by other levels of government and by quasi-public and voluntary organizations. Monroe County parks should accommodate the recreational programs offered by others, so long as the programs do not cause undue environmental or maintenance problems.

If there has been a basic problem, it has been an institutional one. There has been no formal organization for identifying recreational program needs within the county and how county parks may be better used for meeting these needs.

The revised County Charter which was recently adopted by the County Legis-

---

19. Center for Governmental Research, *Study Paper No. 25: Department of Parks* (May 15, 1974), p. 3.



lature addresses the institutional problem. The revised charter calls for the creation of an Office of Recreational, Cultural, and Educational Services. The Metropolitan Arts Resources Committee will serve as an advisory board to the new office. Among the major responsibilities of the office will be the coordination of recreational services throughout the county. The office should be given an adequate staff to carry out this important responsibility.

## GOALS AND OBJECTIVES

**GOAL:** Provide a county parks system which is responsive to the recreational needs of Monroe County residents.

Objective: Consistent with the role which has been defined for the county parks system (pp. 12-15), offer a variety of opportunities for active and passive recreation where there is a significant demand for such opportunities and they are not being adequately provided by others.

Objective: Increase the accessibility of recreational opportunities to Monroe County residents, particularly the residents in the more heavily populated areas of the county.

**GOAL:** Provide a county parks system which protects major environmental and cultural resources in Monroe County.

Objective: Make the acquisition of such resources an important consideration in the expansion of existing county parks and the creation of recreationways.

Objective: Achieve within county parks a level of development, use, and maintenance which is consistent with the need for protecting their environmental features and maintaining their attractiveness.

**GOAL:** Provide a county parks system which is responsive to the social and economic development needs in Monroe County.

Objective: Increase the use of county parks for programs which meet social needs, particularly the needs of the poor, the elderly, and the handicapped.

Objective: Sponsor major cultural events in county parks and develop county parks and recreationways in such a way as to stimulate economic growth by creating a positive attitude towards the community and by attracting tourism.

## POLICIES

To help to meet the above goals and objectives, it is the policy of the County of Monroe to:

- Continue to acquire county parkland so as to maintain at a minimum the present ratio of 15 acres of county parkland per 1,000 residents of the county.
- Take advantage of the unique opportunities to acquire county parkland when such opportunities arise.
- Maintain in the acquisition of county parkland a similar distribution of parkland acreage per capita between the westside (west of the Genesee River) and the eastside of the county.

(Comment: The objective should not be to obtain the same total parkland acreage in each side of the county; rather it should be to obtain a distribution of acreage which is in proportion to the populations of each side of the county.)

- Improve the functioning of existing county parks by acquiring appropriate areas next to these parks when the opportunities arise for acquiring them at a reasonable cost, including the areas designated in Appendix B as having a high priority for acquisition and including such additional parcels as are important to serving at least one of the four purposes for such acquisitions set forth in this element (pp. 19-20).
- Give primary emphasis in the acquisition and development of new park areas to bringing into effect the system of recreationways shown in Figure 2.
- Determine whether proposals to expand or develop county parkland are consistent with the role of the county parks system, as defined in this element (pp. 12-15) before undertaking the proposals.
- Give a high priority to expanding recreational opportunities through the development of existing county parkland.

- Give primary emphasis to the development of existing county parks in areas accessible to the population rather than in outlying areas.
- Achieve through the development of county parkland a similar distribution of developed parkland acreage per capita between the westside (west of the Genesee River) and the eastside of the county.

(Comment: The objective should not be to obtain the same total developed parkland acreage in each side of the county; rather it should be to obtain a distribution of developed parkland acreage which is in proportion to the populations of each side of the county. Because the ratio of developed parkland acreage per capita is presently lower in the westside than the eastside, greater emphasis should be given to the development of the westside parks until a balance is obtained. This policy, combined with the preceding policy, suggests that Greece Canal Park should be given the highest priority for development among the county parks which remain undeveloped.)

- Prepare a comprehensive plan for the development of each county park, which plan gives consideration to the potential of expanding tourism through park development, and use that plan as a basis for determining the kinds of facilities and services to be provided within each park.

(Comment: Policies related to the expansion of tourism in Monroe County are given in the Economic Development Element.)

- Take into consideration, in the preparation of comprehensive park development plans, the guidelines for park development given in Appendix D and the projected demand for recreation given in this element (pp. 7-11).
- Take into consideration the guidelines for park development given in Appendix D and the projected demand for recreation given in this element (pp. 7-11), when it is considered desirable to develop facilities within a given park prior to the preparation of a comprehensive plan for such development.
- Prepare a comprehensive plan for the development of each recreationway

which is to become a part of the county parks system, which plan gives consideration to the potential of expanding tourism through recreationways, and use that plan as a basis for determining the kinds of facilities and services to be provided within each recreationway.

- Develop county parks for only those uses which are not inconsistent with recreational uses.
- Take full advantage of federal and state funding programs in the acquisition and development of county parkland and in the provision of county park services.
- Undertake a systematic program of rehabilitating existing park areas which have undergone deterioration due to overuse.
- Give explicit consideration to the effects of parkland acquisition and development on maintenance and policing costs, and, as part of any decision to undertake such acquisition or development, provide sufficient funds in the operating budget to sustain at least the present level and quality of maintenance and policing services.
- Achieve a high level of security for the users of county parks through the services of the County Sheriff's Department and the security staff of the County Parks Department.
- Encourage an increase in voluntary efforts to maintain county parkland, particularly that which is undeveloped.
- Sponsor major cultural events within county parks, and encourage an increased use of county parks by other providers of recreational programs, particularly programs which meet the needs of the poor, the elderly, and the handicapped.
- Assist in coordinating the activities of other providers of recreational services in Monroe County.

- Provide technical assistance to municipalities in the development of their recreational plans and programs.
- Develop and adopt a policy concerning the fees which are to be set for the use of county park facilities.
- Expand efforts to educate the public on the availability of county parks to meet recreational needs and on the environmental resources which are contained within county parks.
- Encourage citizen participation in the planning and development of the overall Monroe County parks system and of each park within the system.

## IMPLEMENTATION ACTIONS

The following gives some of the actions which would be required to implement the goals, objectives, and policies set forth previously. Because this element, as it now stands, provides only a general framework for future decisions concerning the county parks system, many of the actions set forth here call for further work to be undertaken by the Parks Department and the Department of Planning to provide more specific guidelines for investments in the county parks system, consistent with the general policy directions set forth in this element. Through such actions this element is intended to represent the beginning of a process of rational planning for the future development of the county parks system.

### A. County Legislature Actions

1. Adopt a County Parks Element as part of the County Comprehensive Development Plan to give policy direction for investments by the county in the county parks system and to provide a metropolitan framework for municipal actions.
2. Based on the cost estimates provided by the Parks Department and the Department of Planning, provide on an annual basis sufficient capital funds to bring into effect the twenty-year acquisition program set forth in this element. (The program entails acquiring with county funds portions of the recreationways shown in Figure 2 and the areas designated in Appendix B as having a high priority for acquisition.)
3. Give explicit consideration to the effects of further parkland acquisition and development on maintenance costs, and do not authorize such acquisition or development without providing sufficient funds in the operating budget to cover such maintenance costs.
4. Provide funds through the capital budget for the preparation of a comprehensive development plan for each county park which does not have such a plan, such that within a reasonable time period (approximately ten years) each county park will have had such a plan prepared.

5. Use the guidelines set forth in Appendix D, the comprehensive development plans which have been prepared for the county parks, and the development priorities to be suggested by the Parks Department and the Department of Planning as a basis for decisions on investments in the development of county parks.
6. Provide adequate funds for the Office of Recreational, Cultural, and Educational Services to address the needs for coordinating the provision of recreational programs and services.
7. Consider providing the funds necessary to carry out the parkland rehabilitation program to be recommended by the Parks Department.
8. In establishing fees for the use of county parks facilities, take into consideration the recommended user fee policy developed by the Parks Department, the Office of Management and Budget, and the Department of Planning.

#### B. County Agency Actions

1. Use the goals, objectives, and policies contained in this element in making decisions and recommendations concerning the county parks system.
2. Parks Department: Submit to the County Legislature a proposed program for the rehabilitation of existing county park areas, which program defines the needs for rehabilitation, estimates the costs of such rehabilitation, and recommends priorities among the areas which are to be rehabilitated.
3. Parks Department and Department of Planning: Complete Appendix D by developing concept plans and guidelines for the development of each county park which does not have a comprehensive development plan.
4. Parks Department and Department of Planning: Establish priorities for the development of county parks and submit such priorities to the County Legislature for consideration.



5. Parks Department and Department of Planning: Prepare general estimates of the costs of acquiring the areas proposed for county parkland acquisition in Figure 2 and Appendix B and submit such estimates to the County Legislature to provide a basis for the provision of funds in the capital budget for parkland acquisitions.
6. Parks Department: Oversee the preparation of a comprehensive development plan for each park for which such a plan has not yet been prepared.
7. Parks Department and Department of Planning: Establish procedures which would enable federal and state funds to be used for the acquisition of parcels bordering existing county parks where the owners of such parcels offer options to the county.
8. Parks Department, Office of Management and Budget, Department of Planning: Develop and recommend to the County Legislature a policy concerning the setting of user fees for parks facilities.
9. Parks Department: Explore the potential of using volunteer groups, such as Boy Scout organizations, to assist in the maintenance of undeveloped parkland through such activities as cleaning up litter.
10. Parks Department: Prepare and distribute a publication which educates the public on the recreational opportunities in county parks, and periodically update such publication.
11. Parks Department and Department of Planning: Explore with the state and with the municipalities of the county the respective roles to be played in developing the recreationway system set forth in Figure 2.
12. Parks Department and Department of Planning: Evaluate existing parks—state, county, and local—in light of the role which has been defined for the county parks system in this element, to determine whether any transfers in jurisdiction are called for.
13. Department of Planning: Evaluate all property owned by the county through tax foreclosure, and specify those parcels which should be re-

tained by the county because they have the potential of becoming a part of the county parks system.

14. Parks Department: Offer technical assistance to municipalities in the preparation of their parks and recreation plans.
15. Parks Department: Develop mechanisms to increase public participation in county parks and recreation planning.
16. Sheriff's Department: Assess needs to increase road patrols and other methods of policing county parks.

Appendix A

FACILITIES WITHIN MONROE COUNTY PARKS

EASTSIDE PARKS

DURAND EASTMAN PARK (943 acres)

- 18-Hole Golf Course
- Clubhouse
- Day Camp Building
- Picnic Areas
- Playground Area
- Riding Stable
- 3.8 Miles of Trails
- 5 Restrooms
- 8 Picnic Shelters

ELLISON PARK (715 acres)

- Ice Skating Rink
- Sledding Area
- 2 Playground Areas
- 4 Miles of Trails
- 5 Lodges
- 6 Softball Diamonds
- 8 Tennis Courts
- 8 Picnic Shelters
- 13 Restrooms

GENESEE VALLEY PARK (800 acres)

- Clubhouse
- Cricket Field
- Football Field
- Hardball Diamond
- Playground Area
- Soccer Field
- 2 18-Hole Golf Courses
- 3 Concession Stands
- 3 Restrooms
- 5 Softball Diamonds
- 8 Picnic Shelters

HIGHLAND PARK (155 acres)

- Concession Stand
- Conservatory
- Garden Center of Rochester
- Greenhouse Complex
- Ice Skating Area & Shelter
- Highland Park Bowl
- Lilac Collection & Gardens
- Softball Diamond
- 4 Restrooms

IRONDEQUOIT BAY PARK EAST (182 acres)

Undeveloped

IRONDEQUOIT BAY PARK WEST (110 acres)

Undeveloped

MENDON PONDS PARK (2,462 acres)

- Bathhouse
- Bathing Beach
- Camping Area
- Concession Stand
- Ice Skating Area
- Picnic Areas
- 2 Softball Diamonds
- 5 Lodges
- 7 Restrooms
- 9 Picnic Shelters
- 13 Miles of Trails

POWDER MILLS PARK (380 acres)

- Fish Hatchery
- Playground Area
- Picnic Areas
- 2 Ski Areas
- 4 Tennis Courts
- 4 Softball Diamonds
- 5 Picnic Shelters
- 6 Lodges
- 6 Restrooms

SENECA PARK (297 acres)

- Concession Stand
- Softball Diamond
- Swimming Pool with Bathhouse
- Zoo
- 2 Picnic Shelters
- 2 Playground Areas
- 3 Miles of Trails
- 3 Restrooms

TRYON PARK (82 acres)

Undeveloped

WEBSTER PARK (550 acres)

- Beach (nonbathing)
- Campsite Area
- Ice Skating Area
- 2 Bathhouses
- 2 Playgrounds
- 4 Camping Cabins
- 4 Softball Diamonds
- 4 Tennis Courts
- 5 Lodges
- 9 Picnic Shelters
- 15 Restrooms

WESTSIDE PARKS

BLACK CREEK PARK (1,505 acres)

- Lodge
- Picnic Areas

CHURCHVILLE PARK (725 acres)

- 9-Hole Golf Course
- 18-Hole Golf Course
- Clubhouse for Golfers
- Concession Area
- Hardball Diamond
- Ice Skating Rink
- Quarter-Mile Running Track
- Restroom
- Sledding Area
- Softball Diamond
- 4 Tennis Courts
- 5 Lodges
- 9 Open Shelters

GREECE CANAL PARK (571 acres)

- Undeveloped

LOWER FALLS PARK (3 acres)

- Undeveloped

MAPLEWOOD PARK ROSE GARDEN (14 acres)

- Rose Garden
- 2 Restrooms

NORTHAMPTON PARK (973 acres)

- Boy Scout Camping Areas
- Model Airplane Field
- Picnic Areas
- Ski Area
- Sledding Area
- Springdale Farm
- 2 Lodges
- 2 Playground Areas
- 3 Restrooms
- 6 Miles of Trails

OATKA CREEK PARK (461 acres)

- Lodge
- Restroom

ONTARIO BEACH PARK (35 acres)

- Bathing Beach
- Bathhouse with Lockers
- Ice Skating Rink
- Skating Shelter
- 2 Amusement Rides
- 2 Soccer Fields
- 3 Concession Stands
- 3 Restrooms
- 6 Picnic Shelters

## Appendix B

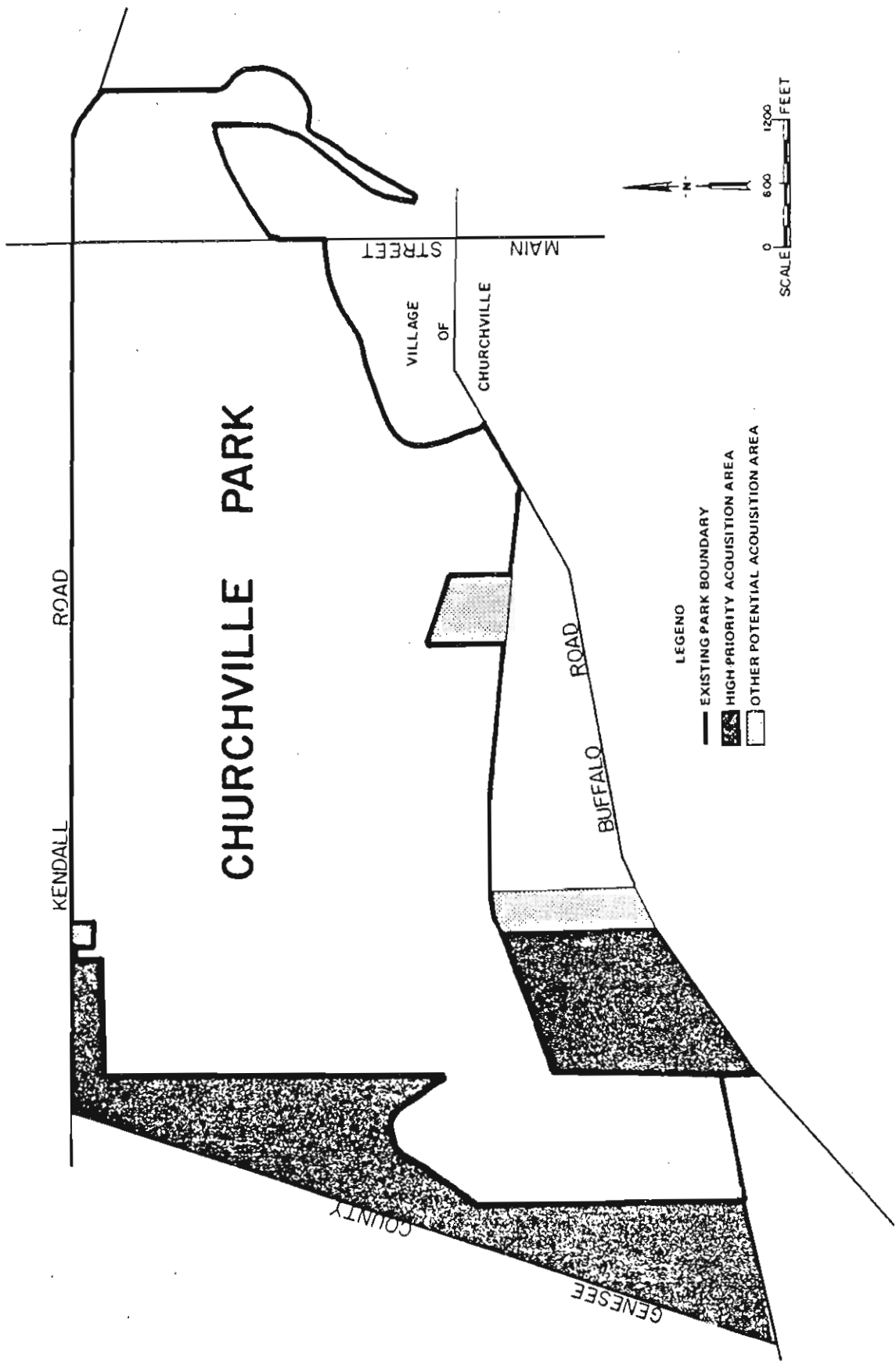
### EXPANDING EXISTING COUNTY PARKS

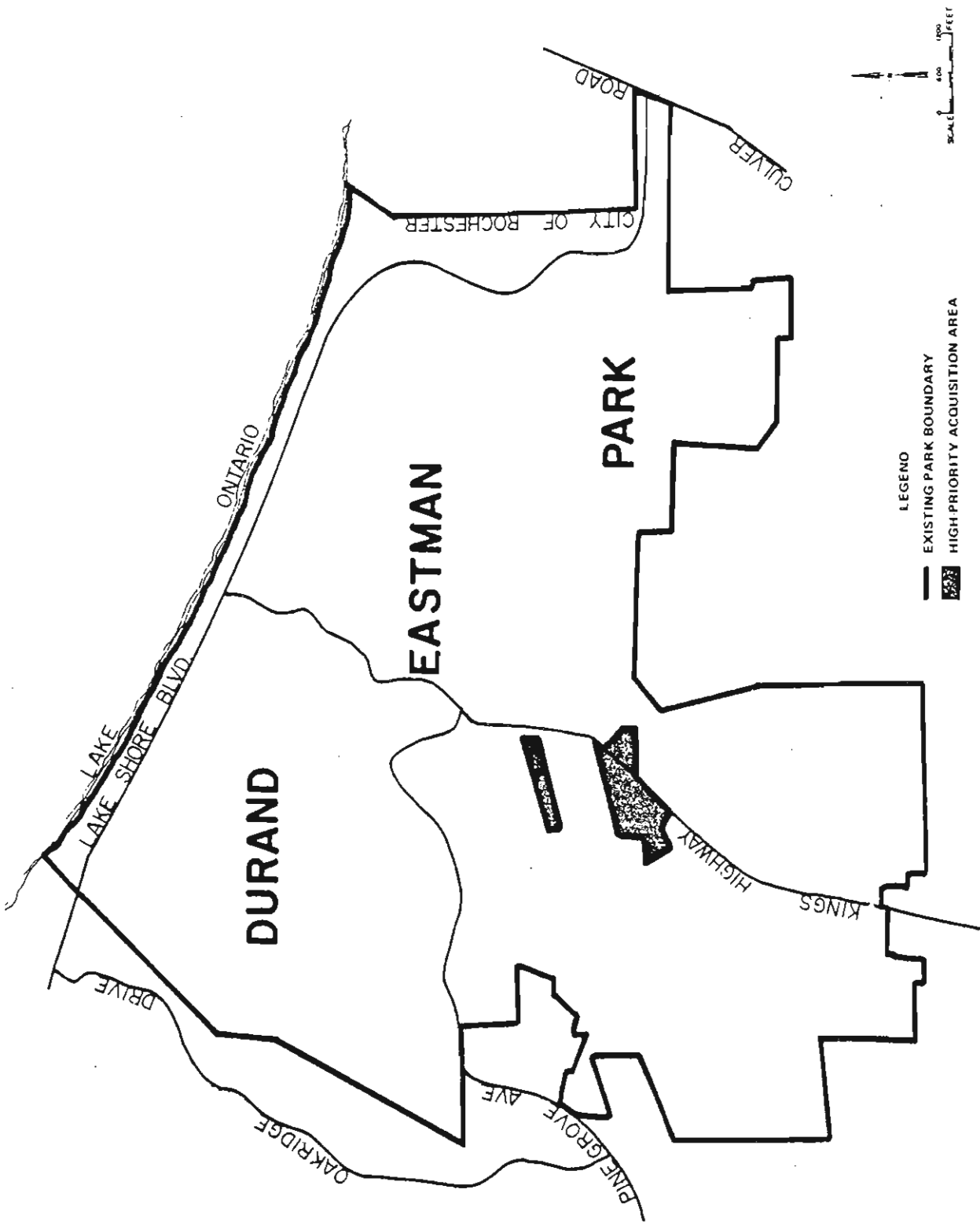
Prepared by  
Monroe County Parks Department

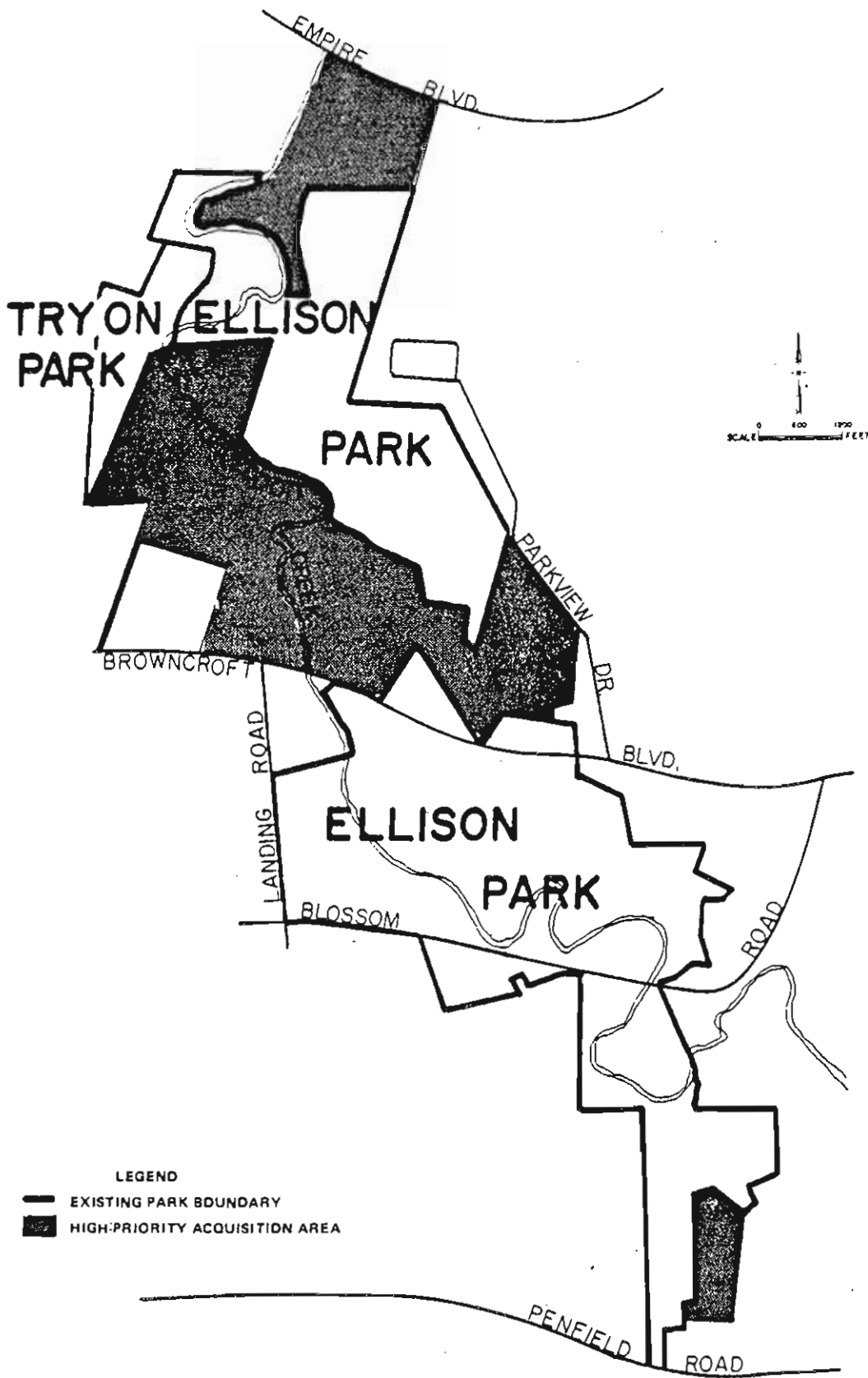
This appendix sets forth the areas which would be desirable to acquire in order to "round out" existing county parks. The figures in this appendix show two categories of areas for acquisition: (1) areas which should be given a high priority for acquisition, and (2) other areas which may have the potential for acquisition. The designation of the areas within each category was based on an evaluation of whether they would serve the purposes of expanding existing parks as set forth on pages 19 and 20.

The areas designated as having a high priority for acquisition are areas that are largely undeveloped and have the potential of being acquired at a reasonable cost. The areas included in the category of "other potential acquisition areas" have been given a lower priority because the costs of acquiring these areas are anticipated to be very high. It must be recognized that many of the areas in this category have been developed, making them infeasible for acquisition unless the development should be destroyed by fire, storm damage, or other causes.

The areas which should be considered for acquisition next to existing county parks should not be limited to the areas shown in this appendix. Rather, any parcel adjoining any of the existing county parks should be considered for acquisition if its acquisition would be essential for serving at least one of the purposes specified on pages 19 and 20.





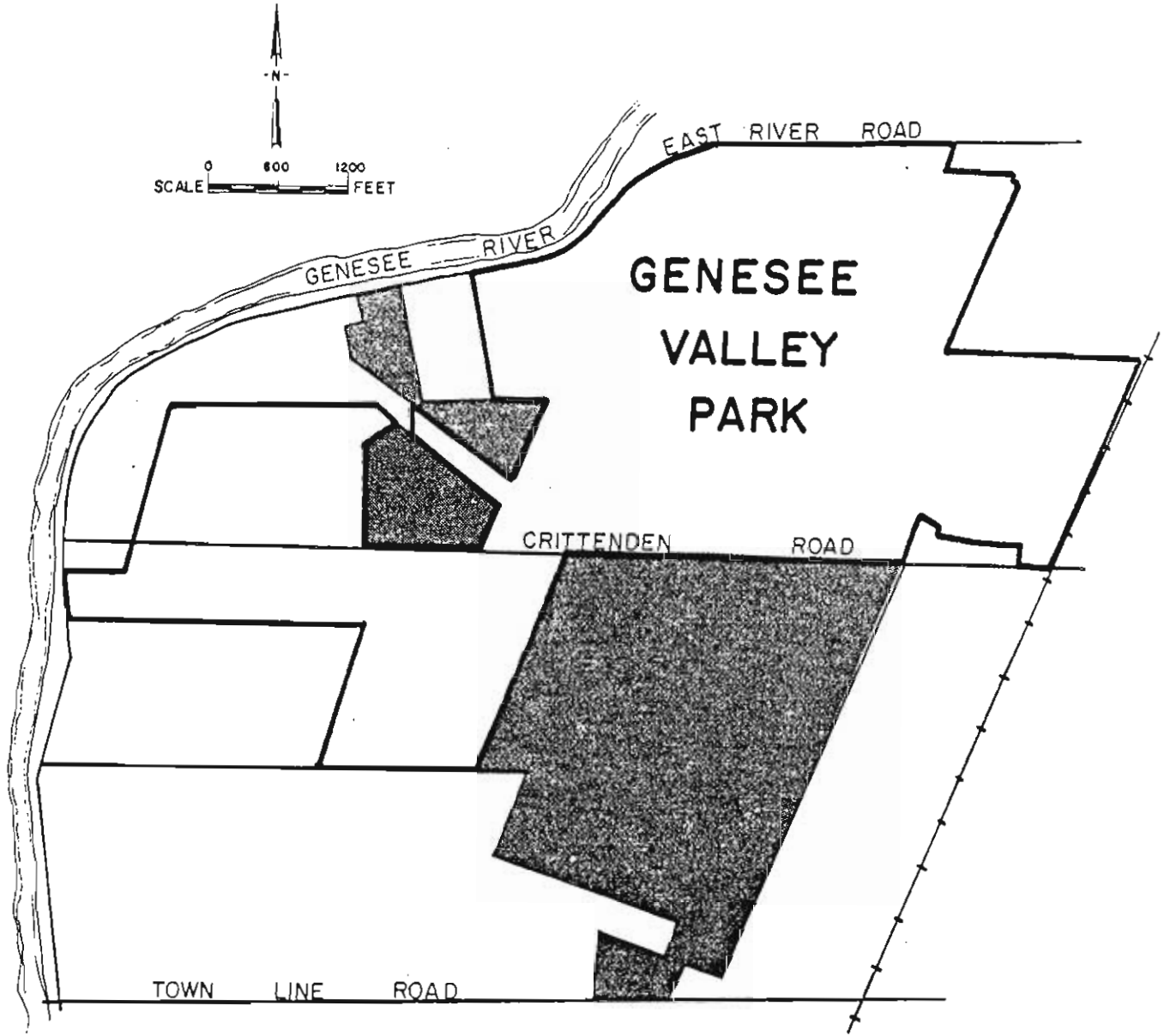


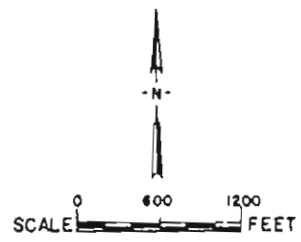
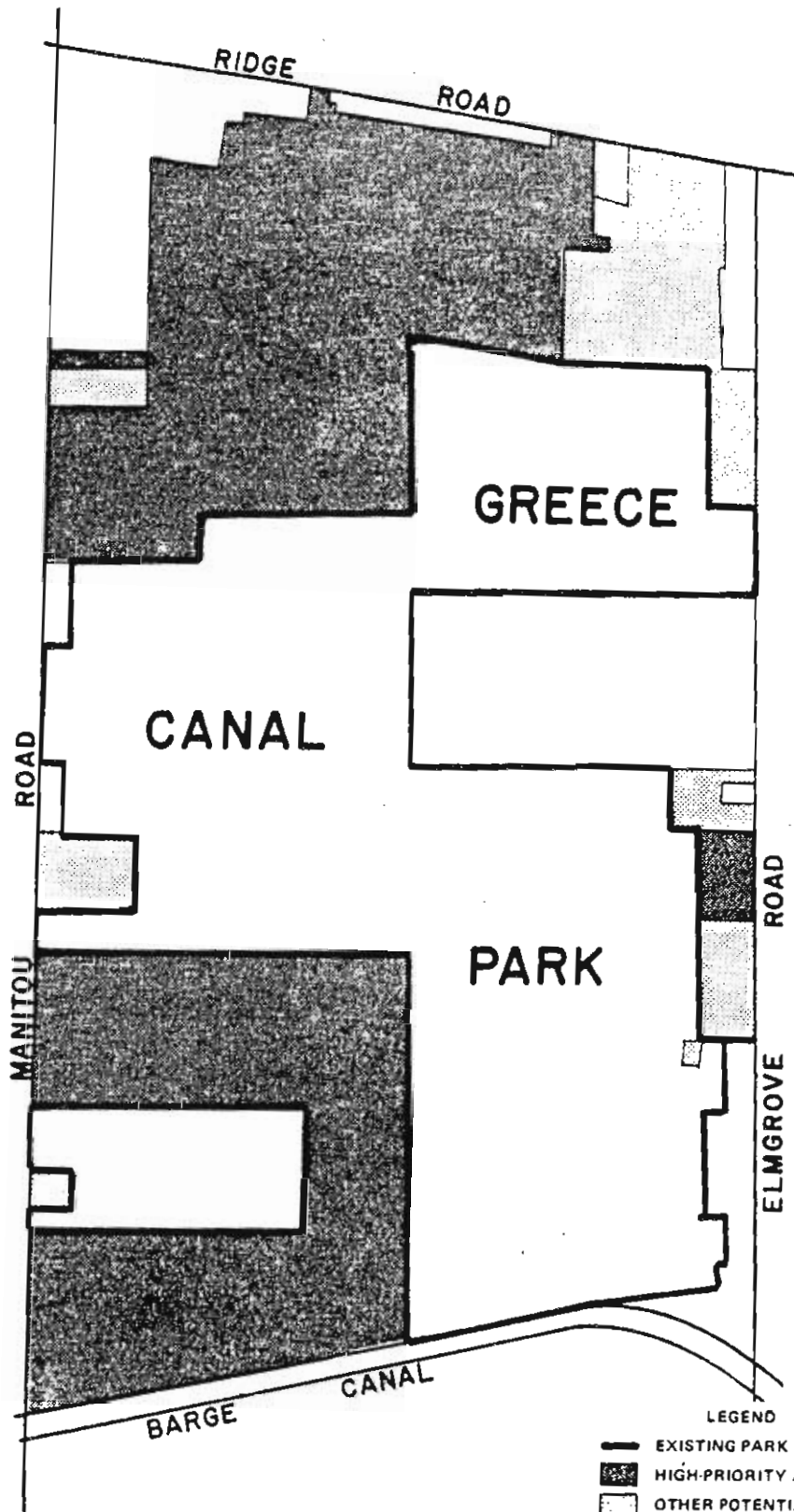
- LEGEND**
- EXISTING PARK BOUNDARY
  - HIGH-PRIORITY ACQUISITION AREA



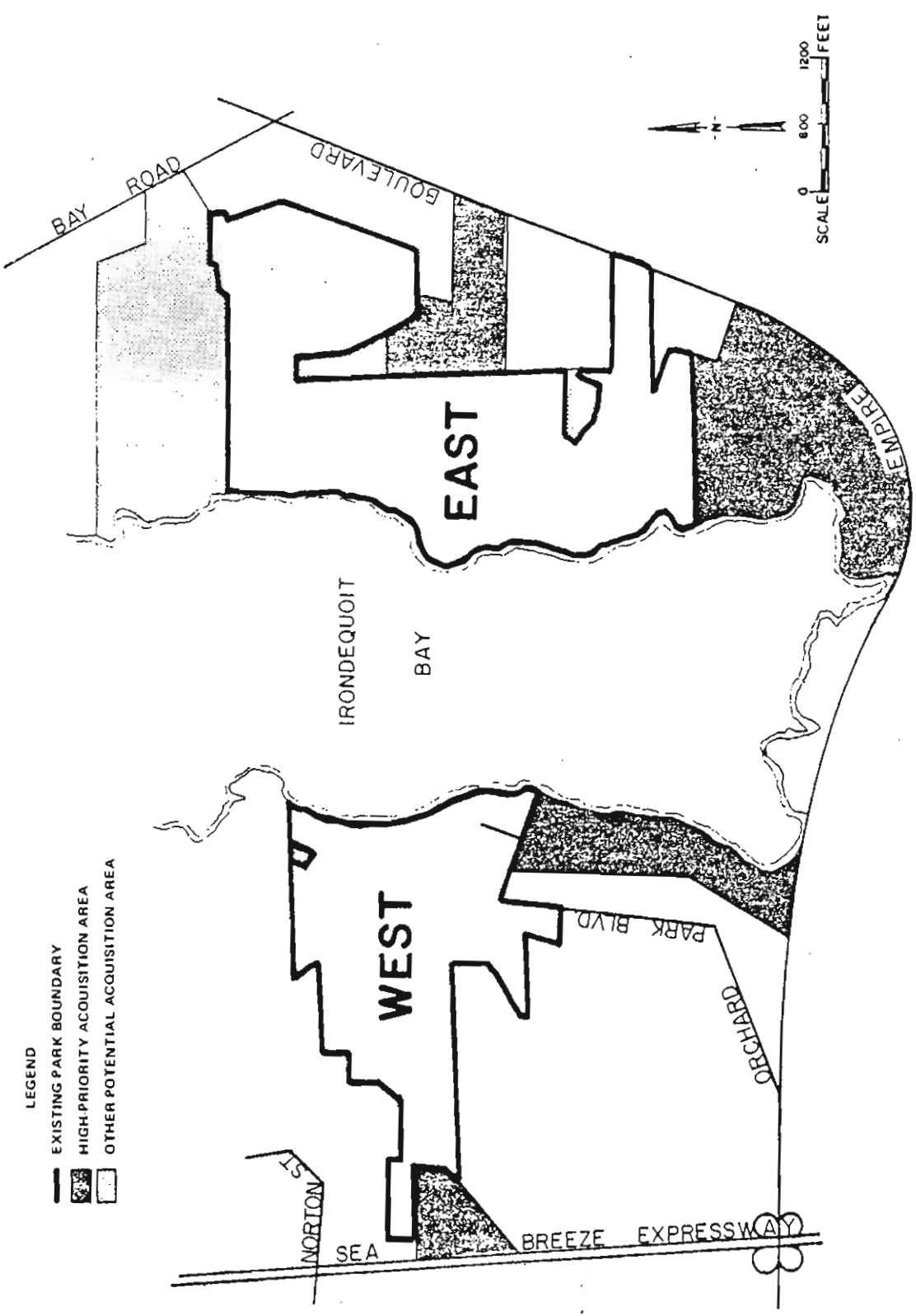
LEGEND

- EXISTING PARK BOUNDARY
- HIGH-PRIORITY ACQUISITION AREA








- LEGEND
- EXISTING PARK BOUNDARY
  - HIGH-PRIORITY ACQUISITION AREA
  - OTHER POTENTIAL ACQUISITION AREA

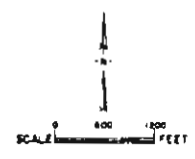
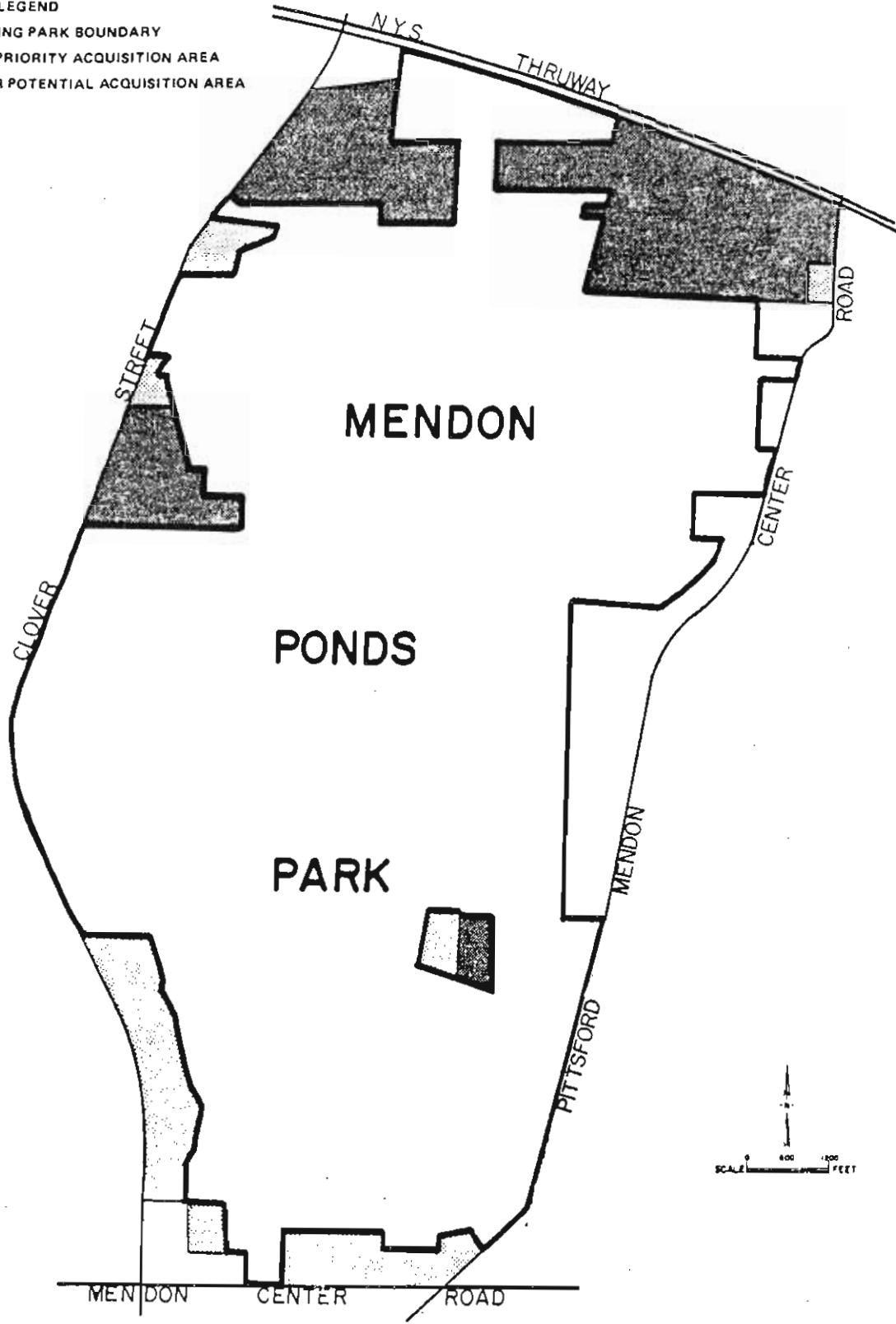


LEGEND

- EXISTING PARK BOUNDARY
- ▨ HIGH-PRIORITY ACQUISITION AREA
- OTHER POTENTIAL ACQUISITION AREA

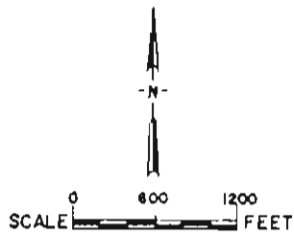
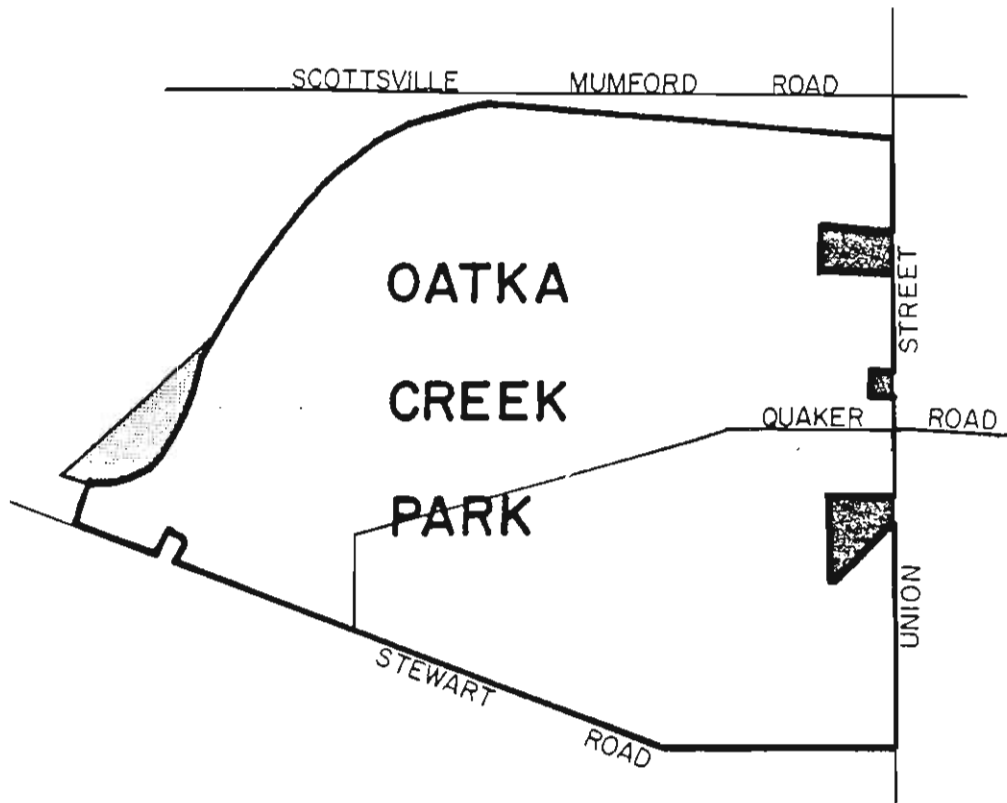
IRONDEQUOIT BAY PARKS

- LEGEND
-  EXISTING PARK BOUNDARY
  -  HIGH-PRIORITY ACQUISITION AREA
  -  OTHER POTENTIAL ACQUISITION AREA



LEGEND

- EXISTING PARK BOUNDARY
- HIGH-PRIORITY ACQUISITION AREA
- ▨ OTHER POTENTIAL ACQUISITION AREA



LEGEND

- EXISTING PARK BOUNDARY
- ▨ HIGH-PRIORITY ACQUISITION AREA
- OTHER POTENTIAL ACQUISITION AREA

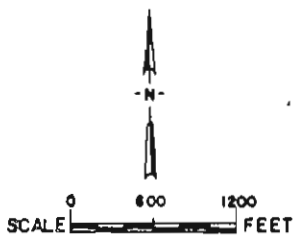
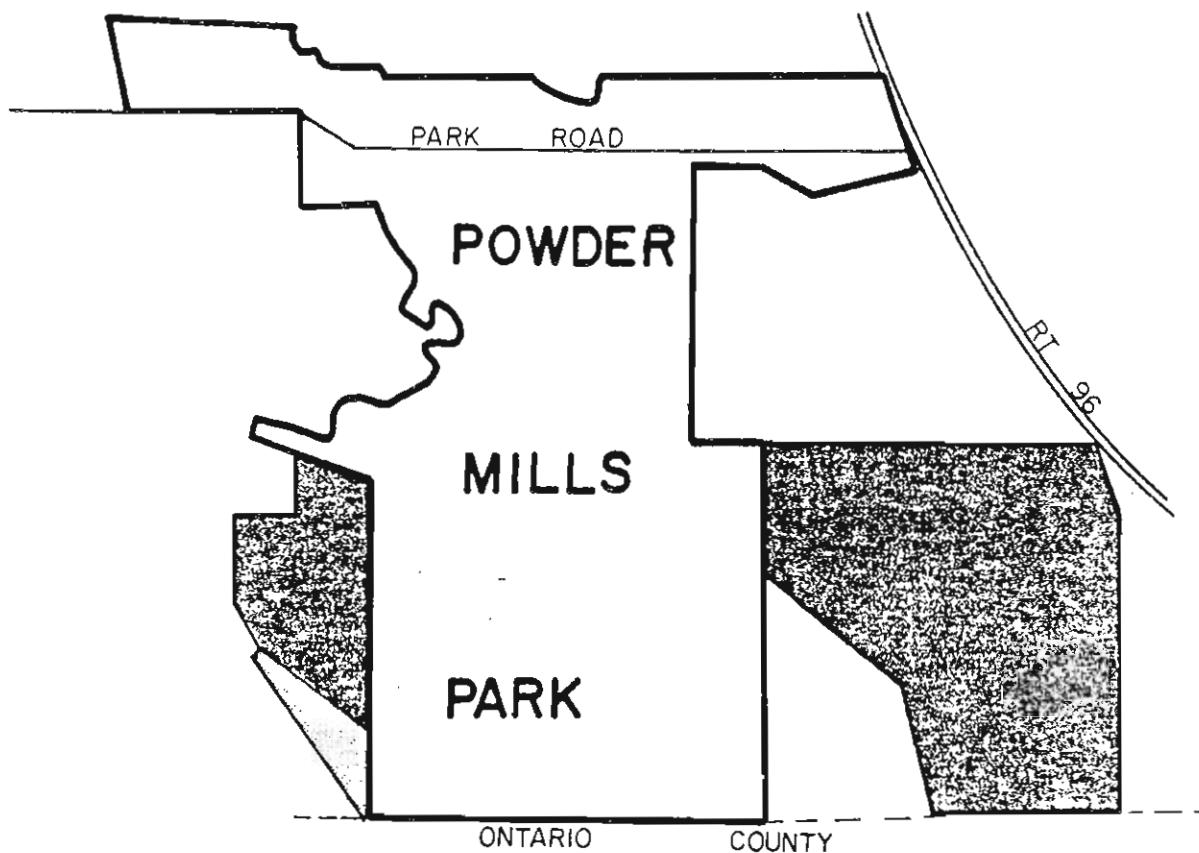
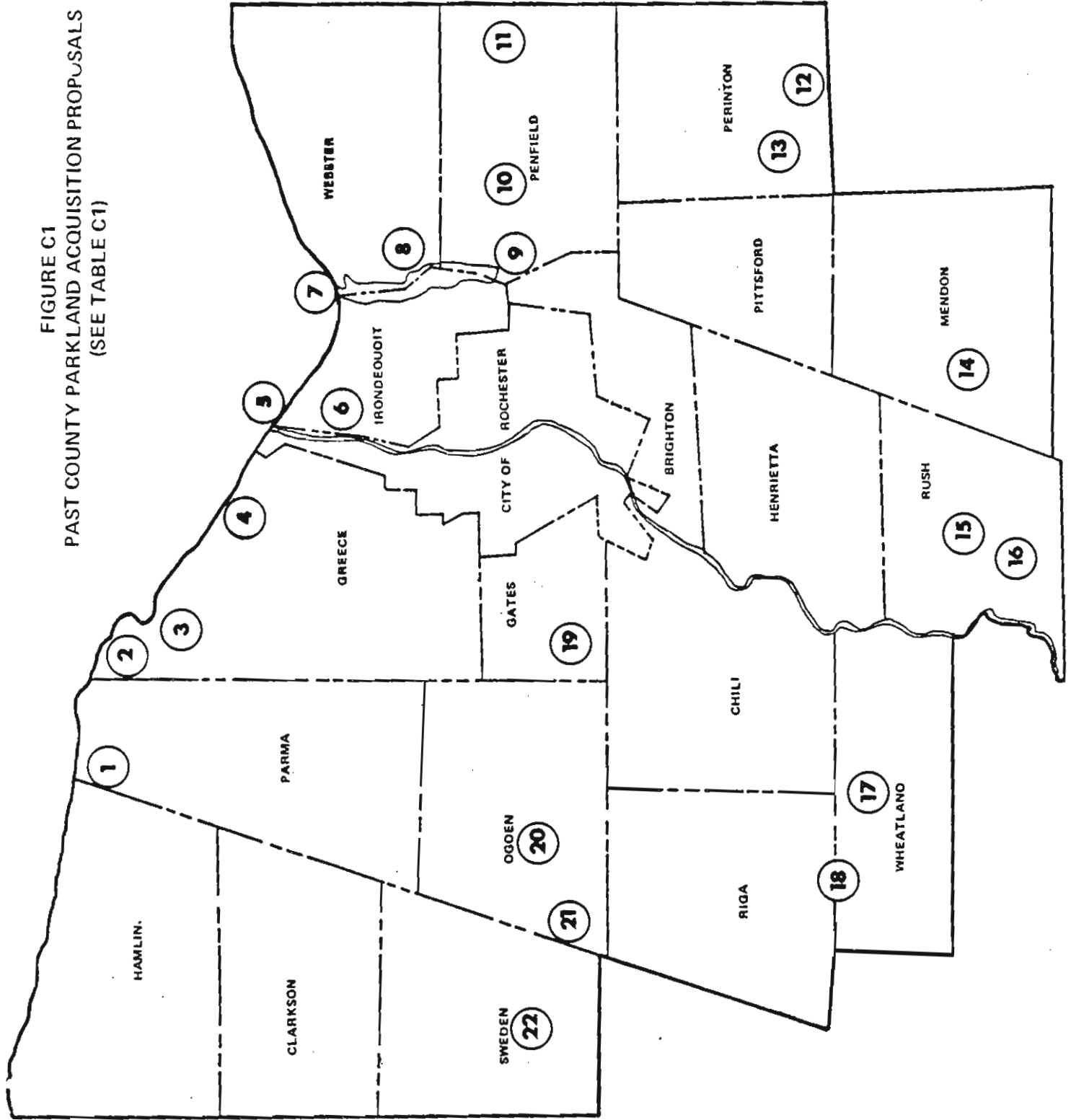


FIGURE C1  
 PAST COUNTY PARKLAND ACQUISITION PROPOSALS  
 (SEE TABLE C1)



COUNTY PARKLAND ACQUISITIONS PROPOSED IN THE PAST  
(SEE FIGURE C1)

SITE	NATURAL FEATURES													POTENTIAL RECREATION						COMMENTS					
	River or Lake Access	Streams or Creeks	Ponds or Bay	Wetlands	Floodplains	Woodlands	Steep Slopes	Rolling Topography	Level Topography	High Scenic Appeal	Court Games	Field Games	Golf	Playgrounds	Skating	Skiing	Skiing	Swimming**	Boat Launching		Fishing	Picnicking	Hiking	Camping	
1. Brush Creek	L	X	X	X	X	X			X										X	X		X			Possible boating on lake.
2. Rose's Marsh	M	X	X	X	X	X			X										X	X		X			Sand beach on Lake Ontario. Excellent sand beach; pollution problems. Partly cut up by housing. Largely developed. Includes two small islands.
3. Bottomwood Wetland	M	X	X	X	X	X			X										X	X		X			Mostly farmland. Interesting topography.
4. Round Pond	L	X	X	X	X	X			X										X	X		X			Historical site. Interesting topography and vegetation. Interesting topography and vegetation. Much of shoreline developed for housing.
5. Summerville Beach	L	X	X	X	X	X			X										X	X		X			
6. Genesee Flats	L	X	X	X	X	X			X										X	X		X			
7. Irondequoit Bay Sandbar	S	X	X	X	X	X			X										X	X		X			
8. Devil's Cove	M	X	X	X	X	X			X										X	X		X			
9. Irondequoit Creek Wetlands	L	X	X	X	X	X			X										X	X		X			
10. 1000-Acre Swamp	L	X	X	X	X	X			X										X	X		X			
11. East Penfield Site	L	X	X	X	X	X			X										X	X		X			
12. Perinton Hill Site	L	X	X	X	X	X			X										X	X		X			
13. Horizon Hill	M	X	X	X	X	X			X										X	X		X			
14. Totiakon Indian Village	L	X	X	X	X	X			X										X	X		X			
15. Central Rush Site	L	X	X	X	X	X			X										X	X		X			
16. Oak Opening	L	X	X	X	X	X			X										X	X		X			
17. Blue Pond	L	X	X	X	X	X			X										X	X		X			
18. Mill Creek	M	X	X	X	X	X			X										X	X		X			
19. Southwest Gates Site	M	X	X	X	X	X			X										X	X		X			
20. Chamber's Swamp	L	X	X	X	X	X			X										X	X		X			
21. Euler Road Swamp	L	X	X	X	X	X			X										X	X		X			
22. Salmon Creek Headwaters	L	X	X	X	X	X			X										X	X		X			

\*"s" (small) means less than 20 acres; "M" (medium) means 20 to 100 acres; "L" (large) means over 100 acres.

\*\*The areas designated for swimming would require in a number of cases an improvement in water quality to meet the regulations of the Monroe County Health Department.



## Appendix D

### GUIDELINES FOR THE DEVELOPMENT OF EXISTING COUNTY PARKS

To be prepared by  
Monroe County Parks Department

This appendix has yet to be supplied. Work on this appendix will begin in the Fall of 1979. It is intended that, as parts of the appendix are completed, they will be added to the County Parks Element through amendment of the element.

The appendix will set forth a development concept for each of the existing county parks. It will set forth for each park the following information: (1) the total acreage in the park; (2) the acreage which includes sensitive environmental areas which should be preserved or limited to such passive recreational uses as hiking; (3) the acreage which is suitable for more intensive kinds of recreational development; (4) the acreage included in item 3 which has already been developed; (5) the acreage included in item 3 which remains available for further development; (6) a listing of the facilities which have already been developed within each park, and, where appropriate, the acreage devoted to each facility; (7) a listing of the types of additional facilities which would be appropriate within each park; and (8) any other information which would serve to guide the County Legislature in making decisions on the development of each park.

The information in Appendix D will serve to guide the County Legislature in making decisions on investments within each county park until a comprehensive master plan is developed for each park, whereupon the master plan will serve to guide such decisions. The information in Appendix D will also provide an overall context within which specific master plans may be prepared for the development of each park.