

COMPLIANCE OF FORT RILEY RECREATION CENTERS  
WITH ARMY REGULATION 28-1, IN FACILITIES,  
PROGRAMMING, AND STAFFING

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by

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## TABLE OF CONTENTS

	Page
LIST OF TABLES . . . . .	v
Chapter	
1. INTRODUCTION . . . . .	1
Problem . . . . .	1
Purpose of Study . . . . .	2
Significance of Study . . . . .	2
Delimitations . . . . .	2
Limitations . . . . .	2
Method of Study . . . . .	2
Definition of Terms . . . . .	2
2. RELATED LITERATURE . . . . .	4
Recreation Centers Prior to World War II . . . . .	4
Recreation Centers During World War II . . . . .	5
Recreation Centers During the Post-War Years . . . . .	5
Recreation Centers Today . . . . .	5
AR 28-1 and Facilities . . . . .	6
AR 28-1 and Programming . . . . .	6
AR 28-1 and Staffing . . . . .	8
3. FINDINGS . . . . .	10
Facilities . . . . .	10
Programming . . . . .	10
Staffing . . . . .	12

Chapter	Page
General Conclusions . . . . .	13
Recommendations . . . . .	14
4. SUMMARY . . . . .	16
BIBLIOGRAPHY . . . . .	18

LIST OF TABLES

Table	Page
1. Staffing Compliance . . . . .	12

## Chapter 1

### INTRODUCTION

In January, 1974, Army Regulation 28-1 became the official guidelines of the Department of The Army, Recreation Services Division. Chapter 8 of that regulation pertains solely to the Army Recreation Center Program, and its role in today's modern Army.

It is Chapter 8 that the author will examine in terms of utilization at Fort Riley, Kansas. It is hoped that through this study an honest appraisal of Fort Riley Recreation Centers can be attained, and shortcomings subsequently corrected.

#### Problem

The problem involved in this study was to determine the degree to which the provisions of AR 28-1, Chapter 8, have been met by recreation centers at Fort Riley, Kansas. Such a problem involved three sub-problems:

1. To determine if Fort Riley Recreation Centers are provided with adequate facilities as outlined in the regulation.
2. To determine if the programming of Fort Riley Recreation Centers is of the caliber demanded by AR 28-1.
3. To determine if Fort Riley Recreation Centers meet the staff requirements deemed as minimal by the regulation.

Purpose of Study. The purpose of this study is to examine the Fort Riley Recreation Center Program as it functions under Army Regulation 28-1, Chapter 8.

Significance of Study. In order to improve recreation center operation, the current status of the entire program must be appraised. It is hoped that the results of this study will serve as an instrument in pointing out those needs which must be satisfied, if the recreation centers are to successfully fulfill their missions.

Delimitations. This study is limited to recreation centers at Fort Riley, Kansas.

Limitations. In June, 1974, notice was sent to Fort Riley from Headquarters, Department of The Army, stating that the recreation centers at Fort Riley, Kansas had been cited as the most outstanding in the world. With this in mind, it is necessary to realize that the findings of this study reflect only those conditions present at Fort Riley, and are not necessarily applicable to other installations.

Method of Study. The author studied Army Regulation 28-1, Chapter 8, and noted all references to three specific areas: (1) facilities, (2) programming, and (3) staffing. A comparison was then drawn between the provisions of the regulation and those being utilized by Fort Riley Recreation Centers.

Definition of Terms. In order to aid the reader in understanding the study, the following terms must be clarified:

AR 28-1--Abbreviation for Army Regulation 28-1, the official regulation for The Department of The Army, Recreation Services Division.

ITT--Abbreviation for "Information-Tour-Travel" program under the jurisdiction of the Leisure Services/ Resources Director.

## Chapter 2

### RELATED LITERATURE

Because of the unavailability of current literature pertaining to Army Recreation Centers, the author found it necessary to utilize literature of the Department of the Army's Service Club Program. This literature was published prior to the adoption of Army Regulation 28-1. Therefore, references are made to "hostess houses," and "service clubs," rather than to the up-dated, professionalized "recreation centers" of today.

#### Recreation Centers Prior to World War II

On March 2, 1923, an Act of Congress (Public Law 465) officially authorized the position of the "Army Hostess," the original forerunner of today's recreation center professional. Under this act, hostesses were to be appointed by the Secretary of War without the use of the Civil Service register.<sup>1</sup>

Prior to the issuance of Public Law 465, "Hostess Houses," as they were then called, had been in existence under the auspices of such private agencies as The Salvation Army, Red Cross, and YMCA. Although some authorities recognize the year 1919 as the beginning of the Hostess

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<sup>1</sup>Department of The Army, An Introduction to the Army Service Club Program, Pamphlet n. 21-59 (Washington 25, D.C.: Department of The Army, 19 Oct. 1953), p. 11.

House,<sup>2</sup> there is definite proof that Fort Riley operated a Hostess House in the Camp Funston Area as early as 1917.<sup>3</sup>

Recreation Centers During World War II. By 1940, the "Hostess Houses" had become officially known as "Service Clubs," a name that was to remain for over three decades. In that year, of thousands of applicants, one hundred women were selected to staff the first on-post recreation centers within the United States boundaries. By 1941, hostesses were assigned to the Caribbean and Hawaiian Islands, and in 1944, thirteen hostesses left for assignment in the European Theater of Operation, marking the first step toward a world-wide recreation center program.<sup>4</sup>

Recreation Centers During the Post-War Years. Following World War II, the Service Club program continued to grow throughout Europe and the United States,<sup>5</sup> as well as in Guam, Japan, Okinawa, Korea, and in the Philippines,<sup>6</sup> thus establishing the Service Club Program as a world-wide institution of the United States Army.

Recreation Centers Today. On October 15, 1973, the official copy of Army Regulation 28-1 was sent to press, becoming effective on

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<sup>2</sup>Ibid.

<sup>3</sup>The Visitor, "At the Hostess House, The Farmer's Wife, A Woman's Farm Journal, XX (St. Paul, Minnesota, Feb. 1918).

<sup>4</sup>Department of The Army, An Introduction to the Army Service Club Program, op. cit., pp. 11-12.

<sup>5</sup>Ibid., pp. 12-13.

<sup>6</sup>Eight U.S. Army, Army U.S. Service Clubs, 1919-1969, 50 Years of Service, (Korea: Eighth U.S. Army, 1969).

January 1, 1974. This regulation officially transformed the "Service Club" into the "Army Recreation Center" and brought with it new demands for increased professionalism in the field of military recreation. The implications of the regulation will undoubtedly be felt for years to come, as recreation center personnel strive to fulfill its requirements in an effort to update the program.

AR 28-1 and Facilities. According to the regulation, the following facilities are authorized on each installation:

1. Main Recreation Center. At least one main recreation center is authorized and should include the following: game rooms, music listening rooms, lounges, an ITT office, and television rooms.<sup>7</sup>
2. Branch Recreation Center. There may be one or more branch recreation centers, as similar in function to the main recreation center as possible. The ITT office need not be included in the branch recreation center.<sup>8</sup>
3. Outdoor Activity Areas. Outdoor activity areas are to be located adjacent to the recreation center and may be utilized as courts, patios, and picnic areas.<sup>9</sup>

AR 28-1 and Programming. The following programming procedures are authorized under the regulation:

1. Leisure Activities Program. The leisure activities program consists of the programming for the recreation center patrons,

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<sup>7</sup>Headquarters, Department of The Army, Army Regulation 28-1, (Washington 25, D.C., 15 Oct. 1973) Chapter 8, Section 1.

<sup>8</sup>Ibid., Chapter 8, Section 4.      <sup>9</sup>Ibid.

and should be conducted at the branch recreation centers, as well as the main recreation center. The programs offered should be those that "reflect current attitudes, interests, and needs of the community."<sup>10</sup>

2. Mobile Recreation Program. The "recmobile" should be programmed for and utilized on a full-time basis, both on-post, off-post, and in the field during military maneuvers.<sup>11</sup>

3. Leisure Services/Resources Program. This program includes: organized tours, chartered transportation, free and discounted tickets to recreation events, operation of an ITT center, and professional assistance in vacation planning.<sup>12</sup>

4. Resource Consultant Services. This program involves professional consultant services in planning unit parties, military celebrations, anniversary observances, and other unit activities.<sup>13</sup>

5. Commercial Services. Commercial services requires the installation of vending machines, concession machines, game gallery machines, etc., procured for the recreation centers through the post exchange.<sup>14</sup>

6. Special Interest Program. The special interest program is designed to encourage and initiate special interests of the military community in the form of special interest groups, tours, competitive events, etc.<sup>15</sup>

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<sup>10</sup>Ibid.      <sup>11</sup>Ibid., Chapter 8, Section 5.      <sup>12</sup>Ibid.

<sup>13</sup>Ibid.      <sup>14</sup>Ibid.      <sup>15</sup>Ibid., Chapter 8, Section 6.

AR 28-1 and Staffing. The following are minimum staffing requirements of the regulation:

1. Installation Director. The Installation should be a Supervisory Recreation Specialist GS-188 (Staff Recreation Center Director). This individual is responsible for the overall recreation center program at the installation. This is the leader of the section who answers directly to the Recreation Services Officer.
2. Assistant to the Installation Director. The assistant to the recreation center director may act in all recreation center areas or be involved in any specialized concept of the operation.
3. Personnel at the Main Center. The following personnel are considered minimal for operation of the main center:
  - A. One Main Center Director GS-188
  - B. One Leisure Activities Director GS-188
  - C. One Leisure Services/Resource Director GS-188
  - D. One Special Interest Program Director GS-188
  - E. One Travel Technician GS-2132
  - F. One Public Information Specialist GS-1081
  - H. One Clerk-Typist GS-322
4. Branch Recreation Center. Minimum staff requirements for each branch recreation center is as follows:
  - A. One Supervisory Recreation Specialist GS-188
  - B. One Recreation Specialist GS-188
  - C. One Recreation Aid/Assistant GS-189
5. Mobile Program. For each mobile vehicle, the following are minimum staff requirements:

- A. Supervisory Specialist (Mobile Coordinator)
- B. One Recreation Specialist GS-188
- C. One Program Assistant/Aid GS-189<sup>16</sup>

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<sup>16</sup>Ibid., Chapter 8, Section 11.

## Chapter 3

### FINDINGS

#### Facilities

Fort Riley has one main recreation center as defined as minimum by the regulation. However, Fort Riley exceeds the regulation's requirements in branch recreation centers, having three. Each of these centers serves a specific function. One center functions as a correctional facility (located in the Camp Funston area); another serves the wives of enlisted personnel (Camp Forsyth area), while the other center exists for the enlisted personnel (approximately 11,000 troops in the Custer Hill area).

In compliance with facility requirements of AR 28-1, each Fort Riley Recreation Center has an outdoor activity area adjacent to the building. These multi-purpose facilities are utilized as picnic and dance areas, volleyball, tennis, and basketball courts, as out-door theatres, and as roller skating rinks.

In June, 1974, the Army's first "Recmobile" was received by Fort Riley. Until additional funds can be obtained, there will remain only two Army "Recmobiles" in the world, the second one being at Fort Ord, California. This specification of the regulation, therefore, can be met only by two installations.

Programming. Until recently, the leisure activities program was the only type of programming offered at Fort Riley. However, because of

staff shortages and other priorities, the program has recently declined. A full-time leisure activities program still exists for the wives of enlisted personnel, but exists only partially in the other recreation centers, usually as part of the special interest program.

The mobile recreation program is still in the formative stages. However, it does meet the requirements set by the regulation.

The Leisure Services/Resources Program was initiated in January, 1974, and has since become one of the most popular programs of the installation. Discounts are offered in Kansas City hotels, skating rinks, and dinner theatres. The Leisure Services/Resources Program, additionally, offers organized tours to concerts, sporting events, night clubs, and theatres in both Kansas and Missouri. The program not only meets minimum regulation requirements, but exceeds them.

Professional consultant services are currently being offered by each recreation professional upon request. In addition to standard consultant services, tours and activities are often fully arranged by the specialist for military companies and units.

The stipulation for commercial services are adequately met by the recreation center section at Fort Riley.

Another popular program at Fort Riley is the special interest program. The following are just a few of the special interest groups and activities offered: motorcycle, rodeo, bicycle, backpacking, ski and canoe trips, table tennis, billiards, chess, bicycling, antiques, and coin collecting. In addition, instruction is offered in numerous areas of interest such as: sleight of hand magic, genealogy, contract bridge, yoga, and consumer rights.

Staffing. The Fort Riley Recreation Centers failed to meet regulation requirements in the area of staffing. Of the twenty-one positions that the regulation deems as minimum requirements for an operation the size of Fort Riley Recreation Centers, only twelve are filled. The main recreation center lacks five staff members, and two recreation specialists are needed at the branch centers. Since the "recomobile" is so new, the strain for additional staff has not been keenly felt in that area.

Table 1 illustrates the conditions of staffing at Fort Riley and its failure to comply to AR 28-1.

Table 1  
Staffing Compliance

Position	Min. number required by AR 28-1	Number staffed	Deficit
Installation Director	1	1	--
Asst. Installation Director	1	0	-1
Main Center Director	1	1	--
Main Program Director	1	0	-1
Leisure Services/Resources	1	1	--
Special Interest Director	1	1	--
Travel Technician	1	0	-1
Public Info. Specialist	1	0	-1
Clerk-Typist	1	0	-1
Branch Sup. Rec. Specialist	3	3	--
Recreation Specialist	3	1	-2
Recreation Aid	3	3	--
Supervisory Spec. (mobile)	1	0	-1
Rec. Specialist (mobile)	1	1	--
Program Aid (mobile)	1	0	-1
Totals	21	12	-9

Fort Riley meets the staffing requirements of AR 28-1 in the following positions: installation director, main center director, special interest director, branch supervisory recreation specialists, recreation aids, and the mobile recreation specialist.

However, Fort Riley Recreation Centers are in need of the following staff: one assistant installation director, one program director at the main center, one travel technician, one public information specialist, one clerk-typist, two recreation specialists, one mobile supervisor, and one mobile program aid.

It is imperative to point out the fact that there was no staffing area in which recreation centers exceeded minimum regulation requirements.

General Conclusions. The following are general conclusions that have been drawn as a result of this study:

1. Fort Riley Recreation Centers operate more recreation facilities than are required by AR 28-1.
2. All facilities meet or exceed the minimum requirements of the regulation.
3. Fort Riley Recreation Centers greatly exceed minimal program requirements in the following areas: Leisure Services/Resources, Special Interest Programming, and Commercial Services.
4. Fort Riley meets minimum requirements in the areas of Mobile Recreation and Resources Consultant.
5. Fort Riley does not meet the minimum requirements in the area of Leisure Activities Programming.

6. The primary reason for program deficiency can be traced to severe staff shortages.
7. In the main recreation center, three recreation specialists, not only do their own jobs, but additionally do the work of a travel technician, clerk-typist, and public information specialist.
8. The Leisure Services Director and the Special Interest Director, are working in the GS-189 series (recreation specialist). AR 28-1 states that they should be working in the GS-188 series (supervisory recreation specialist) which indicates their need for grade increase.

Recommendations. The following recommendations have been made as a result of this study:

1. An extensive survey of the status of staffing in recreation centers should be conducted by the Fort Riley Civilian Personnel Organization. This survey should result in the upgrading of present staff positions, as well as adding a minimum of additional staff members.
2. The following staff positions should be established in the Fort Riley Recreation Center operation:
  - A. One Assistant Installation Director
  - B. One Main Program Director
  - C. One Travel Technician
  - D. One Public Information Specialist (main center)
  - E. One Clerk-typist (main center)
  - F. Two Recreation Specialists (branch centers)

G. One Mobile Supervisory Specialist

H. One Mobile Program Aid

3. Emphasis should be placed on encouraging military personnel to utilize the Resources Consultant Program.
4. More research should be conducted in order to determine deficiencies in the program, staffing, and facilities of recreation centers on other military installations.
5. Similar studies should be conducted in other recreation services sections in order to detect and correct their deficiencies.

## Chapter 4

### SUMMARY

The problem in this study was to determine to what extent the provisions of Army Regulation 28-1, Chapter 8, have been met by Recreation Centers at Fort Riley, Kansas. Such a problem involved three sub-problems:

1. To determine if Fort Riley Recreation Centers are provided with adequate facilities as outlined in the regulation.
2. To determine if the programming at Fort Riley Recreation Centers is of the caliber demanded by AR 28-1.
3. To determine if Fort Riley Recreation Centers meet the staff requirements deemed as minimal by the regulation.

The study was significant in that it provided an appraisal of the current status of recreation centers. This appraisal formed the foundations upon which improvements could be made.

In conducting the study, the author studied AR 28-1, and noted references to three specific areas: (1) facilities, (2) programming, and (3) staffing. A comparison was then drawn between the provisions of the regulation and those being utilized at Fort Riley.

Fort Riley Recreation Centers, in one form or another, have been in existence at Fort Riley since the year 1917. As "Hostess Houses," they served the enlisted military man prior to World War II. As "Service Clubs," they served both nationally and internationally during World War II until 1974. At that time, Army Regulation 28-1 established

them as "Recreation Centers" and provided the guidelines for increased professionalism in their operations.

Fort Riley Recreation Centers, it was found, met or exceeded all requirements stated by the regulation in the area of facilities, providing main and branch recreation centers, as well as adjacent outdoor areas.

The programming at Fort Riley is advanced. Fort Riley is one of only two installations in the world that have been able to meet the requirements of mobile unit programming.

Staffing was found to be the only area that failed to meet the requirements of the regulation. Fort Riley employs only twelve of the twenty-one staff members called for in AR 28-1. This has caused the program to be less effective than it ordinarily would be, especially in the area of leisure activities.

Recommendations were made as a result of the study. They are briefly: to conduct additional studies at other installations, to request Civilian Personnel Office to conduct a staffing survey which, hopefully would lead to additional staffing, and the up-grading of present positions.

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