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RECOGNITION OF ADMINISTRATIVE FUNCTIONS
BY KANSAS RECREATION OFFICIALS

by

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CHAPTER I

INTRODUCTION

Throughout the history of the United States, recreation has shown remarkable development--remarkable in two very significant ways: first, in that the amount of time available to individuals for leisure has continuously and steadily increased and, second, in that the systems for delivery of recreation to the consuming public have proliferated at a rate that has been, to say the least, fantastic. Of these two aspects, perhaps the more significant in its far reaching effects has been the increase in leisure time, but the increase in organized services has been by far most obvious and dramatic, though, perhaps, less studied.

Organized leisure services (regardless of whether public, private or therapeutic in nature) are thoroughly established and firmly entrenched entities within the framework of contemporary society. Not only have they reached the point of being a major force in today's economy but also they have developed to such an extent that it is difficult to identify a single form of recreation that is completely free of such organized delivery systems. And, in fact, organized recreation has become the primary means through which the American public involves itself in recreational activities. Consider, for example, camping. Historically camping has been a solitary experience or, at most, an experience to be shared only with a few intimate acquaintances. But on the contemporary scene we find the camping experience runs the gamut from Winnebagos to Outward Bound and from asphalt-paved, urban KOA's to pre-packaged high adventure treks to Antarctica, not to mention the phenomenal

manufacturing industry that has grown to support modern camping's ravenous appetite for hardware. And, by way of example, camping is only one of thousands of recreational activities that have developed in a similar fashion.

It would seem, therefore, that one of the primary concerns of recreation professionals and scholars alike should be the attempt to more fully understand the operation of leisure service delivery systems in an effort to better serve a demanding public. Toward this goal, it also would seem that we should address ourselves directly to the more pertinent factors that have significant bearing on the effective and efficient operation of organized leisure services: factors such as recreation demand prediction, consumer interest prediction and, perhaps most importantly, administration of services.

It was with these concepts in mind that this study of one of the problems of leisure service administration was conducted.

Scope of the Problem

It is an established fact that in organized public recreation, more often than not, primary responsibility for management of agency is placed in a board of directors (e.g., recreation commission, school board or city council) (Meyer and Brightbill, C.R., p. 393). These individual members of boards are most usually interested civic leaders who are appointed by the chief officer of the municipality or who are elected at the polls by the electorate (Meyer and Brightbill, C.R., p. 393). But regardless of the manner in which they come to serve, these board members share one common cause--the development and achievement of agency goals, primary among which is the effective and efficient delivery of recreational services to the public.

Traditionally, the organizational structure most commonly thought to achieve this goal has been a linear structure in which the board (although mandated all authority by enabling legislation) is seen as reserving certain powers, authority and functions for itself and then delegating other, but also

specific, powers, authority and functions to the agency director. This situation most usually is represented visually by the model illustrated in Figure 1 (Meyer and Brightbill, R.A., p. 192; Butler, p. 520; Meyer, Brightbill and Sessoms, C.R., p. 400; Heltje and Shivers, p. 83; Kraus, p. 43; Kraus and Curtis, p. 41; Rodney, p. 35; Municipal Rec. Admin., p. 334).

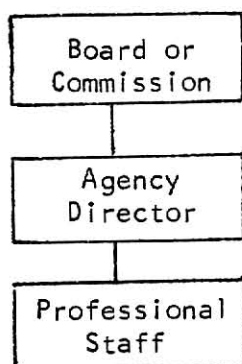


Figure 1. Typical Organizational Model

If one views this organizational model in terms of the exercise of authority and administrative functions, then certain implications become readily apparent:

- 1) the board is seen as a single entity which works as a whole in its relationship with the agency director.
- 2) the board is vested (by law, actually) with all authority and it delegates portions of this authority to the agency director who, in turn, may delegate to the professional staff.
- 3) that while the board is vested (again, by law) with the over-all responsibility for the satisfactory performance of all administrative functions necessary for successful operation of the agency, it reserves only certain specific functions for itself and delegates others to the agency director who, in turn, may delegate to the professional staff.
- 4) that the authority and administrative functions reserved by the board, as well as those delegated to the agency director, are specific and well delineated.

Though this particular model traditionally has been presented as the one in operation in board-controlled agencies, it has, perhaps, offered an unnecessarily idealistic and distorted view of the distribution of authority and administrative functions in recreation agencies, a view that may have been

further distorted by recreation literature's assignment of specific powers and functions to both boards and agency directors without benefit of any substantiating inquiry to support such statements. In other words, recreation scholars and professionals alike have nearly always (beginning with the very first published work on the administration of recreation services and repeated, with slight modification, in nearly every successive work) "proclaimed" that the authority and functions of boards and agency directors are separate, specific and distinct. And, furthermore, it is "assumed" that all boards and agency directors know, accept and operate in accordance with these specified lists. Considering these circumstances, it is no wonder the board-director relationship usually is referred to in idealistic terms and that seldom, if ever, is any mention made of potential problems.

But, unfortunately, in real agencies problems can and, all too often, do exist. Even a cursory examination of the implications of the traditional organizational model (as seen on page 3) will reveal several potential problems:

- 1) Boards may not necessarily function as a single entity. At various times, it is entirely possible that they may be fragmented not only in internal relationships but also in their relationship with the agency director or professional staff.
- 2) Boards may not necessarily delegate portions of their authority to the agency director. It is entirely possible for any board to reserve all authority to itself and, in effect, isolate the agency director from the decision-making process. Also, the reverse is possible, wherein the agency director (by any of many different means) usurps all authority (regardless of legitimacy) and isolates the board from the decision-making process.
- 3) Boards also may not delegate any particular administrative functions to the agency director, either by reserving all such functions for themselves or by simply neglecting (either through ignorance or inaction) to so delegate. And, again, the reverse is possible, wherein the agency director usurps the functions of the board and isolates it from legitimate processes.
- 4) It is also within the realm of possibility that specific administrative functions for both board and director (as listed in the traditional literature) may not be known; may not be accepted, even if known; or may not be put into operation in either case.

Purpose of the Study

It is therefore the purpose of this study to attempt to accomplish the following seven objectives:

- 1) to determine if the ability of board chairmen to identify the various administrative functions that supposedly take place within all recreation agencies (regardless of whether those functions are board functions or director functions) is significantly different from the ability of agency directors to identify these same functions.
- 2) to determine if board chairmen and agency directors, as a group, identify those functions traditionally considered board functions in a significantly different manner than they identify those functions traditionally considered agency director functions.
- 3) to determine if board chairmen identify board functions in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director functions in a significantly different manner than do board chairmen (i.e., to determine if there is any significant interaction among the variables).
- 4) to determine if the ability of board chairmen to identify day-to-day tasks (regardless of whether they are board-related tasks or director-related tasks) is significantly different from the ability of agency directors to identify these same tasks.
- 5) to determine if board chairmen and agency directors as a group identify board-related tasks in a significantly different manner than they identify director-related tasks.
- 6) to determine if board chairmen identify board-related tasks in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director-related tasks in a significantly different manner than do board chairmen (i.e., to determine if there is any significant interaction among variables).
- 7) to determine which functions and tasks (regardless of whether they are board-related or director-related) are most accurately identified (i.e., agree with the literature) by both board chairmen and agency directors.

Limitations

This study is limited by the fact that it must deal with the perceptions of those surveyed. In other words, the way in which these individuals (board chairmen and agency directors) see the operation of their respective agencies may not, in fact, be the way they operate.

Delimitations

Delimitations are as follows:

(1) It was not the purpose of this study to determine the validity of the traditional job functions ascribed to board chairmen and agency directors. Nor was it the purpose of this study to determine if this list is complete, but rather to determine the extent of agreement between board chairmen and agency directors and the conformity of such agreement from agency to agency.

(2) For the purposes of this study, investigation was limited to Kansas public recreation agencies that have a governing board with at least minimal legislated authority.

Definitions

Board - "A number of persons appointed or elected to sit in council for the management or investigation of a public or private business, trust or other organization or institution" (Webster's, p. 243). In this instance persons appointed or elected to sit in council for the management of a public recreation agency.

Board Chairman - "The head officer of an organization or committee who is entitled to preside at its meetings and usually to exercise some authority in carrying out its affairs" (Webster's, p. 370). In this instance the head officer (either elected or appointed) of a recreation agency's board.

Agency Director - "The head or chief of an organized occupational group" (Webster's, p. 641). In this instance the individual hired by the board to supervise the activities and staff of the recreation agency.

Traditional Job Functions of Boards -

(1) To define the purpose of the agency, set goals and make general policy harmonizing with them.

(2) To maintain the highest possible quality and standard of recreation service.

(3) To keep public officials informed of the status and progress of recreation services.

(4) To insure that the agency has an adequate system of recreation areas and facilities.

(5) To establish a sound fiscal plan to achieve recreational goals.

(6) To assure sound personnel policies and maintain adequate working facilities for the agency staff.

(7) To interpret recreation policies to the community and to encourage the public's interest and participation in policy and program matters.

(8) To study and analyze the recreation needs of the community.

(9) To evaluate the services of the recreation system in relation to its purpose, goals and objectives and to make changes as necessary.

The above nine job functions of recreation boards are a composite of those listed in the major works of recreation literature. These particular works are listed in the bibliography and discussed in detail in Chapter II.

Traditional Functions of Agency Directors -

(1) To plan the things that need to be done and the methods for doing them to accomplish agency goals.

(2) To organize the structure through which work subdivisions are defined and arranged to accomplish tasks.

(3) To determine the resources the agency needs (personnel and material) and to allocate them for proper utilization.

(4) To oversee and direct the agency's activities and programs to insure they meet objectives.

(5) To coordinate the various activities and programs to insure they function in harmony and synchronize in effort.

(6) Planning, accounting and day-to-day supervision of the budget.

(7) To evaluate the staff, activities and program to determine if objectives are being met or if improvements are needed.

The above seven functions of an agency director are a composite of those listed in the major works of recreation literature. These particular works are listed in the bibliography and discussed in detail in Chapter II.

CHAPTER II

LITERATURE SURVEY

It is the purpose of this chapter to trace the development of current concepts of the administrative functions supposedly performed in public recreation agencies. Particular emphasis was given to those functions traditionally considered to be board-related functions and to those considered to be agency director-related functions.

In an attempt to aid systematic study, the development of these concepts was examined chronologically as they were discussed in the major publications that deal with the administration of recreation services.

1937

In tracing the development of these concepts it first was necessary to begin with a work that not only is outside the field of recreation administration but also was published a few years prior to the appearance of the first specific text on recreation administration. This publication is Luther Gulick's Notes on the Theory of Organization. In this book, Gulick was the first to propose and categorize the various functional elements of the work of a chief executive.

His proposal was "POSDCORB," the now famous acronym made of the first initials of the seven elements which he considered to be the major duties of any chief executive. These are:

"Planning, that is working out in broad outline the things that need to be done and the methods for doing them to accomplish the purpose set forth for the enterprise;

Organizing, that is the establishment of the formal structure of authority through which work subdivisions are arranged, defined and coordinated for the defined objective;
 Staffing, that is the whole personnel function of bringing in and training the staff and maintaining favorable conditions of work;
 Directing, that is the continuous task of making decisions and embodying them in specific and general orders and instructions, and serving as the leader of the enterprise;
 Coordinating, that is the all-important duty of interrelating the various parts of the work;
 Reporting, that is keeping those to whom the executive is responsible informed as to what is going on, which thus includes keeping himself and his subordinates informed through records, research and inspection;
 Budgeting, with all that goes with budgeting in the form of fiscal planning, accounting and control."

Although he was probably unaware of it at the time, his simple acronym was to have a profound effect on the study of administration in a multitude of fields, not the least of which was the administration of recreation services.

The year 1937 also marked the entry of recreation literature into topics of administrative concern with the publication in Recreation magazine of an article by Clyde Doyle, entitled "The Duties of a Recreation Board Member." In this brief, but concise article, Doyle outlined a specific set of duties that he felt were the essential functions of all board members. His thoughts were:

The interpretation of the community recreation program to public officials and to general citizenship in terms of adequate moral and financial support.
 The maintenance of high standards in recreation leadership and in quality of program service.
 The selection of the recreation executive or superintendent and the defining of the scope of his powers and duties.
 The appointment, upon recommendation of the recreation executive, of all employees and the determination of their functions and duties.
 The determination and establishment of the general policies to be followed in carrying out the purpose for which the department was established.
 The consideration of and passing judgment upon the recommendations coming from any source outside the department, especially if such suggestions involve matters of general policy.
 Approval of budget and securing of the required funds.
 The authorization of expenditures within the budget granted and the careful examination of expenditures.

A strict accounting to the people of the community through the proper fiscal authorities of the use of all funds.
 A full report to the public of all the activities of the department during the year.

Although Doyle limited his article to this single topic and showed no concern with either the duties of the agency director or the relationship between the board and director, his article was also to have considerable effect on the future of administrative thought in the field of recreation.

1940

A few years after Gulick's treatise, George D. Butler published his text Introduction to Community Recreation (the first specific work on the administration of recreational services). Although there is no real indication that Butler was aware of or influenced by Gulick's work, there are certain similarities in the presentation of the various elements of the functions of an agency director. Whereas Gulick summed his ideas up in POSDCORB, Butler listed his concept of the major duties of the director as Staffing, Programing, Financing, Development and Maintenance of Areas and Facilities, Records and Reports, Research, and Public Relations. Comparison of Gulick's "POSDCORB" with Butler's concepts will show particular similarities between several items. But in addition to similarities, such a comparison also points out several areas in which these two are dissimilar as well. Gulick was most concerned with identifying and categorizing particular responsibilities of all executives, whereas Butler grouped many of Gulick's functions together and then concentrated on the aspects of directorship that are peculiar to a recreation agency (e.g., programing and areas and facilities).

Butler also expressed some interest in the functions of an administrative board, but not much, for he limited his total discussion on this topic to a direct quotation of Doyle's list published three years earlier in Recreation magazine.

1945

The next publication dealing specifically with administration of recreation services did not appear until five years later, but made immediately obvious the fact that Butler's influence was extensive. In fact, in this publication (Municipal Recreation Administration published by the International City Managers Association) Butler's list of functions of an agency director was restated almost verbatim. However, in contrast to Butler, the ICMA expressed no interest in the functions of the board. As a matter of fact, the whole concept of boards, their responsibilities, and functions is so obviously lacking that it almost seems to have been deliberately avoided.

1948

In this year Harold D. Meyer and Charles K. Brightbill first published their two major works--Community Recreation: A Guide to Its Organization and Recreation Administration: A Guide to Its Practices. As the authors themselves acknowledged, Recreation Administration deals with the major aspects of recreation administration whereas Community Recreation concerns itself with the "whys" and the informative "where" of recreation and offers only a much diluted version of the material presented in the first work.

For our purposes here, a brief examination of the concepts in Recreation Administration will serve suitably to demonstrate Meyer and Brightbill's thoughts on the functions of boards and agency directors.

As a point in fact, these authors were extremely influenced by Butler. The entire contents of this particular book were organized into sections that were drawn from Butler's list of functions of the agency director, with only very slight modification. It also should be noted that their discussion of these functions (in Recreation Administration) was presented in greater detail than in any other publication on recreation administration before or since.

In contrast to their treatment of director functions, however, they limited discussion on the functions of the board and presented no discussion at all on the relationships that should exist between a board and an agency director. In fact, it is most puzzling as to why this void exists for early in Recreation Administration they acknowledge as the highest administrative level a "Policy Level" and even indicate that it is usually an external board of some type. It would seem that in a book designed primarily as a handbook for agency directors, board functions is a topic that should have merited more examination.

1950

In the March and April issues of Recreation magazine of this year, Roy Sorenson published a two-part article entitled "Functions and Duties of Boards," in which he dealt specifically with the title topic. And, as with Meyer and Brightbill, his is a classic treatment that was not matched in depth for many years. But in being so specific, he made no attempt to deal with the functions of the agency director or the relationship necessary between the board and director.

Sorenson's March article gave the functions of the board as a nine-point list that, although it differs considerably in wording, is remarkably similar in concept to that proposed by Doyle in 1937, with the major difference between the two being Sorenson's addition of the functions dealing with the performance of legislated responsibility and the responsibility for property.

1963

After a thirteen-year period without any major recreation work being produced, Jay Shivers published Leadership in Recreation Services. And although his text was very specifically directed toward a discussion of the philosophical and practical aspects of leadership, he did briefly discuss the

functions of an agency director. Again Butler's influence can easily be seen for Shivers' discussion paralleled Butler's to a remarkable degree. However, as in other works, Shivers neglected a discussion of the functions of a board and any examination of the relationship necessary between a board and an agency director.

1964

In 1964 Lynn S. Rodney published his text Administration of Public Recreation and in doing so became the first individual to deal extensively and in depth with both the functions of a board (the sole topic of Chapter 5) and the functions of an agency director (the topic of Chapter 2).

Rodney listed the functions of an agency director as Planning, Organizing, Staffing and Resourcing, Directing, Coordinating, Controlling, and Evaluating--a list that shows considerable influence from Gulick--an influence that was further emphasized in the discussion that followed. However, Rodney went one step further and was the first to attempt a merger of Gulick's general concepts with Butler's concepts, as directed specifically toward recreation.

In Rodney's chapter entitled "Board and Executive Relationships," he began with a list of specific functions of boards that showed the direct influence of both Doyle and Sorenson. And in the discussion that followed, as could be expected, Rodney closely paralleled the discussion of his predecessors.

Perhaps Rodney's greatest influence lies not in any original concepts that he put forth, but rather in the fact that he was the first to truly bring all the various facets that had been developing (even as recreation had been developing as a distinct field of administration) and discussed them as a whole in the light of how they are related.

Viewed from this vantage point, it is possible to view his work as possibly the most significant and influential of all works on recreation administration.

1966

The next major publication was Richard Kraus' Recreation Today, and even though this work was directed toward program planning, it did discuss briefly the functions of the executive. Kraus' list of these functions paralleled Butler's to a great extent, but with additional influence that can probably be attributed to Rodney as indicated by Kraus' acknowledgement of an extensive area that he called "administrative responsibilities" and discussed in terms quite similar to Rodney.

Beyond this brief discussion on the functions of the director, Kraus had no further comments to make on the other facets of recreation administration that are of concern to this review.

1968

In 1968 Robert E. Sternloff published an article in Parks and Recreation magazine (formerly Recreation) entitled "Recreation and Park Boards: Guidelines for New Members to Increase Their Effectiveness." In this article Sternloff was the first (and only) author to break away from the traditional list of functions of the board. However, this is not to say that particular influences cannot be found in his material, but rather that he, to varying extents, redefined many of the concepts and abstracted others.

Perhaps the most significant of his concepts was that of the agency director as a "de facto" member of the board through his role as technical advisor--a concept that was quite different from Butler's thought that the agency director is the "servant" of the board.

In Sternloff's discussion it became apparent that it was not that he differed so much in what he defined as the functions of the board and the agency director (for his specific mention of certain "duties" was similar to his predecessors'), but rather that he proposed a new concept of what the board is and what its relationship to the agency should be.

1972

The next major work to be published was George Hjelte and Jay Shivers' joint book Public Administration of Recreational Services. Basically much that appears in this text seems to be an extension of what was in Shivers' earlier work Leadership in Recreational Services, but with a few additional comments on the functions of boards and on the board/director relationship.

In particular, rather than develop a list of the functions of the board or agency director, they tended to discuss the topic in terms of the "scope" of "recreational service administration," a concept that seems to combine the usual functions of the board with the functions of the director and in which the only clear distinction made was that "policy making is not a responsibility of administration." Unfortunately, however, they never quite managed to explain in sufficient detail the various aspects of "recreational service administration," and the reader is left mostly with confusing and conflicting ideas.

1973

The year following Hjelte and Shivers' publication of their text, Richard Kraus and Joseph Curtis co-authored a book entitled Creative Administration in Recreation and Parks.

The particularly interesting aspect of this publication was the list of functions of the agency director. In Kraus' 1966 text Recreation Today he closely paralleled Butler, but in this new work he (and Curtis) made a

drastic shift from the Butler concept of specific recreation functions to the Gulick-Rodney tradition of "POSDCORB."

On the functions of boards, Kraus and Curtis listed eight separate activities that follow closely in the tradition of Doyle, but, again, with considerable influence from Rodney's development of the functions of the board.

1976

The latest published text that concerns itself with topics of administrative functions is Joseph P. Bannon's Leisure Resources: Its Comprehensive Planning. And while this book's primary direction was toward developing a methodology for comprehensive planning of recreational services, it contains a section on the organization and administration of "leisure services."

In this section Bannon's comments on the functions of the board and director were extremely limited, but what he did do was discuss, to a considerable extent, the board-director relationship--a discussion in which he was the first to openly acknowledge potential conflict *resulting from poorly defined areas of authority and functions*. But unfortunately, he did nothing in his own book to help alleviate this problem.

CHAPTER III

PROCEDURES

This study was designed to determine if board chairmen and agency directors of selected Kansas recreation agencies recognize and agree upon the traditional list and separation of functions and tasks as ascribed to them by a consensus of the authors writing on the administration of recreation services.

Selection of Subjects

To begin this study, it was first necessary to compile a list of all Kansas municipalities that have recreation agencies and, further, to determine from their organizational structure which operated under a controlling board of directors. From this initial list it was determined that 31 recreation agencies met the basic criteria. Since this was such a small number a decision was made to survey all 31 agencies. At the same time, another decision was made to limit the survey to board chairmen (rather than every individual board member) and agency directors in an attempt to simplify data analysis. This decision was based on the assumption that board chairmen occupy a leadership position in the agency and should be reasonably aware of the various administrative aspects of the operation of the agency they serve.

Development of the Questionnaire

General development of the questionnaire began with the following conclusions based on information revealed by the literature survey:

- 1) that recreation literature has developed a traditional list of administrative functions that are supposedly recognized, understood and performed by most, if not all, boards of directors and agency directors.
- 2) that these traditional lists of functions are specific as to which are board functions and which are agency director functions and, further, that these functions relate directly to specific day-to-day tasks performed in all agencies.
- 3) and finally, that these lists of separate and specific administrative functions are, in fact, highly uniform and show remarkable consistency and consensus throughout the major publications dealing primarily with the administration of recreation services.

Drawing upon these conclusions in conjunction with the stated objectives of this study (see p. 5, Chapter I), a decision was made to attempt to assess how well board chairmen and agency directors recognize and agree upon the traditional list and separation of administrative functions and tasks ascribed to them by recreation literature.

In an effort to accomplish this task (and in the absence of any similar research), the researcher designed a two-part questionnaire, based entirely on these traditional functions and tasks. This initial instrument was then conveyed to a panel of research specialists on the Kansas State University campus. This panel, in turn, suggested several minor revisions (which were immediately incorporated) and assessed the test instrument as having the potential of collecting the necessary data.

The rationale and specific development of the test instrument is shown in the following two sub-sections.

Part I

An initial decision was made that a composite list of the traditionally identified functions (for both boards and agency directors) would serve as the basis for testing whether board chairmen and agency directors can accurately identify those functions ascribed to their respective positions (objectives one through three as seen on p. 5, Chapter I).

Seven specific board functions and nine agency director functions (Rodney, pp. 27, 28 and 96) were selected as representative of the literature and restated in question form. These were to be answered on a Likert-type scale which assesses primary responsibility for performance of the function by offering five response choices as follows:

- 1) Board Only.
- 2) Mostly Board, but with input from the Director.
- 3) Both Board and Director equally.
- 4) Mostly Director, but with input from the Board.
- 5) Director Only.

Part II

Again, a decision was made that a composite list of the day-to-day tasks (both board-related and agency director-related) necessary for the operation of any recreation agency would serve as a basis for testing whether board chairmen and agency directors can accurately identify those tasks related to their respective positions (objectives three through six, p. 5, Chapter I).

In the search for similar research it was discovered that the Organizational Climate Descriptive Questionnaire developed by Halpin and Croft contains a segment which assesses the extent of authority and control exercised in a school system by identifying who performs specific day-to-day tasks. An adaptation of their test instrument was made by the researcher and through consultation with the above-mentioned research specialists, it was agreed that the adaptation would serve to collect the necessary data.

Basically, this adaptation resulted in 26 questions that focus on the major day-to-day tasks (both board-related and agency director-related)

necessary for the successful operation of any agency. These questions were answered on a six-point Likert type scale as follows:

- 0) This Task is not performed in our Agency
- 1) Board Only
- 2) Mostly Board, but with Input from Director
- 3) Both Board and Director Equally
- 4) Mostly Director, but with input from Board
- 5) Director Only

Duplications of both parts of the test instrument are located in Appendix A and B respectively.

Informed Consent

Each questionnaire incorporated a cover letter explaining the purpose of the research, its benefits, an offer to provide additional information (with an address for inquiries) and a request for the subject's voluntary participation. Also, each questionnaire had attached to it a Human Rights and Welfare Statement (requiring the subject's signature) which again stated the purpose of the research, provided a procedure for withdrawal from the study and, again, assured confidentiality of information provided.

Subject Risk

The nature of this research project was such that it required no physical involvement whatsoever on the part of any subject at any time. Each subject's involvement was limited to filling out a simple questionnaire and returning it to the researcher. Therefore, no subject ever was exposed to any personal risk or physical danger.

The questionnaire involved in this research was sent only to subjects who were either employees of public, tax-supported recreation agencies or members of the board of directors of such agencies. No question asked

involved information which was either personal or confidential in nature. Rather, all questions were concerned with information about the administrative operation of such agencies which is, by Kansas Statute, a matter of public record.

Questionnaire Administration Procedures

A packet containing two questionnaires (with Human Rights and Welfare Statements), two return mail envelopes and a cover letter explaining the nature of the research was sent to each of the 31 agency directors. In the cover letter each agency director was asked to complete one copy of the questionnaire and to give one copy to the chairman of his/her agency's board for completion and return.

Approximately two weeks after the initial mailing, a follow-up letter was sent to all those agencies not responding asking for their cooperation and return of completed questionnaires. Then after approximately two more weeks, additional copies of the questionnaire were sent to those remaining agencies that still had not responded in full.

After all survey forms had been collected, it was realized that a printing error on the initial questionnaire had resulted in the return of numerous forms from board chairmen without any information as to the agency with which they were associated. This situation was corrected by the researcher's making phone calls to all concerned agencies and collecting the necessary information verbally.

These activities produced results as seen in Table 1.

Collection of the Data

The questionnaire was self-administered by board chairmen and agency directors and returned to the researcher by mail. Upon receipt of the questionnaires the data was transferred to Fortran Computer Cards and separate

TABLE 1.--Agencies Surveyed

Total Agencies surveyed	31
Returns by both Board Chairman and Agency Director	19
Returns by Agency Director only	5
Returns by Board Chairman only	0
No returns	7

mean scores for each individual respondent were calculated for Board Functions and Director Functions of Part I as were separate mean scores for Board Tasks and Director Tasks of Part II. To do this the scores of the Director Functions were recorded as they were indicated on the questionnaire, but it was necessary to invert the scores on all Board Functions so that in each instance (both Board and Director Functions) a score of five would indicate a correct response (agreement with the literature) and a score of one would indicate an incorrect response (disagreement with the literature). The same process was repeated for Board Tasks and Director Tasks of Part II with one additional step required. Since the second part of the questionnaire allowed for a sixth response (This task is not performed in our agency) it was necessary to subtract each such response from the total 13 possible responses in the two categories (Board Tasks and Agency Director Tasks) and adjust the mean score calculations accordingly.

As a final step separate frequency distribution tables were prepared for all Board Functions, Director Functions, Board Tasks and Director Tasks.

Analysis of the Data

For both Part I and Part II of the questionnaire, a one-way analysis of variance with repeated measures was used to treat the data. This resulted in the construction of two 2 X 2 bivariate tables (see figures 2 and 3) with testing for equal row means and testing for equal column means. The data also

were tested for interaction between variables. The F ratios were tested for significance at the .05 alpha level.

	Director Functions	Board Functions
Agency Director		
Board Chairman		

Figure 2. Bivariate Table for Part I

	Director Tasks	Board Tasks
Agency Director		
Board Chairman		

Figure 3. Bivariate Table for Part II

Additionally, frequency distribution tables were prepared to indicate frequency of responses for both board chairmen and agency directors for the separate categories of Board Functions, Director Functions, Board Tasks and Director Tasks. Observation of the distribution of these responses allowed the researcher to determine those functions and tasks board chairmen and agency directors identified in accordance with the literature. Beyond frequency of response and percentage of response, no further statistical analyses were applied to these frequency distributions.

CHAPTER IV

ANALYSIS AND PRESENTATION OF THE DATA

Data Collection

The selection and administration of the questionnaire were carried out in accordance with the procedures discussed in Chapter III. A one-way analysis of variance with repeated measures was used to treat the data, which were arranged in two bivariate tables (see Figures 2 and 3, p. 24, Chapter III). The statistical procedure used tested for main effect mean differences between positions (Board Chairmen vs. Agency Directors), between functions or tasks (Board Function or Task vs. Agency, Director Function or Task) and for simple effects between position and function or task (interaction between variables). The F ratios were calculated with actual probabilities for a greater F value and were tested at the .05 alpha level.

Additionally, frequency distribution tables were constructed for each separate category of response (Board Function, Director Function, Board Task and Director Task).

Presentation of the Data

The data pertaining to each of the seven specific objectives listed on p. 5, Chapter I are related in the following sub-sections.

Objective 1

Objective 1 was designed to determine if the ability of board chairmen to identify the various administrative functions (regardless of whether they are board functions or director functions) was significantly different from

the ability of agency directors to identify those same functions. The data related specifically to Objective 1 are to be found in analysis of variance summary Table 2 following this discussion.

The statistical analysis ($F=.05$) revealed there was no significant difference between the way board chairmen identify administrative functions and the way agency directors identify those same administrative functions.

TABLE 2.--Analysis of Variance Summary Table

Source of Variation	df	Sums of Squares	Mean Squares	F Ratio	P > F
Board Chairmen vs. Agency Directors	1	.024	.024	.05	.8173
Board Function vs. Director Function	1	81.81	81.81	184.78	.0001
Interaction	1	.374	.374	.84	.3643
Within Cells (Error Term)	36	15.94	.4427		

Objective 2

Objective 2 was designed to determine if board chairmen and agency directors (as a group) identify those functions traditionally considered board functions in a significantly different manner than they identify those functions traditionally considered agency director functions. The data related specifically to Objective 2 are found in analysis of variance summary Table 2.

The statistical analysis ($F=184.78$) revealed there is a significant difference between the way board functions are identified and the way agency director functions are identified. Or, to put it in different terms, board chairmen and agency directors as a group more accurately identify agency director functions than board functions.

Objective 3

Objective 3 was designed to determine if board chairmen identify board functions in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director functions in a significantly different manner than do board chairmen (i.e., to determine if there is any significant interaction among variables). The data related specifically to Objective 3 are found in analysis of variance summary Table 2.

The statistical analysis ($F=.84$) revealed no significant interaction between variables. Or, again, to put it in different terms, board chairmen did not identify board functions with any more accuracy than did agency directors, nor did agency directors identify director functions with any more accuracy than did board chairmen.

Objective 4

Objective 4 was designed to determine if the ability of board chairmen to identify day-to-day tasks (regardless of whether the tasks are board-related or director-related) is significantly different from the ability of agency directors to identify these same tasks. The data related specifically to Objective 4 are found in analysis of variance summary Table 3, following this discussion.

The statistical analysis ($F=.35$) revealed there is no significant difference between the way board chairmen identify day-to-day tasks and the way board chairmen identify those same tasks.

Objective 5

Objective 5 was designed to determine if board chairmen and agency directors (as a group) identify board-related tasks in a significantly different manner than they identify director-related tasks. The data related to Objective 5 are found in analysis of variance Table 3.

TABLE 3.--Analysis of Variance Summary Table

Source of Variation	df	Sums of Squares	Mean Squares	F Ratio	P > F
Board Chairmen vs. Agency Directors	1	.1781	.1781	.35	.5585
Board Tasks vs. Director Tasks	1	35.72	35.72	69.90	.0001
Interaction	1	.0398	.0398	.08	.7817
Within Cells (Error Term)	36	18.39	.5109		

The statistical analysis ($F=69.90$) revealed there is a significant difference between the way board-related tasks are identified and the way director tasks are identified. Or, again, to put it in different terms, board chairmen and agency directors, as a group, more accurately identify director-related tasks than they identify board-related tasks.

Objective 6

Objective 6 was designed to determine if board chairmen identify board-related tasks in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director-related tasks in a significantly different manner than do board chairmen (i.e. to determine if there is any significant interaction among variables). The data related specifically to Objective 6 are to be found in analysis of variance summary Table 3.

The statistical analysis ($F=.08$) revealed there is no significant interaction between the variables. Or, again, to put it in different terms, board chairmen did not identify board-related tasks with any more accuracy than did agency directors, nor did agency directors identify director-related tasks with any more accuracy than did board chairmen.

Objective 7

Objective 7 was designed to determine which functions and tasks (regardless of whether they are board-related or director-related) are most accurately identified by both board chairmen and agency directors. "Accurately identified" was defined as being 50% or more of the individuals responding scoring either four or five on a particular question. This indicated that they were in substantial agreement with the literature on that particular function or task. The data related to Objective 7 are found in frequency distribution Tables 4, 5, 6 and 7 of this section.

Examination of Tables 4 and 5 revealed that neither board chairmen nor agency directors were ever in agreement with the literature on any board function and, conversely, these same individuals were in 100% agreement with the literature on all agency director functions.

Examination of Tables 6 and 7 revealed that both board chairmen and agency directors agreed with the literature on eight out of 13 board-related tasks (60 per cent accuracy) and both agreed with the literature on all 13 director-related tasks (100 per cent accuracy). Or, to state these two observations in slightly different terms, board chairmen and agency directors saw all functions and 70 per cent of all tasks as the primary responsibility of the agency director.

Discussion of the Results

During development of the literature review, it quickly became obvious that almost without exception, the authors of the major texts on recreation administration were in substantial agreement as to what constitutes the administrative functions of recreation boards and the administrative functions of recreation agency directors. At the same time, it was equally obvious that these authors were in substantial agreement that most, if not all,

TABLE 4.--Frequency Distribution of Responses on Board Functions

Board Functions (questionnaire #)	Position	frequency			Board Only	50% or More Agree with Literature*
		Director Only	Mostly Director	Both Equally		
				%		
Defining the purpose of the agency, setting goals and making general policy harmonizing with them. (1)	Directors	1 5%	4 21%	6 32%	7 37%	1 5%
	Chairmen	2 11%	8 42%	1 5%	8 42%	0 0%
Maintaining the highest possible quality and standards of recreation services. (5)	Directors	1 5%	9 47%	7 37%	2 11%	0 0%
	Chairmen	3 16%	8 42%	7 37%	1 5%	0 0%
Keeping public officials informed of the status and progress of recreation services. (6)	Directors	7 37%	6 32%	6 32%	0 0%	0 0%
	Chairmen	2 11%	15 79%	1 5%	0 0%	1 5%
Insuring that the agency has an adequate system of recreation areas and facilities. (9)	Directors	2 11%	2 11%	14 74%	1 5%	0 0%
	Chairmen	2 11%	4 21%	8 42%	4 21%	1 5%

TABLE 4 (Continued)

Board Functions (questionnaire #)	Position	Director Only	Mostly Director	Both Equally frequency - %	Mostly Board	Board Only	50% or More Agree with Literature*
Establishing a sound fiscal plan to achieve agency goals. (10)	Directors	4 21%	5 26%	9 47%	0 0%	1 5%	N0
	Chairmen	4 21%	7 37%	5 26%	3 16%	0 0%	N0
Assuring sound personnel policies and maintaining adequate working facilities for agency staff. (12)	Directors	12 63%	4 21%	3 16%	0 0%	0 0%	N0
	Chairmen	9 47%	7 37%	2 11%	1 5%	0 0%	N0
Interpreting recreation policies to the community and encouraging the public's interest and participation in policy and program matters. (13)	Directors	4 21%	9 47%	3 16%	3 16%	0 0%	N0
	Chairmen	7 37%	8 42%	4 21%	0 0%	0 0%	N0
Studying and analyzing the recrea- tion needs of the community. (14)	Directors	4 21%	9 47%	3 16%	3 16%	0 0%	N0
	Chairmen	2 11%	9 47%	6 32%	2 11%	0 0%	N0

TABLE 4 (Continued)

Board Functions (questionnaire #)	Position	Director Only	Mostly Director	Both Equally frequency %	Mostly Board	Board Only	50% or More Agree with Literature*
Evaluating the services of the recreation system in relation to its purpose, goals and objectives and making changes as necessary. (15)	Directors	4 21%	11 58%	1 5%	3 16%	0 0%	NO
	Chairmen	4 21%	8 42%	4 21%	3 16%	0 0%	NO

Note: All percentage points were rounded off to the nearest whole point; as a result, some rows total 101%.

*For Board Functions this column represents the sum of responses found under "Mostly Board" and "Board Only."

TABLE 5.--Frequency Distribution of Responses on Director Functions

Director Functions (questionnaire #)	Position	Board Only	Mostly Board	Both Equally frequency %	Mostly Director	Director Only	50% or More Agree with Literature*
Planning the things that need to be done and the methods for doing them to accomplish goals. (2)	Directors	0 0%	1 5%	1 5%	10 53%	7 37%	YES
	Chairmen	0 0%	1 5%	4 21%	7 37%	7 37%	YES
Organizing the structure through which work subdivisions are defined and arranged to accomplish tasks. (3)	Directors	0 0%	0 0%	1 5%	4 21%	14 74%	YES
	Chairmen	0 0%	1 5%	2 11%	3 16%	13 68%	YES
Determining the resources the agency needs (personnel and material) and allocating them for proper utili- zation. (4)	Directors	0 0%	0 0%	2 11%	9 47%	8 42%	YES
	Chairmen	0 0%	0 0%	2 11%	9 47%	8 42%	YES
Overseeing and directing the agency's activities and programs to insure they meet objectives. (7)	Directors	0 0%	1 5%	0 0%	3 16%	15 79%	YES
	Chairmen	0 0%	1 5%	1 5%	5 26%	12 63%	YES

TABLE 5 (Continued)

Director Functions (questionnaire #)	Position	Board Only	Mostly Board	Both Equally frequency %	Mostly Director	Director Only	50% or More Agree with Literature*
Coordinating the various activities and programs to insure they are functioning in harmony and syn- chronized in effort. (8)	Directors	0 0%	0 0%	1 5%	4 21%	14 74%	YES
	Chairmen	0 0%	0 0%	0 0%	3 16%	16 84%	YES
Planning, accounting and day-to-day supervision of the budget. (11)	Directors	0 0%	0 0%	1 5%	3 16%	15 79%	YES
	Chairmen	0 0%	0 0%	0 0%	4 21%	15 79%	YES
Evaluating the staff, activities and program to determine if objec- tives are being met or if improve- ments are needed. (16)	Directors	0 0%	0 0%	1 5%	7 37%	11 58%	YES
	Chairmen	0 0%	3 16%	1 5%	5 26%	10 53%	YES

Note: All percentage points were rounded off to the nearest whole point; as a result, some rows total 101%.

*For Director Functions this column represents the sum of responses found under "Mostly Director" and "Director Only."

TABLE 6.--Frequency Distribution of Responses on Board Tasks

Board Tasks (questionnaire #)	Position	Director Only	Mostly Director	Both Equally frequency - %	Mostly Board	Board Only	No Such Task**	50% or More Agree with Literature*
Organizes agendas for board meetings. (2)	Directors	16 89%	0 0%	0 0%	0 0%	2 11%	1	NO
	Chairmen	18 95%	0 0%	0 0%	0 0%	1 5%	0	NO
Sets rules and procedures for the board. (4)	Directors	2 11%	0 0%	0 0%	0 0%	17 89%	0	YES
	Chairmen	3 16%	0 0%	0 0%	0 0%	15 83%	1	YES
Makes final decisions as to what programs the agency will offer. (5)	Directors	9 50%	0 0%	2 11%	0 0%	7 39%	1	NO
	Chairmen	9 50%	0 0%	2 11%	0 0%	7 39%	1	NO
Makes facility development decisions. (8)	Directors	4 25%	0 0%	1 6%	0 0%	11 69%	3	YES
	Chairmen	4 22%	0 0%	3 17%	0 0%	11 61%	1	YES

TABLE 6 (Continued)

Board Tasks (questionnaire #)	Position	Director Only	Mostly Director	Both Equally	Mostly Board	Board Only	No Such Task**	50% or More Agree with Literature*
		frequency		%				
Makes policy decisions. (9)	Directors	3 17%	0 0%	0 0%	0 0%	15 83%	1	YES
	Chairmen	4 22%	0 0%	3 17%	0 0%	11 61%	1	YES
Makes work assignments for the board. (12)	Directors	1 7%	0 0%	0 0%	1 7%	13 87%	4	YES
	Chairmen	2 13%	0 0%	0 0%	2 13%	11 73%	4	YES
Hires all personnel. (14)	Directors	16 84%	0 0%	1 5%	0 0%	2 11%	0	NO
	Chairmen	12 71%	0 0%	3 18%	0 0%	2 12%	2	NO
Insures that board members have adequate qualifications. (17)	Directors	1 5%	0 0%	0 0%	0 0%	12 92%	6	YES
	Chairmen	1 10%	0 0%	0 0%	0 0%	9 90%	9	YES

TABLE 6 (Continued)

Board Tasks (questionnaire #)	Position	Director Only	Mostly Director	Both Equally	Mostly Board	Board Only	No Such Task	50% or More Agree with Literature*
			frequency %					
Corrects the mistakes of board members. (19)	Directors	0 0%	0 0%	0 0%	0 0%	15 100%	4	YES
	Chairmen	1 7%	0 0%	0 0%	0 0%	13 93%	5	YES
Maintains final control over the budget. (21)	Directors	4 21%	0 0%	0 0%	0 0%	15 79%	0	YES
	Chairmen	7 39%	0 0%	1 5%	0 0%	10 56%	1	YES
Acts as official representative of the agency at public and govern- mental meetings. (22)	Directors	11 58%	0 0%	5 26%	0 0%	3 16%	0	NO
	Chairmen	9 47%	0 0%	5 26%	0 0%	5 26%	0	NO
Insures each board member fully understands his/her responsi- bilities. (24)	Directors	6 32%	0 0%	0 0%	1 5%	12 63%	0	YES
	Chairmen	3 17%	0 0%	1 5%	0 0%	14 78%	1	YES

TABLE 6 (Continued)

Board Tasks (questionnaire #)	Position	Director Only	Mostly Director	Both Equally	Mostly Board	Board Only	No Such Task**	50% or More Agree with Literature*
		- frequency - %						
Evaluate the activities and programs of the agency. (26)	Directors	9 47%	0 0%	5 26%	0 0%	5 26%	0	NO
	Chairmen	6 32%	0 0%	5 26%	0 0%	8 42%	0	NO

Note: All percentage points were rounded off to the nearest whole point; as a result, a few rows may total 101%.

*For Board Tasks this column represents the sum of responses found under "Mostly Board" and "Board Only."

**Percentages were not figured for those responses indicating no such task.

TABLE 7.--Frequency Distribution of Responses on Director Tasks

Director Tasks (questionnaire #)	Position	Board Only	Mostly Board	Both Equally frequency - %	Mostly Director	Director Only	No Such Task**	50% or More Agree with Literature*
Organizes agendas for staff meetings. (1)	Directors	0 0%	0 0%	1 6%	0 0%	17 94%	1	YES
	Chairmen	0 0%	0 0%	2 12%	0 0%	14 88%	3	YES
Makes program scheduling decisions. (6)	Directors	0 0%	0 0%	1 5%	0 0%	18 95%	0	YES
	Chairmen	2 11%	0 0%	3 16%	0 0%	14 74%	0	YES
Makes facility use decisions. (7)	Directors	1 5%	0 0%	3 16%	0 0%	15 79%	0	YES
	Chairmen	1 6%	0 0%	4 22%	0 0%	13 72%	1	YES
Develops procedures for carrying out policy. (10)	Directors	3 16%	0 0%	1 5%	0 0%	15 79%	0	YES
	Chairmen	4 22%	0 0%	2 11%	0 0%	12 67%	1	YES

TABLE 7 (Continued)

Director Tasks (questionnaire #)	Position	Board Only	Mostly Board	Both Equally	frequency %	Mostly Director	Director Only	No Such Task**	50% or More Agree with Literature*
Prepares work schedules for the staff. (11)	Directors	0 0%	0 0%	1 5%	0 0%	0 0%	18 95%	0	YES
	Chairmen	1 5%	0 0%	2 11%	0 0%	0 0%	16 84%	0	YES
Makes personnel utilization decisions. (13)	Directors	2 11%	0 0%	1 5%	0 0%	0 0%	15 83%	1	YES
	Chairmen	2 11%	0 0%	1 5%	0 0%	0 0%	15 83%	1	YES
Dismisses personnel as necessary.	Directors	1 5%	0 0%	0 0%	0 0%	0 0%	18 95%	0	YES
	Chairmen	2 11%	0 0%	1 6%	0 0%	0 0%	15 83%	1	YES
Checks the expertise of staff members. (16)	Directors	1 5%	0 0%	0 0%	0 0%	0 0%	18 95%	0	YES
	Chairmen	0 0%	0 0%	0 0%	0 0%	0 0%	19 100%	0	YES

TABLE 7 (Continued)

Director Tasks (questionnaire #)	Position	Board Only	Mostly Board	Both Equally frequency %	Mostly Director	Director Only	No Such Task**	50% or More Agree with Literature*
Corrects the mistakes of staff members. (18)	Directors	0 0%	0 0%	1 5%	0 0%	18 95%	0	YES
	Chairmen	1 5%	0 0%	0 0%	0 0%	18 95%	0	YES
Maintains daily control over the budget. (20)	Directors	0 0%	0 0%	0 0%	0 0%	18 100%	1	YES
	Chairmen	0 0%	0 0%	1 5%	0 0%	17 95%	1	YES
Insures each staff member fully understands his/her responsi- bilities. (23)	Directors	0 0%	0 0%	0 0%	0 0%	19 100%	0	YES
	Chairmen	0 0%	0 0%	0 0%	0 0%	19 100%	0	YES
Evaluates the performance of all staff members. (25)	Directors	0 0%	0 0%	0 0%	0 0%	19 100%	0	YES
	Chairmen	1 6%	0 0%	1 6%	0 0%	16 88%	1	YES

TABLE 7 (Continued)

Director Tasks (questionnaire #)	Position	Frequency %					Director Only	Such Task**	50% or More Agree with Literature*
		Board Only	Mostly Board	Both Equally	Mostly Director	No			
Sets rules and procedures for staff. (3)	Directors	2 11%	0 0%	1 6%	0 0%	15 83%	1		YES
	Chairmen	0 0%	0 0%	0 0%	0 0%	17 100%	2		YES

Note: All percentage points were rounded off to the nearest whole point; as a result, a few rows may total 101%.

*For Director Tasks this column represents the sum of responses found under "Mostly Director" and "Director Only."

**Percentages were not figured for those responses indicating no such task.

board-controlled agencies operate in accordance with this "traditional" list of functions.

Therefore, based on this information as derived from the literature, it was initially assumed that both board chairmen and agency directors would be equally proficient at identifying those functions traditionally considered to be board functions and those functions traditionally considered to be agency director functions. And, since these traditional functions relate to specific day-to-day tasks performed in recreation agencies, it also was assumed that both individuals would be equally proficient at identifying their own and each other's day-to-day tasks.

But subsequent collection and analysis of the data did not serve to substantiate these basic assumptions. As reported earlier in this chapter, the data served to indicate that both board chairmen and agency directors are equally adept at identifying functions and tasks (both their own and each other's), but they do not identify these functions and tasks with a consistent degree of accuracy. In other words, both individuals identify all functions and approximately 70 per cent of all tasks as being the primary responsibility of the agency director and, conversely, they identify no functions and only approximately 30 per cent of all tasks as being the primary responsibility of boards.

Not only were these results contrary to the expectations of the literature review, they almost seem to deny the logic of the situation. In this instance, logic would seem to dictate that if one set of functions and tasks were being identified more correctly than the other, then that set of functions and tasks would most likely be identified correctly by the individuals performing them. Or, again, to use other words, if agency director functions and tasks are more consistently identified than are board functions and tasks, then it would seem logical to assume that agency directors would identify

their own functions and tasks more accurately than would board chairmen, if for no other reason than because they engage in these activities every day.

But as the data indicated, both board chairmen and agency directors identify agency director functions and tasks equally well and both were equally unable to identify board functions and tasks.

There seem to be several possible reasons for such a situation as this, all of which are discussed in the following paragraphs.

- 1) It is possible that neither recreation boards nor agency directors have any direct knowledge of the traditional list and separation of administrative functions as identified in the literature. This is a situation based on the possibility that neither group has been exposed to the literature dealing with the administration of recreation services. But, this probability seems feasible only when applied to recreation board members, since they are usually citizen appointees with little or no background in recreation services. This is not a very feasible explanation for agency directors, since they supposedly have not only had prior professional experience but also formal training and usually have had to meet state certification requirements, all of which would involve exposure to these concepts.
- 2) The situation also might exist in which agency directors are aware of the traditional list and separation of administrative functions but for some reason (or reasons) choose to ignore or disregard them and, further, choose not to acquaint their boards with this knowledge. In such a situation it is feasible that agency directors believe they need to keep their boards in ignorance for the following reasons:
 - a) They believe (for whatever reason) that as professionals they know best how to formulate and administer recreation policy and that a board's involvement or "interference" only contributes to inefficient delivery of recreation services to the agency's public;
 - b) They believe that selective ignorance is a means of consolidating most, if not all, power and authority in their position in the organizational structure; or, possibly,
 - c) They believe that the traditional list and separation of administrative functions have no real relevance in the actual operation of real agencies and, therefore, it is not necessary to burden their boards with irrelevant information.
- 3) There is also the possibility of a situation existing in which both board chairmen and agency directors are aware of the traditional list and separation of administrative functions, but both choose to ignore or disregard them because:
 - a) They both believe this traditional list and separation of administrative functions are not relevant to recreation agencies in general;

- b) They both believe this traditional list and separation of administrative functions are applicable to recreation agencies, in general, but not to their agency, in particular, because of extenuating circumstances; or, possibly,
 - c) They both believe the traditional list of administrative functions does not include those administrative functions actually necessary for the successful operation of a recreation agency.
- 4) And, finally, the possibility exists that in those agencies surveyed the board has (either formally or traditionally) delegated all functions and most tasks to the agency director and did, in fact, respond on the questionnaire in such a way as to describe accurately the actual operation of their agencies.

It was not the purpose of this study to determine why board chairmen and agency directors responded as they did, but simply to determine if these individuals recognize and accept the traditional list and separation of administrative functions as identified in the literature. But even so, the question of legitimacy and ultimate responsibility must be addressed.

It is fact that in the state of Kansas (in the particular agencies surveyed), the board is, by law, ultimately responsible for all actions and activities of that agency, not the least of which is the power to levy tax upon the public, without consultation with or approval of any other government body. This is a responsibility the likes of which is vested in few other local governmental bodies in the state, and certainly no other body with taxing authority has as few legislated controls as do board-controlled recreation agencies.

It is, therefore, imperative that these possible explanations for interpretations of the data, as collected, be examined in terms of how they fulfill the mandates of Kansas' enabling legislation for recreation agencies. And, in these terms only two of the possible solutions are acceptable:

- 1) That both the board chairman and agency director of each of the surveyed agencies do not feel that the traditional list and separation of administrative functions are the actual administrative functions necessary for the successful operation of an agency. This explanation is acceptable only in that it implies that they have deliberately and with forethought considered the problem and operate under a distinct, but different, set of administrative functions and,

- 2) That in those agencies surveyed the board has (either formally or traditionally) delegated all functions and most tasks to the agency director.

Only in these two situations do the implications indicate that the board has recognized and accepted its legal responsibilities. It follows that the implication of all the other possible situations is that the potential, if not actual fact, exists for boards' fulfilling neither their legal mandates nor their moral obligations to the public they serve.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to examine specific aspects of the administration of public recreation agencies in the state of Kansas in order to accomplish the following seven objectives:

- 1) To determine if the ability of board chairmen to identify the various administrative functions that supposedly take place within all agencies (regardless of whether those functions are board functions or director functions) is significantly different from the ability of agency directors to identify these same functions.
- 2) To determine if board chairmen and agency directors, as a group, identify those functions traditionally considered board functions in a significantly different manner than they identify those functions traditionally considered agency director functions.
- 3) To determine if board chairmen identify board functions in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director functions in a significantly different manner than do board chairmen (i.e., to determine if there is any significant interaction among the variables).
- 4) To determine if the ability of board chairmen to identify day-to-day tasks (regardless of whether they are related to board functions or director functions) is significantly different from the ability of agency directors to identify these same tasks.
- 5) To determine if board chairmen and agency directors, as a group, identify those day-to-day tasks related to board functions in a significantly different manner than they identify those tasks related to agency director functions.
- 6) To determine if board chairmen identify board-related tasks in a significantly different manner than do agency directors and, at the same time, to determine if agency directors identify director-related tasks in a significantly different manner than do board chairmen (i.e., to determine if there is any significant interaction between the variables).
- 7) To determine which functions and tasks (regardless of whether they are board-related or director-related) are most accurately identified (i.e., agree with the literature) by both board chairmen and agency directors.

The subjects for this study were board chairmen and agency directors from 19 Kansas recreation agencies in which the board has legislated authority for the administration of the agency. Data were collected from a self-administered questionnaire designed by the researcher with the assistance of a panel of research experts on the Kansas State University campus.

The collected data were treated with a one-way analysis of variance with repeated measures to determine main effect mean differences between positions (board chairmen vs. agency directors) and functions or tasks (board functions vs. director functions and board tasks vs. director tasks) and for interaction between variables.

Analysis of the data produced the following results:

- 1) Objective 1 - There was no significant difference between the way board chairmen identify administrative functions and the way agency directors identify these same functions.
- 2) Objective 2 - There was a significant difference between the way board functions were identified and the way agency director functions were identified, with agency director functions having a significantly higher mean score (i.e., director functions were more accurately identified than were board functions).
- 3) Objective 3 - There was no significant interaction among variables (i.e., board chairmen did not identify board functions with any more accuracy than did agency directors, nor did agency directors identify director functions more accurately than did board chairmen).
- 4) Objective 4 - There was no significant difference between the way board chairmen identify day-to-day tasks, in general, and the way agency directors identify these same tasks.
- 5) Objective 5 - There was a significant difference between the way board-related tasks were identified and the way director-related tasks were identified, with director-related tasks having a significantly higher mean score (i.e., board chairmen and agency directors, as a group, more accurately identify tasks related to director functions than they identify tasks related to board functions).
- 6) Objective 6 - There was no significant interaction among variables (i.e., board chairmen did not identify board-related tasks with any more accuracy than did agency directors, nor did agency directors identify director-related tasks with more accuracy than did board chairmen).

- 7) Objective 7 - Neither board chairmen nor agency directors were ever in agreement with the literature on board functions (0 per cent accuracy), while at the same time they were in complete agreement on all director functions (100 per cent accuracy). Also, board chairmen and agency directors agreed with the literature on eight out of 13 board-related tasks (60 per cent accuracy) and on all 13 director-related tasks (100 per cent accuracy). Or, to put this in other terms, both board chairmen and agency directors felt that all functions and 70 per cent of all tasks are the primary responsibility of the agency director.

Specific conclusions drawn from analysis of the data and subsequent interpretations are as follows:

- 1) Board chairmen and agency directors surveyed do not, in fact, recognize the traditional list and separation of functions ascribed to them by the authors of recreation administration texts.
- 2) Board chairmen and agency directors achieve a high degree of consensus and consistency in identifying administrative functions and day-to-day tasks by virtue of the fact that both groups of individuals identify all functions and 70 per cent of all tasks as being the primary responsibility of the agency director.
- 3) Board chairmen and agency directors do not relate the day-to-day tasks they do perform to specific functions or responsibilities they have within the agency.

Based on the results, interpretations and implications of this study, it is recommended that further study needs to be conducted to determine specifically:

- 1) If the data collected by this study is, in fact, accurate.
- 2) If so, then why do both board chairmen and agency directors in Kansas' board-controlled recreation agencies believe that all functions and the majority of day-to-day tasks are the primary responsibility of the agency director.
- 3) If the potential for boards' not fulfilling their legal mandates and moral obligations is as great as it seems to be.
- 4) And, if three above is accurate, then what repercussions and/or complications are possible as a result of boards' not fulfilling their legal requirements and obligations to the public they serve.
- 5) What steps should or could be taken to correct this situation if it is as potentially harmful as it seems to be.

Also, it seems that the following general areas for further study of this topic would be of interest and benefit:

- 1) If this traditional list of functions ascribed to boards and agency directors is an accurate or complete list of the functions that, of necessity, have to be performed for the successful operation of board-controlled agencies.
- 2) If this traditional list of functions has any basis in fact or is consistent with what practicing professionals feel are essential for the successful operation of an agency.
- 3) If this type situation (if it does, in fact, exist) is limited to just those few Kansas recreation agencies surveyed or, perhaps, is a situation common to all board-controlled agencies.

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APPENDIX A

QUESTIONNAIRE
PART I

Director Only
Mostly Director, but with input from Board
Both Board and Director Equally
Mostly Board, but with input from Director
Board Only

WHO IS PRIMARILY RESPONSIBLE FOR EACH OF THE FOLLOWING? (Check appropriate circle)

1. Defining the purpose of the agency, setting goals and making general policy harmonizing with them?

2. Planning the things that need to be done and the methods for doing them to accomplish goals

3. Organizing the structure through which work subdivisions are defined and arranged to accomplish tasks?

4. Determining the resources the agency needs (personnel and material) and allocating them for proper utilization?

5. Maintaining the highest possible quality and standard of recreation services?

6. Keeping public officials informed of the status and progress of recreation services?

7. Overseeing and directing the agency's activities and programs to insure they meet objectives?

8. Coordinating the various activities and programs to insure they are functioning in harmony and synchronized in effort?

Director Only
Mostly Director, but with input from Board
Both Board and Director Equally
Mostly Board, but with input from Director
Board Only

9. Insuring that the agency has an adequate system of recreation areas and facilities?

10. Establishing a sound fiscal plan to achieve recreational goals?

11. Planning, accounting and day-to-day supervision of the budget?

12. Assuring sound personnel policies and maintaining adequate working facilities for agency staff?

13. Interpreting recreation policies to the community and encouraging the public's interest and participation in policy and program matters?

14. Studying and analyzing the recreation needs of the community?

15. Evaluating the services of the recreation system in relation to its purpose, goals and objectives and making changes as necessary?

16. Evaluating the staff, activities and program to determine if objectives are being met or if improvements are needed?

APPENDIX B

	This task is not performed in our Agency		
	Director Only	Both Board and Director Equally	Board Only
15. Dismisses personnel as necessary	☐	☐	☐
16. Checks the expertise of staff members?	☐	☐	☐
17. Insures that board members have adequate qualifications?	☐	☐	☐
18. Corrects the mistakes of staff members?	☐	☐	☐
19. Corrects the mistakes of board members?	☐	☐	☐
20. Maintains daily control over budget expenditures?	☐	☐	☐
21. Maintains final control over the budget?	☐	☐	☐
22. Acts as official representative of the agency at public and governmental meetings?	☐	☐	☐
23. Insures each staff member fully understands his/her responsibilities?	☐	☐	☐
24. Insures each board member fully understands his/her responsibilities?	☐	☐	☐
25. Evaluates the performance of all staff members?	☐	☐	☐
26. Evaluates the activities and programs of the agency?	☐	☐	☐

WHO PERFORMS THE FOLLOWING TASKS WITHIN
YOUR AGENCY? (Check appropriate circle)

1. Organizes agendas for staff meetings?
2. Organizes agendas for board meetings?
3. Sets rules and procedures for staff?
4. Sets rules and procedures for the board?
5. Makes final decisions as to what programs the agency will offer?
6. Makes program scheduling decisions?
7. Makes facility use decisions?
8. Makes facility development decisions?
9. Makes policy decisions?
10. Develops procedures for carrying out policy?
11. Prepares work schedules for staff?
12. Makes work assignments for the board?
13. Makes personnel utilization decisions?
14. Hires all personnel?

APPENDIX C

(Researcher's cover letter to first and second mailings)

In partial fulfillment of the requirements for a Master's Degree in Recreation at Kansas State University, I am conducting a research study in an effort to determine the organizational structure and primary job functions of boards and agency directors within Kansas recreation agencies.

The information gained in this study should contribute much in providing a better understanding of these extremely important relationships that take place within an agency. It is also hoped that this information will help in the construction of an educational tool which will aid both boards and agency directors in better understanding what each expects of and from the other.

To participate in this research you are asked to first sign the attached Human Rights and Welfare Statement, then fill in the questionnaire. Upon completion, just slip the questionnaire in the envelope provided (it is self-addressed and stamped) before _____ if at all possible.

If you have any questions or would like additional information about this study, please feel free to contact me at the address listed below.

Your participation in this project will provide an invaluable service and will be greatly appreciated.

Stanley L. Ward
Graduate Teaching Assistant in Recreation
Department of Health, Physical Education
and Recreation
Kansas State University

APPENDIX D

(Major professor's cover letter to first and second mailings)

TO: SUPERINTENDENT OF RECREATION

ENCLOSED YOU WILL FIND TWO QUESTIONNAIRES PERTAINING TO A STUDY BEING CONDUCTED BY STANLEY L. WARD (GRADUATE TEACHING ASSISTANT IN RECREATION, DEPARTMENT OF HEALTH, PHYSICAL EDUCATION AND RECREATION AT KANSAS STATE UNIVERSITY). I WOULD APPRECIATE IT VERY MUCH IF YOU WOULD COMPLETE ONE COPY OF THE QUESTIONNAIRE YOURSELF AND, AS SOON AS POSSIBLE, CONVEY THE OTHER COPY TO YOUR BOARD CHAIRMAN FOR HIS/HER COMPLETION.

WE APOLOGIZE FOR HAVING TO DEPEND ON YOU FOR THIS SERVICE, BUT IT IS FELT THIS IS THE ONLY POSSIBLE WAY WE CAN INSURE THE QUESTIONNAIRE REACHING YOUR BOARD CHAIRMAN.

YOUR ASSISTANCE IN THIS MATTER IS GREATLY APPRECIATED.

JOHN W. MERRIMAN
Asst. Professor
Department of Health, Physical
Education and Recreation
Kansas State University

APPENDIX E

(Cover letter to third mailing)

In July you received two copies of this questionnaire as a part of a research project being conducted by Stanley L. Ward of the Health, P.E. and Recreation Department of Kansas State University. I am aware that this was a busy time for you and that as a result you probably were unable to get around to them.

Therefore, I would like to ask you once more to participate in this survey. It is most important for the completion of my degree that this research be completed as soon as possible and the questionnaires are a vital part of this research.

Furthermore, preliminary indications from the surveys already received seem to lead toward some rather startling patterns in the administration of public recreation in Kansas, which I am sure would be of interest and value to all of us involved in this field. But these patterns can be validated only if your cooperation in completing the questionnaire is secured.

I wish to thank you for your consideration and time and to assure you that your help is appreciated beyond measure.

Stanley L. Ward
HPER Department
Kansas State University

APPENDIX F

HUMAN RIGHTS & WELFARE STATEMENT

I UNDERSTAND THAT THE PURPOSE OF THIS QUESTIONNAIRE IS TO SUPPORT RESEARCH IN AN EFFORT TO DETERMINE THE ORGANIZATIONAL STRUCTURE OF RECREATION AGENCIES AND THE DELINEATION OF JOB FUNCTIONS BETWEEN BOARDS AND AGENCY DIRECTORS.

I ALSO UNDERSTAND THAT ALL INFORMATION PROVIDED HEREIN WILL BE TREATED AS CONFIDENTIAL AND WILL NOT BE MADE PUBLIC IN ANY MANNER IN WHICH EITHER I OR THE AGENCY I WORK FOR WILL BE IDENTIFIABLE.

I FURTHER UNDERSTAND THAT IF I WISH TO WITHDRAW FROM THE STUDY I MAY DO SO BY CONTACTING THE RESEARCHER AND ALL MATERIALS WILL BE RETURNED TO ME.

(Date)

(Signature)

(Position)

(City)

RECOGNITION OF ADMINISTRATIVE FUNCTIONS
BY KANSAS RECREATION OFFICIALS

by

STANLEY L. WARD

B.A., Drury College, 1968

AN ABSTRACT OF A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF SCIENCE

Department of Health, Physical Education and Recreation

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1981

The purpose of this study was to examine specific aspects of the administration of public recreation agencies in the state of Kansas in order to accomplish the following objectives:

- 1) to determine if the ability of board chairmen to identify the administrative functions and tasks that take place within all agencies (regardless of whether those functions or tasks are board related or director related) is significantly different from the ability of agency directors to identify those same functions and tasks.

- 2) to determine if board chairmen and agency directors as a group identify those functions and tasks traditionally considered board related in a significantly different manner than they identify those functions and tasks traditionally considered director related.

- 3) to determine if board chairmen identify board functions and tasks in a significantly different manner than do agency directors and, at the same time, determine if agency directors identify director functions and tasks in a significantly different manner than do board chairmen (i.e. to determine if there is any significant interaction among variables).

- 4) to determine which functions and tasks (regardless of whether they are board related or director related) are most accurately identified (i.e. agree with the literature) by both board chairmen and agency directors.

The subjects for this study were board chairmen and agency directors from 19 Kansas recreation agencies in which the board has legislated authority for the administration of the agency. Data were collected from a self-administered questionnaire designed by the researcher in cooperation with a panel of research specialists on the Kansas State University campus.

The collected data were treated with a one way analysis of variance with repeated measures to determine main effect mean differences between positions (board chairmen vs. agency directors) and between functions and tasks (board related functions and tasks vs. director related functions and tasks) and for interaction among variables.

Analysis of the data produced the following results:

1) There was no significant difference between the way board chairmen identify administrative functions and tasks and the way agency directors identify these same functions and tasks.

2) There was a significant difference between the way board functions and tasks are identified and the way agency director functions and tasks are identified. This difference indicated that agency director functions and tasks are more accurately identified than are board functions and tasks.

3) There was no significant interaction among the variables.

4) Neither board chairmen nor agency directors were in agreement with the literature on board functions (0 per cent accuracy) while at the same time they were in complete agreement on all director functions (100 per cent accuracy). Also board chairmen and agency directors agreed with the literature on eight out of 13 board related tasks (60 per cent accuracy) and on all 13 director related tasks (100 per cent accuracy). Or, to put it in different words, both board chairmen and agency directors feel that all functions and 70 per cent of all tasks are the primary responsibility of the agency director.

Specific conclusions drawn from the analysis of data and subsequent interpretations were as follows:

1) Board chairmen and agency directors surveyed did not, in fact, recognize the traditional list and separation of functions ascribed to them by the authors of recreation administration literature.

2) Board chairmen and agency directors achieved a high degree of consistency in identifying administrative functions and tasks by virtue of the fact that both groups of individuals identify all functions and 70% of all tasks as being the responsibility of the agency director.

3) Board chairmen and agency directors did not relate the day-to-day tasks they perform to specific functions or responsibilities they have within the agency.