To the future managers of the recreation, parks, and leisure services profession.
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The management of recreation, parks, and leisure services has become extremely sophisticated and demanding. Many communities throughout the United States have recognized the importance of enhancing recreation, parks, and leisure service amenities as a way of contributing to increased livability. Recreation, parks, and leisure services support the provision of social, cultural, and physical environments which enhance the quality of life of individuals. When communities look to future development, their focus is often on economic enhancement and the provision of recreation, parks, and leisure services. As a result, recreation, parks, and leisure service managers will play a key role in shaping the future of their communities.

Recreation, parks, and leisure service managers will face new and demanding challenges as we move through the 21st century. No doubt these managers will face new social, cultural, economic, and political changes. Think briefly of the changing nature of work as a social factor that will dramatically influence the work of recreation, parks, and leisure service managers. Work environments will require individuals to operate with greater flexibility, agility, and less supervision. Organizations will be framed in a fashion that enables employees to engage in continuous learning throughout their work life. Recreation, parks, and leisure service organizations will be structured to support and facilitate work in temporarily constructed teams organized in an ad hoc fashion. These factors and others will transform the work of recreation, parks, and leisure service managers in the 21st century.

Clearly a focus of 21st century recreation, parks, and leisure service managers will be the need to operate in an ethical and forthright fashion. As Frances Hesselbein has indicated, “leadership is a matter of how to be, not how to do.” One’s efforts as a recreation, parks, and leisure service manager will be scrutinized in great detail. Every minute
action of a manager will be reviewed and analyzed by employees, participants, and community leaders. Others will seek the hidden symbolic meaning in one’s actions. How one lives one’s life as a leader will become as important as what one actually accomplishes.

We have made several major changes in this edition of Managing Recreation, Parks, and Leisure Services: An Introduction and its predecessor, Productive Management of Leisure Service Organizations. First and most important, we have reduced the length of each chapter. As our reviewers had suggested of our previous editions, we were “overridden by a desire to present everything that we know.” This is a true statement. Therefore, we have shortened each of the chapters so that only essential information is included. Further, we have attempted to reduce the listing of information and reformatted relevant content in a narrative fashion.

For this edition we have reorganized the book into four parts. Part I of the book is focused on Managing Recreation, Parks, and Leisure Services: Setting the Context. In this section of the book we provide basic definitions, historical perspectives, commentary on the visioning, mission, and goal-setting processes, and also talk about organizing and structuring of services. Part II is focused on Key Managerial Leadership Issues, including managerial leadership, motivation, decision-making, problem-solving, strategic planning, and ethics. Next, Part III, regarding Managing Resources, offers information regarding human resources, physical resources, marketing, legal issues and risk management, and evaluating community services. The last part of the book is a single chapter devoted to future perspectives. In addition to updated content, we have included a number of new features to this effort. Each chapter will feature an introductory quote focused on the subject matter of that chapter. New to this book is an addition called Park Features. Park Features draws from newspapers, magazines, and other sources of interest that highlight contemporary features, exhibits, or controversial issues.

Dale Larsen, Assistant Director of the Parks, Recreation, and Library Department, City of Phoenix, Arizona, joins us as a co-author in this edition. We felt that it was important to include an author who is currently engaged in professional practice. Dale is a commensurate professional who brings a wealth of experience, knowledge, and insight into this current edition. He is responsible for contributing chapters on ethics and future perspectives.

ACKNOWLEDGEMENTS

It is not possible to prepare a book such as Managing Recreation, Parks, and Leisure Services: An Introduction without the assistance of others. At the University of Northern Iowa we are fortunate to have a supportive work environment. We are thankful to our colleagues who have encouraged our efforts: Joe Wilson, Rodney Dieser, Kathy Scholl, Chris Kowalski, and Stacy Van Gorp. These individuals are dedicated to the teacher/scholar model and its application in real-life community settings. In particular, we would like to thank the professional and scientific staff of the Camp Adventure™ Youth Services program: Juli Gassman, Diane Engbretson, Jason Lau, Angie Noll, Angela Glanz, and Jennifer Kennedy, who all continue to “walk-the-talk” by providing us with a relevant, contemporary, and success-
ful laboratory/demonstration project within which we can test our ideas and apply our management theories to actual professional practice.

Also, we would like to acknowledge and thank the staff at Sagamore Publishing. Joe Bannon is a magnificent recreation, parks, and leisure service professional. He has a distinguished career as a practicing professional, educator, and now publisher. His continued commitment to our professional endeavors is greatly valued and highly appreciated. Doug Sanders has also been steadfast in his support of our professional writing endeavors. We greatly appreciate his contributions and his wise counsel. We would also like to thank Laura Podeschi for her contributions to the preparation of the book.

Most important has been the work of Carol Bean. Carol was responsible for managing the clerical elements of the manuscript. She did this with unswerving dedication, loyalty, and commitment to the effort. Carol was always willing to extend herself to ensure the manuscript was well organized, edited, and presented to the publisher in a timely and efficient fashion. Carol is also committed to the recreation, parks, and leisure service profession as reflected in her work with the World Leisure Organization and with the American Academy of Leisure. We thank Carol for her support and efforts on our behalf.

The senior author would like to thank Susan Edginton for her commitment, support, and love for over 40 years. Susan is a very competent professional who has not only brought great joy into my life, but has also been a steady professional partner. She has managed with great success Camp Adventure™ Youth Services for over 15 years, growing the program from 80 staff members to over 900. She understands and practices management in its most sophisticated form. Carole and David, my daughter and son, have been steadfast in their support for their father. Carole is a great events planner and is pursuing doctoral level graduate studies in leisure, youth, and human services. Following a successful and extensive career with Camp Adventure™ Youth Services, David is now a Foreign Service Officer with the US Department of State. My grandchildren, Hanna, Jacob, Joseph, and Lily are simply the best and have brought great joy into my life.

Susan Hudson wishes to thank Dr. Linn Rockwood, Professor Emeritus, University of Utah, for his wisdom, insight, and guidance in teaching the nuances of management processes; to the Marietta Parks and Recreation Department, who first allowed her to put those processes into action; and to the leisure, park, and recreation agencies in Texas, who worked with her in making management concepts a reality for both her students and herself. She would also like to acknowledge the support of family and friends, particularly David, Cathy, Ted, Bill, Erin, Tristan, Sarah, and Donna, all who have enriched her life and made the journey worthwhile.

Sam Lankford would like to dedicate this book to his wife and best friend, Jill Lankford, for her support and patience; to his daughter, Jesse, and son, Jordan, whom he hopes will be inspired to pursue their intellectual and professional passions someday; to those students and professionals who are making meaningful contributions to society and the profession; and to his parents, who encouraged and supported his interests and professional pursuits.

Finally, the newest author to the book, Dale Larsen, would like to thank
his best friend in the world and wife, Christine and his grown-up kids who never let him forget how to play – Beth, Drew and Katie. He would like to thank Jim Colley former Phoenix Park Director in memory, reflecting that Jim said it many years ago, “pass it along.” He will always be grateful for Jim’s direction and support, and for bringing him to Phoenix. He thinks Jim would be proud. He is also grateful to Dr. Joe Bannon, Dr. Charlie Hartsoe, and the American Academy for Parks and Recreation Administration, for their influence and “arm-twisting” to not only work on this project, but also continually reminding practitioners of the genuine importance of writing. Finally, he’d like to thank Dr. Chris Edginton for his supreme patience and understanding.
PART I

Managing Recreation, Parks, and Leisure Services: Setting the Context
CHAPTER 1

Recreation, Parks, and Leisure Services in the 21st Century

“Leaders in the 21st Century will face greater and far more complex demands than they did in most of the century just ending.”

—Frances Hesselbein

INTRODUCTION

Over the past 150 years, a number of social movements and institutions have emerged. One of the emerging concepts that has been most beneficial to humankind has been the rise of management. Rarely has there been an institution emerging so rapidly that has had such an impact on our society as the spread of management ideas, concepts, and practices. In less than two centuries the application of management theories and practices has literally transformed the way that we think, live, and play. The basic social, cultural, economic, and environmental fabric of our society has been dramatically changed.

Another significant change occurring in the last 150 years has been the way we view and conceptualize work. At the beginning of the 20th century,
most individuals worked as domestic servants, farmers, or as laborers in factories. In such occupations, individuals often worked 60 to 70 hours per week with little time for leisure. Today the workforce is far different than it was in the early 1900s in North America. Individuals involved in agriculture represent approximately 3% of our workforce, those involved in manufacturing are about 18% of the workforce, and the remaining individuals are involved in what could be defined as information-based or service-related activities (Drucker, 1994).

What has accomplished this great transformation of the workforce? This transformation and its resulting contributions to improving the quality of life of North Americans is, without question, due to the emergence of management. As Peter Drucker (1994, p. 54) reminds us, “the main ingredient in the transformation of society has been of the rise of management.” He maintains that “for the first time in history we have been able to focus the efforts of a large number of knowledgeable and skilled individuals on improving the well-being and welfare of society as a whole.”

A third significant change in the lives of the North American population has been the substantial improvement of its basic quality of life. Today individuals live longer, are healthier, have more discretionary time and money, and in general achieve higher levels of self-actualization than were available 150 years ago. In the late 1800s and early 1900s, industrial society produced urban crowding, child labor, squalor, and poverty, leading to unhealthy and often unsanitary living conditions for individuals. These conditions were met with a number of significant social reforms that led to improved conditions involving the creation of “a host of innovative social institutions including parks, open spaces, and other amenities such as recreation centers, public baths, settlement houses, playgrounds, child care programs, and services for older persons in response to the conditions of a new social era” (Edginton, 1998, p. 2).

RECREATION, PARKS, AND LEISURE SERVICE MANAGERS AND SOCIAL TRANSFORMATION

Daniel Bell, Alvin Toffler, and John Naisbitt have all pointed to the significant transformation that society is undergoing as we move into the 21st century. Writing in Toward the Year 2000 (1968), Bell initially introduced the idea that we were dramatically changing, and moving from an industrial-oriented society to what he called a post-industrial society. Toffler suggested in the book, The Third Wave (1980), that history can be divided into three eras—the agricultural era, the industrial era, and the technological era. Naisbitt, author of Megatrends (1982), wrote that we are amidst a major paradigm shift and we are evolving into an information-based society. These transformations are changing the very nature of the way that we live our lives.

As professionals, recreation, parks, and leisure service managers are involved in the process of creating social transformations. This process involves creating or reinventing social institutions that promote some social interest. Another term for this effort is the notion of “social reconstruction.” The work of recreation, parks, and leisure service managers is focused on transforming behavior internally within organizations and externally within society as
a whole. The role of the manager becomes that of helping an organization and a society to mobilize its resources and to focus these in such a way as to promote social reform. Often the role of the recreation, parks, and leisure service manager is that of social critic. The manager establishes (with others) a vision for social change, not merely the establishment of organizational goals. In this sense, managers work toward helping to change not only an organization, but also community structures.

Social transformation, in the sense of promoting community life, helps to empower individuals so that their lives are enriched, their well-being enhanced, and in general, the quality of their lives is improved.

As indicated, a key component in the social transformation from the agricultural era to the industrial era and now to the information age has been an increased focus on improving the quality of life. At the heart of this social transformation in improving the quality of life for North Americans has been the work of recreation, parks, and leisure service managers. As Edginton (1998, p. 2) has noted, “we are a profession of developers, builders, and creators of hope.” Further, he states that recreation, parks, and leisure service managers:

have transformed American society in the last 150 years with a minimum of attention, friction, or even public acknowledgment for our efforts...We have created a degree of social equity by offering programs and services for the masses that were formerly available only to a few. We have encouraged a conservation and preservation ethic that has increased the likelihood that tomorrow’s children will have access to our precious environmental resources.

Without question, the work of recreation, parks, and leisure service managers has been instrumental in the process of social change in America for the past 150 years. The efforts of individuals such as Frederick Law Olmsted, Jane Addams, Joseph Lee, Mabel Peters, Luther and Charlotte Gulick, Henry Curtis, Aldo Leopold, and others, were not only works of great social vision, but also constituted great management efforts. Again, as Edginton (1998, p. 3) notes:

Olmsted directed what at that time was the largest public works project in the history of the United States: the development of Central Park in New York City. He supervised and directed the work of 3600 employees (Hall, 1995, p. 69). Jane Addams directed a social enterprise—Hull House—founded in 1898 in an old mansion on Chicago’s South Halstead Street. “By 1910, Hull House had grown into an imposing complex of 13 buildings that covered nearly a city block and served more than 9000 people weekly. By the 1920s, Hull House had expanded into fully developed complex programs, each with its own staff of experienced leaders” (Johnson, 1989, p. 1). Ten years after beginning his career with the U.S. Forest Service, Leopold was appointed the Assistant District Forester in Charge of Operations. He was responsible for overseeing and evaluating the day-to-day functions—per-
sonnel, construction, fire control, roads and trails, other permanent improvements, public relations, recreation, timber management, land acquisition and exchange, supplies and equipment, grazing, and watershed maintenance—on 20 million acres of Forest Service land. (Meine, 1988, p. 175). It was in the context of his professional work as a manager that “Leopold saw in the eyes of the wolf what he would describe years later as ‘a fierce green fire’” (1988, p. 94). This was the transformational moment in his life that seared Leopold’s commitment to ecology and his distillation of a strong land ethic.

It is evident that we have a rich tradition and historical foundation on which to draw. The historical work of previous recreation, parks, and leisure service managers has enabled the movement from social reform to become a broadly integrated and institutionalized set of programs, services, areas, facilities, and structures dedicated to meeting the leisure needs of North Americans. Knowledge of the experiences of these early recreation, parks, and leisure service managers can help provide an understanding of the management challenges and strategies used to advance concepts related to recreation, parks and leisure in North America.

**21st CENTURY MANAGEMENT: A NEW PARADIGM**

The advent of the 21st century provides an opportunity to gain a new perspective on the work of individuals serving as managers of recreation, parks, and leisure service organizations. As we move from one era to the next—the agricultural to the industrial to the knowledge-based—the basic assumptions of how we live our lives, work, and play change. The same case could be made for the way we manage the work of people in organizations.

A paradigm can be thought of as a conceptual framework or a way of thinking. Thomas Kuhn (1970, 1996) introduced the idea of a paradigm, suggesting that the term may be defined as a model, a framework, a way of thinking, or a scheme for understanding reality. It is a way of explaining a complex process, idea, or pattern of behavior. Drucker (1999, p. 3) suggests that a paradigm helps us understand the basic assumptions about reality that help determine what a discipline or area focuses on. Drucker concludes that management has undergone a basic paradigm shift in recent years. Table 1.1 identifies his ideas regarding management assumptions about the past when compared with current thinking. As he points out, management is universal. Also, there is no one best organizational structure or design, and there is no one right way to manage individuals.

Another way of looking at the paradigm shift in management is through the roles and expectations of managers. Table 1.2 presents managerial roles of the past and the present. In managerial roles of the past, negative connotations were associated with control, exercise of authority, manipulation, and enforcement of obedience to policies, procedures, rules, and regulations. Contemporary management roles require a different set of expectations for recreation, parks, and leisure service managers. These roles identify the manager as an encourager, facilitator, teacher, coach, and an individual who helps
clarify values and provides meaning to the work efforts of others. The contemporary manager is an individual who is committed to the development of people and assists them in their growth.

Fred Luthans (2005, p. 11) supports the idea that management is undergoing a major paradigm shift. He suggests that globalization, information technology, diversity, and ethics will create new rules with different boundaries that must be addressed by managers in the 21st Century. Luthans refers to rate and discontinuous nature of change impacting organizations. In viewing the changing nature of work, one can visualize the challenges to contemporary managers. Drawing on the works of Daniel Ilgen and Elaine Pulaskos (1999) and Audrey Schriefer (2001), Luthans suggests that the following factors have altered the nature of work in a dramatic fashion. These factors are:

1. The technological and human components of work are inextricably blended.
2. Jobs are less tightly defined and programmed.
3. Contingent workers comprise a significant proportion of the workforce.

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### Table 1.1
Past and Current Management Assumptions

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<th>Past management assumptions</th>
<th>Current management assumptions</th>
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<tr>
<td>Management is business management.</td>
<td>Management is the specific and distinguished organ of any and all organizations.</td>
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<tr>
<td>There is—or there must be—one right organization.</td>
<td>The organization used is the one that fits the task.</td>
</tr>
<tr>
<td>There is—or must be—one right way to manage people.</td>
<td>One does not “manage” people. The task is to lead people, and the goal is to make productive the specific strengths and knowledge of each individual.</td>
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### Table 1.2
Past and Current Management Roles

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<tr>
<td>Overseer</td>
<td>Cheerleader</td>
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<tr>
<td>Police person</td>
<td>Encourager</td>
</tr>
<tr>
<td>Controller</td>
<td>Facilitator</td>
</tr>
<tr>
<td>Authority figure</td>
<td>Coach</td>
</tr>
<tr>
<td>Order issuer</td>
<td>Teacher</td>
</tr>
<tr>
<td>Policy enforcer</td>
<td>Humanizer of policies</td>
</tr>
<tr>
<td>Punisher</td>
<td>Promoter of values</td>
</tr>
<tr>
<td>Manipulator</td>
<td>Developer of people</td>
</tr>
<tr>
<td>Dictator</td>
<td>Communicator</td>
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<tr>
<td></td>
<td>A symbol of integrity</td>
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4. Participants influence the work that is performed within the organization and the standards applied to evaluating that work.

5. Teams rather than individuals produce the basic units of work.

6. Organizational charts fail to capture the networks of influence and relationships that characterize the workplace (Ibid p. 10).

Increasingly, we see the call for recreation, parks, and leisure service organizations to become more flexible, agile, fluid, and participant-focused. Further, new technology and the flow and spread of information have had a dramatic impact on the management of recreation, parks, and leisure service organizations. Coupled with a new perspective on what motivates people to work within organizations, especially the greater emphasis placed on engaging employees in worthwhile and meaningful work, is a new paradigm to guide the work of individuals within the recreation, parks, and leisure service organization.

Geoffrey Godbey, one of the foremost futurists in the recreation, parks, and leisure service areas, writing in Leisure and Leisure Services in the 21st Century: Toward Mid Century, has suggested that we will see greater emphasis on governments becoming more accountable and efficient in the future (2006, p. 205). He notes that governments will change by providing managers with more flexibility, emphasizing performance, focusing on improved service delivery, and encouraging greater collaboration and partnerships with the public, nonprofit, and private sectors (Ibid pp. 205-206). He also notes that we will see corporations as “. . . the dominant force in life – surpassing government, church, and state” (Ibid p. 209). He predicts that corporations will shape the future of leisure and become a dominant load of free time use (Ibid p. 213). Godbey goes on to note that leisure service organizations must respond to the changes that are occurring and must become agile, cooperate with competitors, engage in outsourcing, focus on benefits-based management, create environments that provide opportunities for rapid response to changes, and customize services including the way they are priced and provided (pp. 236-244).

We can use the model of historic social transformation established by Bell, Toffler, and Naisbitt to better understand assumptions of the agricultural, industrial, and knowledge-based eras that may have influenced or will influence the management of individuals. During the agricultural era, there were great feats of management that involved organizing the work of thousands of individuals. The building of the pyramids, the Great Wall of China, the Temples of the Mayan, Inca, and Aztec civilizations in South America, the Roman road system, and even the organization of the Greek Olympic festival all bear testament to the fact that great management efforts have taken place throughout the recorded history of humankind. These projects involved thousands of individuals in projects that were sustained over extended periods of time—decades, if not centuries. What was different in each of these eras was how we viewed individuals and organized them to promote a given enterprise. The agricultural era was dominated by an authoritarian approach. The concept of the divine right of kings gave rise to a top-down style, which subjugated individuals to the arbitrary whims of their rulers or those in
power. Management in medieval times according to Machiavelli (trans. 1952), was by physical force and through dividing and conquering.

The industrial model of organization led to greater efficiency and worker productivity. Yet this model was still built upon principles of hierarchical top-down control. At the turn of the 20th century, the only industrial model available was that used by the Prussian army (Drucker, 1996). This model encouraged individuals to comply with an authority system where supreme authority rested somewhere above the ranks, while responsibility consisted of obeying orders and performing those tasks inherent in one's job (Rice & Bishoprick, 1971). The model did improve upon the previous authoritarian model by creating standardized policies and procedures that provided for more order and stability within organizations. Ideas such as task differentiation and specialization, hierarchical control, insistence on loyalty to the chain of command, span of control, record keeping, an emphasis on vertical interactions, and a one-to-one management style all gave rise to the opportunity to the management of bureaucratically structured and managed organizations. Capital or money was the driving force behind this management structure.

In the knowledge era, we are faced with a different set of societal conditions. Therefore, the way in which we approach the management of organizations must also be rethought. Today’s environment, characterized by rapid discontinuous change, the use of technology, and more highly educated, and aware individuals, has created the need for new approaches to management. Globalization, cultural transformation, worldwide terrorism, increased environmental concerns, and many other new and demanding issues have emerged, placing an impact on management. Lester C. Thurow (1996, p. 279), has noted that in the 21st century, “brainpower and imagination, invention and the organization of new technologies” will be the new strategic key ingredients, replacing natural resources and capital. Twenty-first century organizations will be required to promote cooperative relationships, ecologically sustainable development, and capture and harness the human mind and spirit in ways that enable us to take advantage of human potential. Such organizations will engage in continuous task reassessment, use ad hoc communication and control mechanisms, be expansive and open in the sharing of information, and employ a collaborative team management approach. As Edginton (1998, p. 5) has written:

Key concepts that emerge for managing recreation, parks, and leisure service organizations in the 21st century include the ability to be visionary, to be agile, to build collaborative partnerships, to promote independent learning and growth, and to create structures that liberate individuals from top-down, hierarchical, bureaucratic structures. Hierarchical structures prevent independent action, ad hoc networks, and, in effect, block creative solutions to problems and issues affecting recreation, parks, and leisure service organizations. Management structures of the next century will create opportunities leading to more vibrant, relevant, and meaningful leisure experiences.
Even more recently, the assumptions guiding managers have been challenged, resulting in an emerging contemporary professional practice found in management known as the strength-based work revolution. Built upon the work of the Gallup Organization, this approach to management has been advanced in the literature in such books as *First, Break All the Rules* (Buckingham & Coffman, 1999), *Now Discover Your Strengths* (Buckingham & Clifton, 2001) and *Follow This Path* (Coffman & Gonzalez-Molina, 2002). This concept proposes that there are two assumptions upon which managers can guide their actions in working with others. They are:

1. Each person’s talents are enduring and unique.
2. Each person’s greatest room for growth is in the area of his or her greatest strength (Buckingham & Clifton, 2001, p. 8).

These two assumptions refute previous thinking that suggests that an individual’s weakness can be overcome through additional development. Basically, the strength-based approach to management suggests that managers should assist individuals and perfect performance in their area of strength as a focus. Critical to success in this area is aligning the unique talents and abilities of individuals with the task to be performed. As Buckingham & Clifton note, managers should “...focus training time and money on educating...[individuals]...about ...[their] strengths and figuring out ways to build on these strengths rather than remedially trying to plug ...[one’s]...skill gaps” (Ibid p. 216). This reflects the newest paradigm shift in thinking for managers, suggesting a need to focus on the strengths of individuals rather than their weaknesses.

Another set of assumptions emerging at the beginning of the 21st century suggests that organizations must decentralize, externalize, and create networks of “industry ecosystems” to replace top-down organization (Malone, T. W., Laubacher, R., & Morton, M. S., 2003). This fundamental transformation has occurred as a result of the complexity and rapid nature of change as well as advancements in technology. Organizations are called to reengineer or reframe their efforts. Kotter and Cohen (2002) note that organizational change must change the behavior of individuals. As they have written, “we see, we feel, we change.” They suggest an eight-step process including: (a) increase urgency, (b) build the guiding team, (c) get the vision right, (d) communicate for buy-in, (e) empower action, (f) create short-term wins, (g) don’t let up, and (h) make change stick. Likewise, Bolman and Deal (1997) have indicated that organizations may have been unable to reframe themselves due to lack of imagination. They have proposed a strategy that includes four elements: instructional frame (task, allocation of work assignments), human resources frame (skills, attitude, energy, commitment), political frame (strategies and tactics for allocating resources), and symbolic frame (creation of cultural elements that provide meaning). Integrating these frames is the role of managers as leaders to enable change to be addressed. Often this involves restructuring, retraining, and creating the opportunity to identify new opportunities, build coalitions, and reallocate resources. Tichy (2002) also advances the idea that organizations must cope with change dynamics.
He suggests that organizations must be involved in the creation and sharing of knowledge (Ibid). They must be constantly involved in an interactive process wherein “virtuous teaching cycles” are created and sustained within organizations. He suggests that organizations, to be effective as knowledge based institutions, must promote an attitude where everyone’s talents and abilities come to bear on the work of an organization.

Twenty-first century managers are also required to be more accountable in their actions. This has led to the application of various models of management in the recreation, parks, and leisure services areas such as benefits based programming and the application of the logic model of management/performance. Simply stated, these models of management attempt to measure the results of an organization. The logic is simple—if you can’t measure results, it is difficult to know whether or not you are expending your resources effectively and efficiently. In recreation, park, and leisure service agencies, if you can’t demonstrate results, it’s difficult to gather support from your stakeholders. This is especially true in government and nongovernmental agencies lacking the use of profit as a measure of success.

As one can see, there have been dramatic shifts in the assumptions used to manage individuals in organizations in each of these eras. Obviously, there was the need for less formal organization during the agricultural era, although there was a distinct division of labor. As organizations became more complex and capable of higher levels of productivity, first during the industrial era and now in the knowledge-based era, new ways of thinking have been employed to manage individuals. We will continue to see an evolution of management assumptions in the future. The 21st century is an exciting time for recreation, parks, and leisure service managers, with many challenges and opportunities.

**MANAGEMENT OF RECREATION, PARKS, AND LEISURE SERVICE ORGANIZATIONS**

Who are managers? What is management? What are the characteristics of admired leaders? What do recreation, parks, and leisure service managers do? What is a recreation, parks, and leisure service organization? These are complex questions and do not necessarily yield quick and easy answers. In this section, we will provide the reader with a background to help define these and other concepts generic to management in recreation, parks, and leisure service organizations.

**Who Are Managers?**

Recreation, parks, and leisure service managers are individuals who have the responsibility and authority to provide direction to a recreation, parks, and leisure service organization and who have the ability to move it toward its goals and objectives. They are directly responsible for much of the success or failure of an organization. Indeed, a manager’s competence, as reflected in his or her skills, knowledge, and ability to move an organization forward, and in meeting the needs of those served, will be echoed in the growth and achievement of the organization (or operation). Successful managers are able to identify trends, recognize problems, resolve conflicts, use opportunities, audit poor per-
formance, reward excellent efforts, and lead an organization to its goals. There is no universal definition of a manager. In fact, there is some disagreement as to whether or not we should think of the individuals in management roles in recreation, parks, and leisure service organizations as leaders or managers. As Bennis and Nanus (1985) have stated, “... managers do things right, leaders do the right thing.”

Defining Management

There are a number of definitions of management. The traditional way of studying management is to view it as a process. This idea was advanced by early management pioneers such as Henri Fayol. Fayol defined the management process as including five primary functions: planning, organizing, command, coordination, and control. In a more contemporary sense, these functions of management have been cast as planning, organizing, staffing, directing, and controlling. This historical view may or may not be relevant today.

What is management in contemporary times? Management can be thought of as a process of working with individuals to achieve organizational goals. It is about activating the strengths of individuals as they work in the organization and making their weaknesses irrelevant. It involves many complex and demanding tasks. It may involve helping individuals understand and focus on the organization’s vision and goals. It may involve removing the barriers that prevent people from achieving these goals. Management often involves viewing the total resources of the organization—human, physical, fiscal, and technological—in a holistic sense and blending them together in such a way as to move a leisure organization forward toward its vision and goals. In this sense, the recreation, parks, and leisure service manager works to accentuate the strengths of an organization and its resources, while minimizing its deficiencies. This may involve ensuring that the person with the right knowledge, skills, and competencies are focused on the right place at the right time. Managers must have knowledge of the task to be achieved and the ability to motivate people toward the attainment of the task. They must understand the objectives that are to be accomplished and be able to focus on the processes that can be used to achieve them. When an individual becomes a recreation, parks, and leisure services manager, their function is to help people or groups to fulfill their leisure aspirations. The manager does this by working with and through other people.

Drucker (1994) has provided great insight into contemporary management. He suggests that the fundamental task of the manager is to make people capable of joint performance by providing them with a common vision or goal, an appropriate structure to work within, and training as needed to perform the appropriate task and respond to changing conditions within the environment. Management is about working with human beings. Managers create a climate of pride. They help individuals believe in what they do, as indicated above, by accentuating their strengths and making their weaknesses irrelevant. Management involves creating high expectations and high standards, and helping individuals to understand the value and importance of focus and discipline.

Management is about achieving great things by harnessing available resources in such a way as to improve the quality and value of leisure services
available. Successful recreation, parks, and leisure service managers often leave a legacy that finds their organization healthier, more able to cope with change, and infused with a capacity for higher levels of achievement and productivity. Management is the spark, the vigor, and the magic ingredient that makes it all happen.

Productive Management: Focusing on Effectiveness and Efficiency

The first edition of this book was titled Productive Management of Leisure Service Organizations. This concept focuses on managing recreation, park, and leisure service organizations in an efficient and effective way. Effectiveness is measured by the degree to which an organization achieves its goals and objectives. Efficiency refers to the amount of resources consumed in achieving the organization’s goals and objectives. A productive organization is effective and efficient; conversely, an unproductive organization lacks these elements. Productivity can be measured by assessing the relationship of inputs to outputs and comparing these to the organization’s standards for effectiveness and efficiency.

Productive management is of great concern to the recreation, parks, and leisure service manager, whose job is to operate the recreation, parks, and leisure service organization so that its resources benefit those it serves. By integrating the goals and objectives of the organization with the personal needs of those working within it, effectiveness may be achieved. An efficient organization is one that achieves its goals and objectives at the lowest possible cost in terms of expenditure of human resources, fiscal resources, or both. Efficiency however, is sometimes tempered by humanistic considerations. It is quite possible for an organization to achieve a great deal of effectiveness without being efficient, and vice versa.

Hultsman and Colley (1995, pp. 3-4), report that there are six factors that will shape productive government organizations in the 21st century. They have identified several elements of “best professional practice” that contribute to quality. They suggest that a focus on quality is gaining greater attention in the public sector and that organizations wedded to quality will be successful. The six factors are: (a) participant focus; (b) leadership; (c) innovation; (d) employee involvement; (e) process improvement; and (f) change management. These strategies to incorporate “best professional practice” can have a significant impact on the work or on the organization. There is a need to create work environments that are productive, leading to quality and value for participants. As Hultsman and Colley suggest, there are two components in the work of manager/leaders; one is behavioral and the other is analytical. They write: “The behavior aspect of leadership entails fostering a positive work environment, developing a participative management style, ensuring employee involvement in shaping organizational goals and directions, and creating a shared vision through the use of teamwork. The analytical aspect of leadership entails process identification (i.e., what does the organization do and why?), setting and using measurable process objectives, and the appropriate application of evaluation tools and statistical techniques” (1995).

Characteristics of Managers

What values, personal traits, or characteristics are valued? Over the
past several decades, Kouzes and Posner (1995) have studied managers throughout North America, Mexico, Western Europe, Asia, and Australia. Their perspective on management or leadership characteristics helps provide an understanding of what individuals admire in leaders. Their findings are found in Table 1.3. As one can see, the four most important traits are honesty, being forward-looking, being inspiring, and being competent. All of these traits together communicate the image that the recreation, parks, and leisure service manager sends to individuals. A person of integrity, who is visionary, who can move people to action, and who is capable at his or her work is the profile to aspire to.

Classifications of Leisure Service Managers

There are three broad classifications in which persons who manage leisure services can be categorized: the supervisor, the bureaucrat, and the manager.

The Supervisor. The primary function of the supervisor is to motivate the subordinates responsible to him or her.

The Bureaucrat. The responsibility of the bureaucrat is to manage an organization, adhering to its policies, procedures, and rules.

The Manager. The manager is differentiated from the supervisor or bureaucrat in that this person is selected for his or her intellectual

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<tr>
<th>Characteristics</th>
<th>1995 Respondents</th>
<th>1987 Respondents</th>
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<tbody>
<tr>
<td>Honest</td>
<td>88</td>
<td>83</td>
</tr>
<tr>
<td>Forward-Looking</td>
<td>75</td>
<td>62</td>
</tr>
<tr>
<td>Inspiring</td>
<td>68</td>
<td>58</td>
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<tr>
<td>Competent</td>
<td>63</td>
<td>67</td>
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<tr>
<td>Fair-minded</td>
<td>49</td>
<td>40</td>
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<tr>
<td>Supportive</td>
<td>41</td>
<td>32</td>
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<tr>
<td>Broad-minded</td>
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<tr>
<td>Intelligent</td>
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<tr>
<td>Straightforward</td>
<td>33</td>
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<tr>
<td>Dependable</td>
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<tr>
<td>Courageous</td>
<td>29</td>
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<tr>
<td>Cooperative</td>
<td>28</td>
<td>25</td>
</tr>
<tr>
<td>Imaginative</td>
<td>28</td>
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</tr>
<tr>
<td>Caring</td>
<td>23</td>
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<tr>
<td>Determined</td>
<td>17</td>
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<tr>
<td>Mature</td>
<td>13</td>
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<tr>
<td>Ambitious</td>
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<tr>
<td>Loyal</td>
<td>11</td>
<td>11</td>
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<tr>
<td>Self-controlled</td>
<td>5</td>
<td>13</td>
</tr>
<tr>
<td>Independent</td>
<td>5</td>
<td>10</td>
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capacity, not technical knowledge. Because the manager deals with the future, that individual needs behavioral flexibility (Reddin, 1974, p. 9).

All these individuals are involved in management and, therefore, are all viewed as recreation, parks, and leisure service managers. Their individual roles or purposes may vary, but the goals sought are similar.

**Skills of the Recreation, Parks, and Leisure Service Manager**

A recreation, parks, and leisure service manager must possess certain skills, knowledge, and ability to be successful. Robert L. Katz (1955, pp. 33-42) identifies three areas of skill that are necessary to the management process—technical, human, and conceptual:

**Technical Skills.** This involves the ability to use one’s knowledge in the performance of specific work tasks. Skills in the management of aquatic facilities, such as the ability to check pH and chlorine residuals, are examples of skills that can be learned from experience or through a formal education process.

**Human Skills.** Here the recreation, parks, and leisure service manager applies his or her ability to motivate people by working with and through them to achieve organizational goals.

**Conceptual Skills.** This involves an understanding on the part of the manager of how each of the organization’s components fit together in order to meet its goals and objectives. It further implies that an individual has an understanding of how the organization is affected by, and relates to, broader environmental factors.

According to Katz, individual management styles vary with the type of management position one holds. This phenomenon is shown in Figure 1.1.

As one advances from supervisor to bureaucrat to manager, the mixture of skills needed to be productive changes. A park foreman must have technical knowledge relating to construction, turf care, and vehicle and equipment repair. This individual is usually responsible for the accomplishment of specific tasks and must train and develop others to complete these tasks. On the other hand, the manager must understand how all the components of the organization fit together. They must have the ability to interrelate various organizational functions in order to meet the overall goals of the organization. Although the technical and conceptual skills needed at each level may vary, all positions require equal ability in dealing with human beings. The ability to deal with people is vital; it is the key to productive management because it is primarily through others that work is accomplished.

**What Is a Recreation, Parks, and Leisure Service Organization?**

Recreation, parks, and leisure service organizations are formed to meet the individual and collective leisure needs of society. They provide a framework that allows individuals to do things collectively that they would not be able to do alone, thus serving as entities that overcome the limitations of individual action. Recreation, parks and leisure service systems are organized specifically to meet the objectives of
Managing Recreation, Parks, and Leisure Services: An Introduction

Edginton, Hudson, and Scholl (2005) have identified three basic types of recreation, parks, and leisure service organizations: public governmental organizations; nonprofit, non-governmental organizations; and commercial/private enterprises. A brief explanation of each of these follows.

**Public Governmental Organizations.** This type of organization is concerned with community welfare, improving quality of life, service to the public, enriched community life, wide use of leisure, and protection and conservation of the environment. Typical funding strategies include tax revenues, fees and charges, donations, trusts, grants, contracts, partnerships, use of volunteers, and in-kind contributions. Typical settings include municipal park and recreation departments, county and state conservation and park systems, museums, art galleries, historical commissions, and nature or conservation agencies.

**Nonprofit, Non-government Organizations (NGO).** These organizations focus on social welfare, and benefits members in terms of enriched living, community building, character building, and citizenship. Some typical funding strategies are membership fees and charges, donations, grants and contracts, community enhancements, use of volunteers, and in-kind contributions. Typical settings include the YMCA, the YWCA, Boys & Girls Clubs of America, Boy Scouts of America, Girl Scouts of the USA, Camp Fire...
Boys and Girls, the Salvation Army, Big Brothers Big Sisters of America, and Junior Achievement.

**Commercial/Private Enterprises.**

These types of profit-oriented enterprises are market-driven, participant-oriented, and promote community development through enterprise. Funding strategies include fees and charges, and partnerships. Typical settings include amusement parks, hotels, convention centers, racetracks, professional sports arenas, outdoor-oriented businesses, casinos, resorts, theaters, bowling centers, play centers, retail outlets, and water parks.

**Formal and Informal Organizations**

The goals of an organization are achieved in large part through its structure. Two aspects of this subject are relevant to the productive management of recreation, parks, and leisure service organizations and to this discussion on formal and informal organizations. The formal organization of a leisure delivery service system is established specifically to accomplish the system’s goals. This type of organizational structure requires the collective effort of the entire membership of the organization. According to David Buchanan and Andrzej Huczynski (1997, p. 316):

Formal organization refers to the collection of work groups that have been consciously designed by senior management to maximize efficiency and achieve organizational goals. Decisions about job descriptions, organizational charts, types of authority, and so on, all relate to designing the formal organization.

Formal organizations are structured to increase productivity. But because of specialization, rules, and a hierarchy that at times stifles communication, formal structures may impede the attainment of an organization’s goals. Rules and procedures can become ends in themselves, thus blocking individual initiative; specialization can lead to fragmentation within the organization. On the other hand, formal organizations are a means for orderly and controlled interactions among people. They provide clearly defined lines of authority and responsibility and may positively influence the achievement of an organization’s goals and objectives.

The goals of a recreation, parks, and leisure service organization may also be influenced by the informal organization present within the system.

Informal groups play a significant role in the dynamics of organizational behavior. The major difference between the formal and informal groups is that the formal group . . . has officially prescribed goals and relationships, whereas the informal one does not. Despite this distinction, it is a mistake to think of the formal and informal groups as two distinctly separate entities. The two types of groups coexist and are inseparable. Every formal organization has informal groups and every informal organization eventually evolves into some semblance of formal groups (Luthans, 1998, p. 282).

Formal and informal systems exist side-by-side and should complement one another. An informal organization
may contribute to the formal organization in the following ways:

1. It blends with the formal organization to make a workable system for getting work done.
2. It lightens the workload of the formal manager and fills in some of the gaps of his or her abilities.
3. It gives satisfaction and stability to work groups.
4. It is a very useful channel of communication in the organization.
5. Its presence encourages a manager to plan and act more carefully than he or she would otherwise (Davis, 1981, pp. 257-259).

Because they may have conflicting sets of values, informal organizations can hinder the achievement of the goals of a formal organization. A group of individuals can organize around a concern, on an informal basis, and bring a great deal of pressure to bear on an organization. This can result in considerable expenditure of the organization’s resources and may detract from its productivity.

Recreation, parks, and leisure service organizations and their managers operate in a complex and diversified environment. A number of environmental forces (i.e., social, political, economic, and physical), present a challenge to recreation, parks, and leisure service managers. A manager’s work is greatly influenced by the inter-relationships that exist among these various factors. Each system interacts with the others, influencing one another and the total environment.

A dynamic recreation, parks, and leisure service organization is in constant interaction with the environment. The interaction that takes place between factors in the environment may be defined as an interface. When the recreation, parks, and leisure service organization contacts a participant in the delivery of services, such as when providing face-to-face leadership for an activity, an interface occurs. It also exists at a party or during a coffee break, when members of a recreation, parks, and leisure service organization discuss their activities. An important function of the recreation, parks, and leisure service manager is to recognize the various factors that affect the delivery of leisure services. Further, it is extremely important that the recreation, parks, and leisure service manager identify and manage critical interfaces (i.e., where two or more factors interact with each other) that exist between and within factors of the total environment.

**SUMMARY**

The arrival of the 21st century provides a great opportunity to review strategies used to manage recreation, parks, and leisure service organizations. The growth of leisure in North America has resulted in the creation of a vast number of organizations that deliver leisure services. In the past 150 years, a host of social innovations, from parks to community centers to amenities such as child-care programs, have emerged. Recreation, parks, and leisure service managers will continue to play an important role in the social transformation of society. Working with and through human resources, managers are charged with forming the effective and efficient, hence productive, management of these organizations.

The 21st century presents a new set of assumptions that will influence the work of recreation, parks, and leisure
In the burgeoning literature about how best to lead, Robert K. Greenleaf famously coined the phrase in an essay titled “The Servant as Leader.” In the years since, Greenleaf’s ideas have drawn a sizable following, and their echoes have appeared in popular leadership books by Stephen Covey, Ken Blanchard, Max DePree, and others.

Greenleaf argues that too many leaders in the past have been driven by a need for power or authority. They have set up hierarchical systems and, for a long while, could achieve results. Today, however, people no longer grant automatic deference to a leader and seek instead, less coercive, more creative relationships. “A new moral principle is emerging,” writes Greenleaf, in which followers will “respond only to individuals who are chosen as leaders because they are proven and trusted as servants.”

Be a leader of leaders. The idea has ancient roots. Current literature on servant leadership points out that Christ taught his disciples that in order to lead, they must “wash one another’s feet,” that they must learn to serve each other, and that many who are first will be last, and many who are last will be first. Greenleaf adds that in the early days of the republic, leaders like George Washington signed their letters, “Your most humble and obedient servant.”

Pure notions of “servant leadership” have, of course, a utopian ring. No one can make it to the executive suites of a Fortune 500 company or climb the slippery pole of politics who lacks personal drive and is purely selfless. Washington himself started out, as James MacGregor Burns has written, with “fierce ambition.” In the modern organizations of today, leaders must also have a streak of toughness, even ruthlessness.

Even so, the idea taking hold in high-performing organizations is that the leader’s role has changed. Increasingly, the best leaders are those who don’t order but persuade; don’t dictate but draw out; don’t squeeze but grow the people around them. They push power out of the front office, down into the organization, and become a leader of leaders. Most important, as Peter Drucker insisted, they understand that the people in an organization are its No. 1 asset.

At a time when young professionals are looking for a different set of values in work—studies show they’re less interested in power and prestige than in positive relations with colleagues and interesting challenges—the bully may finally see his end. That can hardly come soon enough.

service managers. Greater emphasis on quality, doing more with less, technology and telecommunications, and rapid discontinuous change, coupled with a more sophisticated workforce, will create great challenges for recreation, parks, and leisure service managers. There will be a need for flexible, agile, and responsive organizational structures. Networking, collaboration, coalition building, teaming, and establishing partnerships are all important activities of recreation, parks, and leisure service managers. Recreation, parks, and leisure service managers will be cheerleaders, coaches, teachers, facilitators, encouragers, and visionaries rather than policy enforcers, controllers, or directors. Their work will be to encourage the best efforts of others rather than to coerce or force their employees.

The productive management of any recreation, parks, and leisure service organization is greatly dependent upon the ability of a manager to work with and through people to achieve organizational goals. Managers are a key factor in influencing the work of any organization and the people within. Although there is no universal definition of management, it is often thought of as a process of enabling individuals to pursue organizational goals through joint performance. Managers must apply a mix of technical, human, and conceptual skills in order to perform effectively.

Acting in a number of roles, it is important for the manager to be aware of the various environmental systems that can affect the delivery of leisure services. Environmental constraints include the participant and his or her social, political, physical, and economic factors. An awareness of the patterns of interaction or interfaces that take place between and within these factors is crucial to the recreation, parks, and leisure service manager. The productive management of any recreation, parks, and leisure service organization is dependent on the ability of the manager to work with these constraints and to move the organization toward its goals.

**DISCUSSION QUESTIONS**

1. In what ways has the concept of “management” changed over the past eras? More specifically, how has management been transformed in the last 150 years?
2. Many early pioneers in the park and recreation field were also great managers. Explain and discuss this dimension of their professional activity.
3. How do current management practices differ from management practices of the past? How do management roles differ from management roles of the past?
4. How will a management model of the knowledge-based era differ from that of an industrial-based era?
5. How has work changed and how do such changes influence the nature of management?
6. Define and discuss management and productive management.
7. What skills does a manager need to be successful?
8. Identify and discuss three types of recreation, parks, and leisure service organizations.
9. How does the environment impact on the work of recreation, parks, and leisure service organizations?
10. Why is it important for managers to identify critical interfaces influencing their work and the environment?
REFERENCES