An Evaluation of the Recreation Program at Hill Air Force Base, Utah

Neil J. Andrew

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AN EVALUATION OF THE RECREATION PROGRAM

AT HILL AIR FORCE BASE, UTAH

by

Neil J. Andrew

A thesis submitted in partial fulfillment of the requirements for the degree of

MASTER OF SCIENCE

in

Recreation Education

Approved:

Major Professor

Head of Department

Dean of Graduate Studies

UTAH STATE UNIVERSITY
Logan, Utah
1968
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The Hill Air Force Base Recreation Program, under the direction of Mr. Harold Orton, has extended a privilege unto me for which I am greatly indebted. I appreciate the project they provided me with, especially Mr. Harry G. Hall as special consultant and information director for the evaluation.

I offer my personal thanks to my parents, Mr. and Mrs. Donald L. Andrew, for their instilled guidance of pursuing an education, and the long-range principles of achievement they taught me to bring about the completion of this degree.

Mr. Nolan K. Burnett, my major professor, has been much more than just a committee chairman. He is responsible for my choice of becoming a Recreation Professional as well as the successful completion of this thesis. Red, my career is indebted to you, and I extend my personal thanks to you.

Finally, to my wife, Tanya, for her constant encouragement, and to her parents, Mr. and Mrs. John A. Hoyt, without whose support it would have been impossible to remain in school for Graduate Study. I owe to these people the living appreciation of a darling wife plus the additional admirations, opportunities, and advantages inherently associated with a Master of Science degree.

I extend to each of these people with sincere gratitude the honor of the respective portions of my success for which they have so ably contributed.

Neil J. Andrew
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ABSTRACT

An Evaluation of the Recreation Program
at Hill Air Force Base, Utah

by

Neil J. Andrew, Master of Science
Utah State University, 1968

Major Professor: Nolan K. Burnett
Department: Health, Physical Education, and Recreation

The effectiveness of achieving pre-determined goals by a military recreation department was studied at Hill Air Force Base, Utah. "Evaluation of Community Recreation" was the evaluation tool that was used. It is published by the National Recreation and Parks Association and was validated by the Great Lakes District Program Standards Committee in 1965. This evaluation contains 35 standards of measure involving 125 criteria to determine program effectiveness. These standards are in the general areas of philosophy and goals; administration; personnel; programming; areas, facilities, and equipment; and evaluation.

The study indicated a high degree of performance for programming and areas, facilities, and equipment operation. The overall program is a very good program operating above an adequate degree of performance according to this study.

(109 pages)
STATEMENT OF THESIS PROBLEM

Origin and nature of the Problem

An evaluation is the process of determining the effectiveness of program or leadership in terms of achieving predetermined goals. Military recreation has developed as a result of increased leisure time, the creation of base housing, increased military career opportunities, and the need to maintain a high degree of morale among personnel or their dependents. There are two fundamental problems of military recreation that utilize a variety of sources for their successful solution. These basic problems are concerned with providing appealing services and activities to counteract other less desirable types of leisure time activities by potential participants, and the staffing of these programs with professionally conscious people.

An intensive study of the existing recreation program at Hill Air Force Base to determine the important administrative factors that make a military base recreation organization successful will be pursued. This evaluative study is devoted to the improvement of program and leadership practices of military-oriented recreation.

Scope and limitations of material

This evaluation is based upon an evaluative form published by the National Recreation Association and developed by the Great Lakes District Program Standards Committee in 1965. For this particular study the following changes were made in the evaluation form:
1. Removal of the last sentence of Criteria d, Standard 2, which is goals, because it is not reliable for a military recreation situation.

2. Elimination of Criteria g, Standard 3, which is not applicable.

3. Removal of the last sentence of Criteria c, Standard 4, which involves contents of an administrative manual.

4. Criteria b of Standard 7, which is financial administration, was deleted because there is no gifts available to this department.

5. Criteria a of Standard 15, dealing with total community planning, was deleted because it is not applicable.

6. Standard 24 involves recruitment of qualified personnel. Criteria b of this standard is not feasible for military recreation departments.

7. Standard 35, which is mobile equipment, was entirely deleted because of the lack of need at Hill Air Force Base, Utah.

The entire evaluation form used in this study can be found in appendix A.

The judgements related to the evaluation were gathered as a result of eight days of personal visits to Hill Air Force Base. These were not consecutive days, but were spread over a period of five weeks normal operating procedure from July 15, 1967 to August 17, 1967. During these visits, my exposure to the recreation program was complete for the fundamental areas of philosophy goals, administration, programming, personnel, and evaluation procedures. I visited each facility at the base, but have not personally seen the Snow Basin Ski Lodge up Weber Canyon nor the Carter Creek Cabin development in the Unita Mountains.
This evaluation study is concerned solely with the Recreation Services Branch at Hill Air Force Base, Utah. The same principles and techniques employed for this evaluation could be used for other types of recreation program evaluations.

**Objectives**

The objectives of this study are:

1. To evaluate the recreation program by the opportunities for participation and the number and types of participants.
2. To analyze staff functions, assignments, and performance.
3. To prescribe principles about physical resources and facilities required for a successful military recreation program.
Military recreation development and evaluation

An important segment of recreational service is the program provided for the armed forces and their dependents by the federal government. Within the time of written history, the first military organization to discover the necessary relationship between work and recreation were the Greeks. Long before the Greeks, soldiers were trained by forced physical exercises, but it remained for the Greeks to make it fun with games, and with competition. The provision for recreation services as an important need, and one of the vital processes of the military community, was recognized during World War I. According to Butler (2) and Kraus (15), the War Camp Community Service was organized by the Playground and Recreation Association of America to provide required recreation programs. This organization was to correlate activities and public relations between the base and the community. (6) When it became apparent that organized recreation programs were advantageous to military personnel and communities in reducing service problems, the Special Services Section was established to meet the expanding need for military recreation. A strong boost to recreation in the armed forces came when the President's Committee on Religion and Welfare in the Armed Forces reported in 1951. This report stressed the contribution of organized recreation services in shaping character, increasing efficiency, and promoting support for the armed forces within the United States, and at foreign bases. The rationale underlying a military recreation program is extremely well understood and
has been clearly pronounced by the Department of Defense in their directive to Personnel Service Divisions in 1953:

It is the policy of the Department of Defense to promote and provide a well-rounded morale, welfare and recreational program to insure the physical and mental well-being of its personnel. Adequate free-time facilities should be provided, operated, and maintained through financial support tendered by the Federal Government. (15, p. 367)

Today's military is made up of people accustomed to civilian standards. The Department of the Air Force (4) accepts the responsibility of providing for the total needs of the individual including leisuretime activities. The Personnel Services Division has a mission to attain and maintain the highest possible morale for all personnel and their dependents through a combination of programs designed to provide for their education, recreation, and welfare. The Special Services Section has been established to stimulate, develop, and maintain the mental and physical well-being of personnel through voluntary participation in planned leisure-time sports, entertainment, and recreational activities. Military people are constantly being uprooted and forced to develop new friendships. Because of this primary reason, an organized program of dependent youth activities is substantially more necessary than such a program might be in a more stable community. The welfare of dependents is inseparable from that of the parent in a military career. If children are well-adjusted, happy, and growing normally, the parent can set about his everyday tasks without undue concern. A well-organized and smoothly operated recreation program will help insure maximum job performance, and it will also inevitably affect the parent's attitude toward a military career. (5, p. 1)
Every recreation agency or institution, whatever its focus or its field of operation, is rightfully concerned with how well it is performing its tasks and fulfilling its objectives. This study is a precedent for this particular type of recreation agency and its scope. Dunn (9) and Kurtz (6) both recommend an appraisal of the recreation program because:

1. The mere completion of the evaluation form necessitates investigation of areas and facets of operation given little thought in day-to-day administration.
2. The recreation board and superintendent will be better oriented in respect to community, city council, park board, school, and other agencies. The schedule helps to present the over-all picture and outlines your niche.
3. It generates a desire for improvement of all phases of operation.
4. It provides a standard by which you may judge your efforts.
5. It provides a guide for improvement by pointing up the department's shortcomings. (9, p. 16)

The procedure of evaluation has always been a function of the military in their operation. The Air Force Department has developed four activities of a successful evaluation program. They include as the first step, the collection of information or fact finding; the second step, analysis and interpretation of data; the third step, reporting the results of the analysis; and the last step, taking appropriate action to adhere to the results of the evaluation. (3, p.3) Brown (1) warns that additional hints to these evaluative steps is to specify the goals and objectives of the program being evaluated, plus the use of good timing and good techniques in the comparative process. Carelessness weakens an evaluation due to the process involved, lack of appropriate techniques, and by the very nature of recreation itself. The true value of an evaluation is in the determination of how the program can be improved (12, p. 2-8).
Military recreation participation

The increasing complexity of the military forces has generated the requirement for a new type of serviceman never known before. By requiring high levels of intelligence or training, the military has created a situation which requires the motivation of a person in planned recreation programs. Today, U.S.A. military service recreation programs are the most diversified, highly organized, staffed, and equipped of any in the world (7). Since all military commanders have the responsibility of maintaining morale and physical fitness, the recreation officer should be acquainted with the policies and demands of the base commander so that a flexible program to meet the situation may be operated. This type of a program involves the use of the general resources of the base as well as community properties and correlation. The recreation plan should serve both sexes, encourage family participation, and be a carry-over of interests and skills developed in school, encouraging self-leadership and coordinating the various areas or people on the base (17). Dula (8), a former military base recreation director, claims that recreation programs on a military base are similar to the community recreation program in many ways; in fact, many military bases offer the same variety of recreation activities as cities of comparable size. He continues with three points of military recreation governing policy:

1. Recreation programs and opportunities should be equal to the best in the nation.

2. The same high quality of "management" is required as is demanded in the many carefully organized systems of defense.
3. A progressive partnership with other segments of the American Recreation movement must be established.

Money for military recreation comes from the Central Base Fund which is a return on the personnel's own spending. This financial support is derived from the profits of the post exchange and other military service stores, including some recreational services. Growing concern for the welfare of military personnel dependents has expanded the recreation program. Rathner (18) points out the emphasis of teen club organization at the different bases. Dependents of military professionals want and need leisure time opportunities similar to those of other American youth. There are more than 30,000 teen-age dependents of American military personnel in Europe alone. In Turner's analysis of military recreation for youth (20), Colonel Edwards of the Air Force says, "A youth program should logically be directed toward the majority, not the very few highly skilled or talented youngsters." This concept fulfills the need to motivate children of any age level or ability. Youth in military families as well as enlisted personnel are urged into organized recreation programs because of the wholesome benefits and complimentary outcomes accrued for the desired function of their responsibility in the armed forces.

**Purpose and importance of leadership**

Increased recreation requirements for military personnel and their dependents at their varied bases has created a need for improved, professional leadership. Ericson (10, p. 373) contends:
The challenge to originate and administer a program of leisure-time opportunities for servicemen and their families is being met by the Recreation Management Plan. Under this plan, trained, civilian professional administrators assist the military families to help themselves in their pursuit of leisure-time activities.

These trained administrators work closely with a recreation committee which is a group of enlisted men from the different sections of the military and a recreational council, who are the senior officers appointed to the council (13). Military personnel have adopted some personal governing policies by their own initiative to aid the recreation program. These are:

1. Role of parents is to encourage children and volunteer leadership.
2. Utilize community assistance, and correlate efforts of recreation program.
3. Broad program of "recreation for all" should be insured.
4. Acquisition of professional recreation leadership.
5. Use of, and cooperation with, school program and facilities. (5, p. 3)

The proper responsibility of the recreation organization is instilled in the commander of each installation. He is to insure proper cooperation for the fulfillment of the needs of the personnel under his command in accordance with the Department of Defense Directive issued in 1953. The guidelines he should follow are: to have continuous responsibility of command for the welfare and morale of personnel, fulfill the needs and desires of dependents, maintain active cooperation and interest of talented volunteer leadership, and work always for an organization to preserve command responsibility, yet represent all appropriate interests and resources (5, p. 1).
To accomplish the purpose of a recreation program, Frederickson (11) suggests the objective and approach of the whole organization should be built around maximum recreation service to the public, both directed and undirected activities, within the limitations of available resources. The pattern is to have a single head in charge of operating a facility or service or a logical group of facilities or services, with responsibility for all of the operations directly related to accomplishing the prescribed objectives. The basic military recreation program consists of five major categories (15, p.369). These are sports, entertainment, crafts, service clubs, and libraries. Each of these programs are utilized to motivate its participants in the need for training and conditioning, physical exercise for better health, loyalty, and discipline as a concommitant learning very much stressed in the military profession.

An inherent requirement of hiring civilian personnel in any program is the evaluation of the performance of the employee. The goals of evaluative criteria are to aid in an over-all upgrading of the entire program. These goals are:

1. Results in more comprehensive, reliable, and meaningful evaluations of installation programs.
2. Provides commands with more information concerning the individual, and program deficiencies which exist at their installations.
3. Provide headquarters with information on base programs both as to the progress and effort that is being made to improve civilian personnel activities, as well as current status of each significant element in the program.
4. Embrace all aspects of the civilian personnel activity currently being reviewed by the Civil Service Commission, to the extent that headquarters will direct name case corrective action whenever individual regulatory, procedural, or classification violations are uncovered. (3, p.1; 14, p. 340).
Military recreation facilities

The surroundings of a military base are versatile enough to be conducive to a variety of recreational opportunities. Donnelly (7) maintains that money and facilities are mere props for the programs of reaching the serviceman and interesting him in something that may educate him, improve his mind, exercise his body, and give him something concrete to hold onto within his spirit. Leadership is the key. An excellent example of this is the multiplicity of the recreation opportunities for individuals and family groups provided by the issuance of equipment through the base Recreation Section. Within the sports program alone there are six phases to meet the different levels of ability of all participants. These include instructional, self-directed, intramural, extramural, varsity, and women sports (4, p. 8).

Facilities vary from base to base and may even be on board ship. The necessity for a comprehensive recreation program for men in the military at sea is as obvious as it is great, says Hallberg (13). Loneliness, restlessness, and boredom have adverse effects on a ship's crew after long periods away from home. A good leader with enthusiasm, initiative, and imagination can turn an abandoned barrack into a well-established and smoothly-operated recreation center. This is an essential part of our armed forces program. Military recreation indeed is an important segment of our recreational services.

The impetus given by the military during and after World War I and II to the recreation movement is largely responsible for the accelerated growth for the use of leisure time, and it is only proper that the military be concerned with an evaluation of their recreation program at each base of operation.
METHOD OF PROCEDURE

The status of the existing recreation program at Hill Air Force Base will be assessed by adapting the standards and evaluative criteria of the National Recreation Association as developed by the Great Lakes District Standards Committee in 1965. This evaluative form has 35 standards in six categories which include (a) Philosophy-Goals, (b) Administration, (c) Programming, (d) Personnel, (e) Areas-Facilities-Equipment, and (f) Evaluation. A standard is a statement of desirable practice, a level of performance for a given situation. These standards have a purpose of directly measuring the effectiveness of the recreation program by personal observation and conclusions. There are 124 evaluative criteria contained in these 35 categories of recreation performance of the Great Lakes District Standards Committee Evaluation.

Participation records kept by the recreation division at the base site as a part of their annual reports are part of the basis of evaluating participation types and the determination of the rate of program use. From a collection of data by personal study of this recreation program, it will be possible to determine the successful operating practices and diagnose procedures which require improvement.

The degree of performance was rated by staff personnel and non-departmental personnel as a result of interviews, observations and research of records.

Evaluation form

The core of this study originates from the Evaluation of Community
Recreation, a guide of standards and evaluative criteria produced by the research department of the National Recreation Association. The form used for this study including all deletions is contained in Appendix A.

Computation Procedure

Whereas the primary purpose of the study is for self-evaluation and the values which come from such a self-study, a scoring system is devised to aid in the establishment of the department's relative position on each of the major aspects of the evaluation. It should be emphasized that this scoring system is not meant to be used in a competitive manner with other departments, but as a guide for self-improvement. Since there is no absolute level of peak performance, any recreation department should strive for a "high degree" of service in all aspects or criteria of each standard, then continue with improvement in each area for the most success. The categories were established for convenience; however, it will be found that they are very much interrelated and one aspect of the recreation program cannot function independently of any other.

Each category has basic standards identifying fundamental facets for quality program. To assist in determining whether or not the standard is met, evaluative criteria have been developed for each standard. Numerical values of the scoring system should be assigned performance ratings for each corresponding criteria of the evaluation form as follows:

- To a high degree 5
- To an adequate degree 3
- To some degree 1
- To no degree 0
A standards profile computation worksheet is used to assist in the preparation of data for the standards profile graph. An example of the computation process would look like this:

**Philosophy-Goals**

Standard 1: Philosophy

Criteria a. 3
Criteria b. 5
Sum 8
Divide by 2
Profile 4

The standard profile score is obtained by figuring the average of the sum of the performance scores of the criteria for each standard. After the profile values have been determined they are plotted on the profile graph for easy analysis of the weak areas and strong points of operation for the department. This graph is in completed form on page 78 and 79 of the Thesis. The scoring system and profile graph used together can present a credible picture as to how the department is meeting the various criteria and thus the standards. Each standard has a prepared section of interpretation because it is difficult to convey meanings through brief statements of standards and evaluative criteria.
RESULTS AND DISCUSSION

Computation results of the evaluation

This evaluation guide is developed to help recreation professional personnel evaluate the effectiveness of their over-all recreation services and activities. The evaluative criteria of each standard apply to all public recreation departments inasmuch as they are considered to be fundamental aspects of an effective operation. The six categories of the evaluation format are established for convenience, and it is not intended that they are not very much interrelated or that they function independently of each other. This format of evaluation could be very useful in establishing an effective recreation program of operation as well as a tool of evaluation.

Interpretation of evaluation results

Philosophy-Goals

Standard 1. Philosophy

There should be written statements of philosophy relating to the role of recreation in the life of the individual and the community.

Criteria

a. Professional personnel of the recreation department should have a stated philosophy toward recreation as a profession as well as recreation's value to the individuals and the community.
b. There should be a statement of purpose regarding the role of the public recreation department in the community. This statement should be developed by professional personnel and citizen board and be based upon the legal purpose as stated in the establishing act.

**Standard 1. Philosophy**

a. 3

b. 5

Sum 8

Divide by 2

PROFILE 4

A philosophy is a theoretical conceptual framework of basic beliefs held by an individual upon which principles may be established, goals developed, and allows for methods or techniques of accomplishment as an outgrowth. The purposes that a recreation program assumes evolves from the philosophy of the value of recreation for a foundation of sound service.

In regards to criteria a, the personnel of the Hill Air Force Base Recreation Department have a good understanding and feeling for the value of structured recreation. They want people to participate in activities that bring immediate satisfaction during their leisure time. This typical philosophy is measured at Hill Air Force Base by keeping attendance figures and a running total of the number of activities offered. Moreover, it is based on such general terms, it leaves the recreation leader or administrator without valid means of interpreting what effect he is creating upon the clientele. A clear distinction must be made between the word "recreation"
with its great variance of meanings to people, and that which involves people in a purposeful activity through "community recreation." In one respect there is no focus; on the other, there is direction toward the development of a significant life for all persons, through activity involvement and group associations. A philosophy of recreation indicates a high degree.

Criteria b calls for a statement of purpose for the recreation department. Each Special Services Branch, along with the hiring of civilians under the Recreation Management Plan, has the stated purpose of stimulating, developing, and maintaining the mental and physical well-being of personnel through participation in planned leisure-time sports, entertainment, and recreational activities. By the accomplishment of this purpose the Personnel Services Division can attain and maintain the highest possible morale for all personnel and their dependents through a combination of programs designed to provide for their education, recreation, and welfare. In relation to this stated purpose the commander at Hill Air Force Base issued this statement: "Because the exigencies of military life make it impossible for Air Force families to settle for any length of time in any community, Hill AFB recognizes its responsibility to provide a community program for personnel and their dependents residing on or near the Base." This action is based upon the Defense Departments Directive of 1953 wherein they said: . . . provide a well-rounded morale, welfare, and recreational program to insure mental and physical well-being. Adequate facilities should be provided, operated, and maintained for this purpose.
Standard 2. Goals

There should be goals defining the task of the public recreation department in providing services for its constituency.

Criteria

a. Be written

b. Differentiate between long term and short term goals.

c. Be compatible with the aims and objectives of the recreation profession as defined by the professional organizations.

d. Be developed, established, and reviewed with involvement of the staff and community.

e. Be attainable (feasible, achievable, realistic) for the department based upon existing and potential resources of the community.

f. Be made known to all department personnel, related governmental units, the managing authority, related allied organizations, and the community.

Standard 2. Goals

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Statement of aims and objectives of community-sponsored recreation provides the guidelines for program needs and services. One of the problems confronting the profession today is the lack of clear-cut goals and purposes. If recreation is to be a constructive force for an individual or group there must be an understanding and a striving of unity through the acceptance of common goals. The lack of written, stated goals is not the case at Hill Air Force Base. The common goals they embrace are:

1. To provide for the socialization of the individual through group involvement.
2. To promote the growth of human dignity and self-fulfillment.
3. To provide the opportunity toward finding creative and satisfying outlets through a wide range of cultural and wholesome pursuits.
4. To provide the means for the individual to maintain good health and physical vitality in order to meet the complex challenges of the day.
5. To develop the idea that recreation contributes to group welfare through greater appreciations, widening interests, and broader understandings.

The recreation department at Hill Air Force Base is more concerned with operating procedures of immediate design and purpose than they are of the long-range goals and consequences. The proof of this fact is the total lack of staff and constituency review of the goals. At any Air Force Base there is constant turnover of both personnel and, to a lesser
degree, commanding authority. This creates the need for constant periodic reviews of goal development and achievement. Without involvement of both the citizenry and managing authority a recreation department creates a stronger possibility for not maintaining program support. Recreation programs must reflect community changes as related to societal and individual needs. The managing authority of the recreation department has good relations with the managing authority of the base. There is; however, a complete lack of involvement of the staff and community in the establishment and revision of goals. Each program element of the program reports directly to the Director of the Recreation Services Branch thereby eliminating coordination of the total recreation program. This problem is further compounded by a lack of staff meetings for such purposes.

Administration

Standard 3. Organizational structure
The department's structure should reflect its purpose, its methods of operation in relation to its resources, and its relationship to the community.

Criteria
a. The source of authority of and powers for the public recreation managing authority should be clearly set forth by legal document.
b. The organizational structure should provide for one public authority responsible for legislative (policy-making) functions.
c. There should be written and definitive guidelines for the relationships between the administrative and legislative functions.

d. There should be an administrator who is responsible to the managing authority for the entire operation and services based upon established written policies and procedures approved by the managing authority and the administrator.

e. The administrator should help the managing authority to become familiar with the areas of control and the individual responsibilities of the managing authority members, as well as the general operation of the department.

f. A specific distinction should be made among policies, rules and regulations, and operational procedures. It should be indicated how each is established and administered.

**Standard 3. Organizational structure**

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The source of authority for public recreation in the military is vested in each base commander by the Defense Department Directive of 1953:
It is the policy of the Department of Defense to promote and provide a well-rounded morale, welfare, and recreation program to insure the physical and mental well-being of its personnel. Adequate free-time facilities should be provided, operated, and maintained through financial support tendered by the federal government. (15, p. 367)

The organizational structure is shown in common chart form for the Hill Air Force Base Recreation Department.

There is one supervisor in charge of each single operation in the organization structure. These supervisors are directly responsible to the Director of the Recreation Services Branch. When combined with Civilian Welfare, the recreation staff becomes the legislative body with the director as the administrative authority. Regular meetings are not held for the legislative body and most policy is derived as a means for overcoming obstacles in operating procedures. Most operating procedures are established by the precedence of military regulations and not by department policy.
This is not entirely wrong for the situation because the operating procedures function at an adequate degree; however, departmental policy and staff initiative suffer by this approach. Relations between the managing authority of the base and the administrator of the recreation department is excellent. They have defined their areas of control and responsibility with care for the most efficient use of resources. The directors of Personnel Services and Central Accounting, a subordinate, are considered a part of the managing authority. The administrator of recreation is now in the process of developing a handbook of Standard Operating Procedures for use as a guideline for his staff. This would have been very helpful in the past as well as to create interest in legislative action. It will be most effective when included in an administrative manual.

Standard 4. Administrative manual

There should be an administrative manual.

Criteria

The manual should include:

a. The organizational chart, specifying in detail the interrelationship of operation from the initial authority to all staff.

b. Policies, rules and regulations, and operational procedures relative to programming, including fiscal forms, permits, uses of areas, charges and fees procedures, rentals, system of requisition, inventories, availability of material and supplies.
c. A digest of law under which the department is operating, including state and federal law, local ordinances and resolutions; authorizations for cooperation among governmental units and jurisdictions, as well as between public and private agencies; requirements of recreation boards and bonding procedures.

**Standard 4. Administrative manual**

a. 1

b. 1

c. 1

Sum 3

Divide by 3

PROFILE 1.0

There is no administrative manual for the staff nor the recreation department. This recreation department relies upon military regulations and individual procedures in the administration of each program element under their respective auspice. The director has access to the material for a satisfactory manual of administration, but has done little to promote it except for the construction of a manual of Standard Operating Procedures.

Credit should certainly be given to the respective supervisors of the Athletic Program and the Dependent Youth Activities Program. This credit includes staff members in the gymnasium who work with the Athletic Director. These two program elements have excellent administrative manuals for their personal programs. They have printed copies available
for interested participants and parents. The numbers of these publications are HAFB Manual 215-1 and HAFB Pamphlet 215-1. Differences of opinion on this subject tend to fragment effort, confuse the staff, and lead more to uncertainty than strong support of the recreation program. This exact feeling was conveyed during personal interviews with two members of the staff who had been associated with other recreation departments during their immediate past work history. This is a definite but unnecessary weakness of the present Hill Air Force Base Recreation Program.

**Standard 5. Cooperative community planning**

There should be established working relationships for cooperative community planning.

**Criteria**

a. If no cooperative relationship has been established among governmental departments and public, private, and citizen groups, the recreation administrator should initiate and help to keep alive an active cooperative planning group.

b. There should be public recreation department liaison with official local government agencies, such as zoning commissions, city councils, county supervisors and school boards.

c. The public recreation department should cooperate and have a working relationship with professional recreation state organizations.

d. The public recreation department should be regularly involved in and a part of community planning groups for recreation, such as a Recreation Council or Division for the city, and of community planning allied to recreation.
e. Professional recreation personnel should be a part of the team for total community planning such as city planning, school planning, and regional planning.

Standard 5. Cooperative community planning

a. 5
b. 5
c. 1
d. 5
e. 3

Sum 19
Divide by 5
PROFILE 3.8

The cooperation between established departments at this base are excellent. The Director of Recreation keeps this relationship strong by the proper use and knowledge of military operating policies. The main authority in base planning in all respects is of course the Base Commander and his immediate officer subordinates. The primary reason for this cooperation in planning is Air Force Regulation, but also good relations with the Commander. All facilities on the base with respect to recreation are according to Headquarters Air Force standards assessed by the number of military personnel under the Military Construction Program; however, each facility must be justified for every location. This process of justification creates the need for cooperative planning. The only weakness, which is slight, in recreation planning for this department is the lack of involvement of the total staff. A staff member is consulted
for his ideas only if the plan involves his program element. This
individual involvement is very good, but does not promote total staff
support.

There is almost a total lack of cooperation with state recreation
associations. This position is justified by a strong claim to federal
jurisdiction and the lack of need for state aid in planning. However,
they are a part of the region in which they reside and affect the demand
for recreation services in that locale so should be involved in regional
planning. An example of this effect is proved by the fact that second­
ary school students attend school at established institutions of learning
in the region, not at the base, and they utilize some activities of re­
creation programs from nearby communities in the form of services and
leagues.

**Standard 6. Cooperative operations agreements.**

There should be established policies on cooperative use and
maintenance of facilities and program operation, facility design,
land development, finances, support and control.

**Criteria**

a. All policies and agreements on operational cooperation should
be in writing by and between the department and those involved in
cooperative agreements.

b. There should be memos of understanding between the recreation
department and other departments relating to operational cooperation
and utilization of facilities, resources, etc.

c. There should be cooperative agreements between the recreation
department and other public agencies.
Standard 6. Cooperative operations agreements

a. 3
b. 0
c. 3
Sum 6

Divide by 3

PROFILE 2.0

The policies of operation at an Air Force Base are usually determined by headquarter officials and interpreted into procedures by the Base Commander. This is the process used at Hill Air Force Base. These policies are in writing and follow the chain of authority as shown in the organization structure in standard three. The agreements concerning the recreation department and other departments include the personnel department, maintenance, base planning engineers, central accounting, and vendor services. With the exception of the buildings and grounds section of the maintenance department, all operation agreements are of an adequate nature, or better. Some of the professional recreation personnel spend working hours and even regularly unscheduled working hours watering grass or related duties of upkeep in recreation grounds. Memos of understanding between these two departments beyond the established agreements would have a positive effect upon the satisfaction of work performed.


There should be a sound financial administrative system established.

Criteria

a. There should be an adequate annual budget based on performance budgeting principles.
1. The budgeting process should begin with identification of desirable program elements based upon the needs of the constituency being served.

2. It should be determined in what manner the program elements are best performed.

3. Unit costs per program element should be computed and line items established. Adequate financial records should be maintained to assist in this process.

4. Reduction of program elements to meet limited budgets should be by removal of program units, maintaining adequate financing for remaining program to be conducted. The determining factor as to whether a program element is to be offered or not should not be whether it is self-supporting, nor the lowest per participant unit cost, but the needs of the people.

b. There should be an established policy on the type of services for which fees and charges may be made and the basis for establishing the amount of such.

c. There should be a long range financial plan, particularly for capital improvements and expansion of services.

Standard 7. Financial Administration

a. 5

b. 5

c. 5

Sum 15

Divide by 3

PROFILE 5.0
Hill Air Force Base Recreation Services has an excellent financial structure and administration of their expenditures. The Central Accounting department utilizes the principles of budgeting called for in criteria a, in the allocation of funds based upon supplemental data supplied by the Recreation Department as required.

One of the outstanding aspects of this recreation department is the Military Construction Plan. This plan is developed by Air Force Headquarters to provide ample funds to facility additions to base recreation programs when justified. This justification is determined by a combination of need and number of military personnel at the base. At the present time a new library is under construction, summer cabins are being built in the Unita Mountains, and an addition to the theater has begun which shows the involvement of this department in the pursuit of capital outlay improvements through the Military Construction Program. This plan has the inherent advantage of providing for long-range financial objectives for the expansion of the recreation program at any base where recreation need justifies new facilities.

The policy for charging fees for certain activities is dependent upon the need of the activity, the total cost of the activity, and the participation. At the present time very minimal charges in this program are made for little league baseball and football, ski lift passes, entertainment tickets, golf course, bowling leagues, sports loan equipment, hobbycraft materials, and a dependent youth activity program membership fee. These costs are all below normal recreation user's fees. This is one area of strong administration and is reflected in the wise use of funds.
Standard 8. Public relations.

There should be a systematic program of public relations providing for public interpretation of recreation as a whole and the objectives of the department in particular. It is recognized that the best public relations is quality service.

Criteria

a. Regular reports of the departmental operations should be made not only to the managing authority but also, in some manner, to the constituency.

b. All aspects of mass communication media should be utilized in the interpretive program.

c. Audio-visual materials interpreting recreation should be made available.

d. Opportunities should be given for discussions, hearings, study groups, and conferences on recreation problems.

Standard 8. Public relations

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<td>a</td>
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<td>b</td>
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<td>c</td>
<td>5</td>
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<tr>
<td>d</td>
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</table>

Sum 15

Divide by 4

PROFILE 3.8
This operation of public operations is not singled out as a separate function for the reason that the body of duties involved usually are assigned to all member of the staff with final administrative authority vested in the director. Some of the means employed at Hill Air Force Base to accomplish good public relations are conducted with this principle in mind. A daily newspaper for the base, the Daily Bulletin, always has pertinent information about the recreation program. One edition had information about proper wearing apparel on the golf course, the intramural softball schedule, the AFLC golf tournament and softball tournament representatives from Hill Air Force Base to the tournament in Ohio for 1967. Audio-visual materials about these events and the summer home areas available for base personnel use are abundant at strategic locations around the base.

Criteria d. requires opportunities for discussions or study groups and hearings on recreation problems or program aspects. This is a primary responsibility of the governing authority that should include both staff and citizenry. This type of effort would aid in the identification of the various publics, public relations content and timing, and most efficient media for publicity. This procedure will gain needed support for the recreation department when handled correctly.

The main principle of public relations followed by the Hill Air Force Base Recreation Department for success is the same one suggested by the Greensboro, North Carolina Recreation Department. This principle is to maintain effective public relations by personal contacts and publicity media.

Appropriate service statistics shall be maintained to plan more adequately, interpret, and evaluate the recreation program.

Criteria

a. Appropriate records on individual participants and on groups should be maintained in a form that lends itself to summarization to provide useful information, such as:
   1. Proportion of constituents receiving services.
   2. Number of participants registered, number of groups and sessions, and the attendance.
   3. Composition characteristics of the participants as well as the constituency, such as age, sex, cultural background, marital status, educational level, occupation, and length of time in community.

b. All records and reports should conform to such uniform and current methods of maintaining records and reporting data as may be developed from time to time within the recreation field, if at all functional for the local situation, so that local data may be used for comparative information with other public recreation departments.

c. An appropriate record system should include at least financial, personnel, and program records; property inventories; legal document; and accident reports.
Standard 9. Service statistics

a. 5

b. 3

c. 3

Sum  11

Divided by  3

PROFILE  3.7

A method of determining program demand and interpreting recreation needs to the public is commonly by the use of service statistics. Service statistics are a handy method of justification for obtaining funds for the recreation program also. The Hill Air Force Base service statistics are calculated to give general indications of the percentage of constituents utilizing the program and the attendance figures. Any composition characteristics of an individual or staff member is handily available from records at the office building where they are housed. A recent report contained the inventory for facilities which served as a means of justification for requisitioning additions to the program. The record system used at Hill Air Force Base includes all aspects called for in the criteria, but they are in separate department files. It would be an advantage to compile all factors into one handy ready reference recreation record file.

The monthly participation rates per single unit of participation for the year 1967 by month is shown in table 1. These rates of participation are 10% higher than any previous high for one month since they have been kept beginning in 1964.
Table 1. Recreation Program Participation Rates, January through July, 1967

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<tr>
<td>Library</td>
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<tr>
<td>Attendance</td>
<td>3,626</td>
<td>3,770</td>
<td>4,446</td>
<td>3,690</td>
<td>4,201</td>
<td>4,090</td>
<td>3,755</td>
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<td>Books available</td>
<td>23,971</td>
<td>24,062</td>
<td>24,188</td>
<td>24,164</td>
<td>24,422</td>
<td>24,527</td>
<td>24,706</td>
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<td>Athletics</td>
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<td></td>
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<tr>
<td>Gym</td>
<td>3,673</td>
<td>4,548</td>
<td>1,840</td>
<td>1,780</td>
<td>2,255</td>
<td>4,280</td>
<td>4,976</td>
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<tr>
<td>Swimming Pool</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>(10,298)</td>
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<td>Bowling Alley</td>
<td>9,760</td>
<td>9,221</td>
<td>10,600</td>
<td>10,165</td>
<td>10,732</td>
<td>10,194</td>
<td>10,204</td>
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<td>Sports Loan</td>
<td>649</td>
<td>467</td>
<td>567</td>
<td>327</td>
<td>485</td>
<td>527</td>
<td>476</td>
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<td>Youth Group</td>
<td>240</td>
<td>240</td>
<td>384</td>
<td>384</td>
<td>384</td>
<td>6,100</td>
<td>6,100</td>
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<td>Hobby Shops</td>
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<td>924</td>
<td>1,060</td>
<td>1,146</td>
<td>1,040</td>
<td>910</td>
<td>720</td>
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<td>Wood</td>
<td>251</td>
<td>180</td>
<td>301</td>
<td>265</td>
<td>242</td>
<td>191</td>
<td>210</td>
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<tr>
<td>Electronic</td>
<td>306</td>
<td>240</td>
<td>350</td>
<td>267</td>
<td>193</td>
<td>100</td>
<td>24</td>
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<tr>
<td>Ceramic</td>
<td>201</td>
<td>262</td>
<td>344</td>
<td>319</td>
<td>362</td>
<td>301</td>
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<tr>
<td>Sales Stores</td>
<td>1,212</td>
<td>1,258</td>
<td>1,611</td>
<td>1,800</td>
<td>1,400</td>
<td>1,516</td>
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<tr>
<td>Arts &amp; Crafts</td>
<td>379</td>
<td>339</td>
<td>364</td>
<td>402</td>
<td>443</td>
<td>384</td>
<td>351</td>
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<tr>
<td>Jr. Rifle Club</td>
<td>37</td>
<td>67</td>
<td>44</td>
<td>30</td>
<td>--</td>
<td>25</td>
<td>--</td>
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<tr>
<td>Photo Club</td>
<td>58</td>
<td>41</td>
<td>45</td>
<td>56</td>
<td>83</td>
<td>50</td>
<td>38</td>
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<tr>
<td>Hill Air</td>
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<tr>
<td>Recreation</td>
<td></td>
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<tr>
<td>Center</td>
<td>1,893</td>
<td>1,532</td>
<td>1,177</td>
<td>1,410</td>
<td>1,360</td>
<td>4,236</td>
<td>4,535</td>
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<tr>
<td>Golf Course</td>
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<tr>
<td>Nursery</td>
<td>1,739</td>
<td>1,513</td>
<td>1,833</td>
<td>1,534</td>
<td>1,688</td>
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<tr>
<td>Snow Basin</td>
<td>299</td>
<td>340</td>
<td>683</td>
<td>185</td>
<td>295</td>
<td>337</td>
<td>309</td>
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<tr>
<td>Total</td>
<td>49,042</td>
<td>49,004</td>
<td>52,691</td>
<td>51,520</td>
<td>58,914</td>
<td>69,922</td>
<td>81,281</td>
</tr>
</tbody>
</table>
Programming

Standard 10. Objectives

There should be specific objectives established for each program element and service which are based upon and developed within the limits set by the philosophy and goals of the recreation department.

Criteria

The statement of objectives should:

a. Be written

b. Cover program elements such as community centers and playgrounds; programs for senior citizens, the handicapped, other special groups; special program fields; and services such as program consultation, provision of equipment and facilities, and literature.

c. Be reviewed at the beginning of each year's or seasonal program and used as an evaluatory tool at the end.

d. Be prepared in consultation with appropriate groups, such as participant councils, planning committees, supervisory personnel, recreation leaders.

e. Be specific and realistic, not a statement of general values of an activity or program field.

Standard 10. Objectives

a. 5

b. 3

c. 3
Objectives for each program element in this recreation department do not exist. There are objectives for the dependent youth activities and athletics. The objectives for the sports and intramural programs are:

1. Develop a high degree of morale and "esprit de corps" in Hill Air Force Base personnel.
2. Develop a high degree of physical fitness in base personnel.
3. Develop a recreational source of sports competition to improve the overall base recreation program.
4. Develop a skilled personnel in the various sports approved by HQ USAF and HQ AFLC to represent the base, AFLC and USAF varsity competition.
5. Determine the outstanding military unit on base in sports competition.

The major objectives and goals have been discussed in standard one and standard two of this evaluation. These departmental objectives are better than adequate and a lack of written program objectives does not give a true indication of the lack of objectives. Each supervisor of program elements has determined personal objectives, as indicated by personal interviews, but there is a void of coordinating their objectives into the
spectrum of the total program. An annual review of written objectives is a means of removing this void in correlating programming objectives as well as involving appropriate consultative councils and committees.


The specific objectives of each program element or service should be translated into actionable experiences; that is, experiences which would contribute toward meeting the objective and serve as the framework for determining the methodology and specific activity content.

Criteria (none)

Standard 11. Actionable experiences

   3

Divide by 1

PROFILE 3.0

An actionable experience is the detailing of program objectives into components within the actual program that contributes toward meeting the prescribed objective. Once the actionable experience is determined it becomes easier to determine program content. The actionable experiences in the sports, arts and crafts, and dependent youth activities are well defined and achieved. By themselves they would rate a high degree of adequacy for the evaluation. Actionable experiences for all program elements are present yet the written objectives are not. Some adequacy of these experiences have to exist to achieve the participation rates that these programs enjoy.
Standard 12. Types of opportunities.
The program should provide for opportunities under general supervision only, for direct leadership activities, and for special services.

Criteria
a. Areas, facilities, and equipment should be provided to give an opportunity for individuals and groups to participate without leadership, only general supervision.
b. Recreation opportunities should be provided under direct face-to-face leadership, including skills instruction.
c. Services should be provided to individuals and small groups of individuals to stimulate and assist them to become independent of the supervision and control of the recreation department.

Standard 12. Types of opportunities

\[
\begin{align*}
\text{a.} & \quad 5 \\
\text{b.} & \quad 5 \\
\text{c.} & \quad 5 \\
\text{Sum} & \quad 15 \\
\text{Divide by} & \quad 3 \\
\text{PROFILE} & \quad 5.0
\end{align*}
\]

Basically this recreation program consists of five major categories: (a) sports, (b) entertainment, (c) crafts, (d) service clubs, and (e) libraries. Their total program includes self-directed and organized activities divided into three phases which are instructional, self-organized, and competitive. The program encompasses 18 different sport activities with provided equipment and facilities.
Other examples of recreation facilities which provide ample opportunity for activities utilizing only general supervision and self-directed leadership for Hill Air Force Base Personnel are: (a) five picnic and fire-place areas on the base plus a 3,700 square feet Recreation Lodge at Snow Basin up Ogden Canyon and 12 summer cabins on Carter Creek in the Unita Mountains. The drives to these areas provide an abundance of scenic driving. (b) five tennis courts for uninterrupted use, (c) a 4,000 square foot stable plus riding area, (d) a recreation center for quiet games, social parties, music appreciation, and swimming, (e) a crafts center offering an auto shop, woodworking, electronics, ceramics, photography, and a sales store, and (f) a library with 25,000 books available.

Upon request all of the activities available for self-direction are also supervised for face-to-face or skills instruction. This is especially true in the sports activities. There is golf, tennis, swimming, and conditioning class instruction annually. The crafts shop gives both individual and group instruction. The Hill Air Force Base Recreation Department follows the principle of aiding anyone who desires help in any way and they are staffed to meet these needs.

Often an organization is formed from supervision of the recreation staff. Intramurals are a natural carry-over from earlier experiences. Two wonderfully typical examples of the opportunities for club organizations in the recreation department at Hill Air Force Base is the Jr. Rifle Club and the Childrens Reading Club at the Library. They both have 50 or more members to their meetings and enjoying their activities. All facilities and aid are supplied these groups by the Recreation Services Branch.
Standard 13. Varied participant requirements.

The program should provide structurally for varied participant requirements.

Criteria

a. Opportunities for recreation should be provided which require no one but the individual himself to participate in the activity, some which require a small group and others which require large groups for a satisfying experience.

b. Opportunities for recreation should be provided which require varying types of involvement by the individual, such as vigorous physical activity, intellectual concentration, spectator.

c. Opportunities for recreation should be provided which require various degrees of participant responsibility and interrelationship, such as clubs, leagues, tournaments, study groups, skills instructional classes, informal workshops and discussions.

The Hill Air Force Base Recreation Program has an excellent scope of activities and participation opportunities for their constituency. Public recreation can not be concerned only with mass recreation, but also must fulfill the needs of people to recreate in small groups and
alone. Encompassed in program opportunities should be those in which an individual may participate alone, those in which only a few are needed, and those for which a normally large group is required. An abundance of activities to fill each of these requirements are provided in this program.

The type of participation involvement has at least two dimensions. One is the degree of involvement and the other dimension is the type of involvement demanded by primary function such as physical, social, intellectual, and creative. There should be opportunity for the individual to engage in activities of his personal choice at whatever degree of involvement he wishes. This is how the Hill Air Force Base Recreation Staff approaches their program planning for opportunities of varying group structure.

**Standard 14. Scope of opportunities.**

The program should provide opportunities in all program fields for all levels of proficiency, ages, and sexes.

**Criteria** (none)

**Standard 14. Scope of opportunities**

\[
\text{Divide by 1}
\]

\[\text{PROFILE 5.0}\]

This standard takes into consideration the total community recreation offerings; it does not mean that each public recreation department must offer all program fields at all levels of proficiency for all ages and both sexes all year around. Some opportunities are provided by other community and county leisure-time agencies both public and private, and
competition for their constituents spending. The Hill Air Force Base Recreation program has adequate gentlemen's agreements in utilizing these opportunities for their use. Examples of such program uses are the Valley Music Hall at special rates, Lagoon Resort, Fairs and Rodeos, and University Athletic promotions.

Opportunities for levels of proficiency are made by offering skills instruction, intramural leagues, clubs, etc. for different levels of ability. The recreation opportunities include these same offerings of proficiency in the cultural arts and in the appreciations and understandings as well as the skills development.

The only factor of demand for most program elements in this recreation program is the interest shown by the people. This interest is not shown by numbers as much as it is by participants efforts. All opportunities are available regardless of race, creed or color.

Standard 15. Total community planning.

The program elements and services should be an integral aspect of the total community recreation program.

Criteria

a. There should be an inventory of program elements and services in the community to determine overlapping areas, areas of insufficient activity, and areas of omission.

b. A long range program plan should be developed and periodically reviewed, as well as an immediate plan of program operation. This plan should include implementation procedures and priority listings.
c. The public recreation program should be coordinated with related programs of other organizations in the community, such as the schools, voluntary agencies, churches, to provide the maximum coverage with a minimum of duplication, as well as reduce inter-agency competition for the time of an individual. Programs under joint auspices with other community organizations should be established wherever feasible.

d. In program development, community action groups should be involved.

e. The resources of the community available to the public recreation department should be identified and utilized by the professional recreation personnel.

**Standard 15. Total community planning.**

a. 3  
b. 3  
c. 5  
d. 3  
e. 5  

*Sum 19*  
*Divide by 5*  
*PROFILE 3.8*

It is desirable to incorporate total community programming or regional planning in order not to unnecessarily waste efforts and money. Recreation programs can sponsor similar activities for people of similar characteristics, but agencies should avoid competing with each other for
an individual's time with the same type of experience. Under a condition of this type, it would be better to join forces and make a better program for both agencies. This is the dual purpose principle that is employed by the administrative personnel at Hill Air Force Base. Methods they use to avoid this conflict are to inventory program elements or services and develop long-range objectives with periodic reviews. They are also cooperating with other recreation programs and utilizing resource personnel as specialist staff to provide a better recreation service for their constituency.


A comprehensive plan of education for leisure should be inaugurated and on-going.

Criteria

a. The plan should be developed and carried out cooperatively with the schools and leisure-time agencies, and utilize where possible other groups such as business and industry, semi-public groups, commercial recreation establishments.

b. The plan should encompass all ages, children through senior citizens, as well as both sexes.

c. The plan should be concerned with all aspects of recreation - the psychomotor, the affective, and the cognitive domains.


a. 5

b. 3

c. 5
A standard of this nature indicates that school cooperation should be involved for the many facets of the school program which are concerned with leisure education, such as adult education, dramatics, music, shop, art, physical education. The education for leisure program should emphasize an understanding of the value of recreation to an individual and the impact of leisure on society. The same philosophy that stemmed from World War I and World War II to create a leisure time movement in America is evident at Hill Air Force Base. They emphasize an understanding of the value of recreation to the individual and the impact of leisure on society. This program is a part of their continual operation and partial justification for the existence of the Special Services Branch.

Hill Air Force Base capitalizes upon school cooperation for the education of leisure and parents support for an extension of program opportunity and participation by dependent youth. This creates family interest and is reflected in the increasing participation rates which is not due to an increased population, but strictly the variable factor of increased interest.

The education for leisure program is concerned with all aspects of behaviour to compliment the scope of program opportunity concept. The psychomotor domain includes education for the manipulation and coordinative physical skills and abilities such as crafts, fine arts, nursery and physical education; the affective domain includes teaching interests,
appreciations, outdoor recreation, and conservation; and the cognitive domain promotes knowledge and intellectual ability found in library research and socialization.

**Standard 17. Demonstration projects and research.**

There should be at least one experimental or demonstration project or involvement in some aspect of research each year.

**Criteria**

a. The recreation department should investigate the availability of governmental and private agency grants and apply therefore when they can be used advantageously.

b. The community being the laboratory for recreation research, and the public recreation one prime channel thereto, when requested, cooperation should be given to bonafide, quality research projects being undertaken by individual researchers, private research organizations, graduate students, and educational institutions.

c. Inasmuch as the recreation profession has a responsibility to improve administrative procedures, program methods, special group services, facility design and maintenance, etc., studies and demonstration projects should be conducted regularly which contribute directly to such improvement.

d. In order to keep abreast of recent developments which will enable a more effective and efficient recreation operation, research literature should be made available to professional personnel.
Standard 17. Demonstration projects and research

a. 3
b. 5
c. 1
d. 1

Sum 10

Divide by 4

PROFILE 2.5

Operational studies are very badly needed. All departments can undertake some type of study for the enhancement of its program and the stimulation of its professional staff. This particular study shows the willingness of this recreation department to evaluate their program. They are presently completing a questionnaire that will contribute to vital data to be presented as part of a study at the annual convention of the National Recreation and Parks Association at Miami, Florida in 1967. This is commendable.

Self-initiated operational studies provide the means of continuous upgrading in administrative procedures and program support. An advantage of self-study is the more efficient use of valuable time to rectify a hazardous situation. The lack of self-evaluation by this department is typical of most recreation agencies and a cause for concern of program effectiveness.
Standard 18. Selection of program content.

The selection of program content, specific activities, and opportunities should be based upon an understanding of the individual and the community.

Criteria

a. There should be a definite plan of progression for activities based upon the abilities of the participants and upon good educational practices.

b. Conduct of activities should provide for individual differences of interests, abilities (mental, social, physical), background experiences, etc.

c. Activities selected should be suited to and contribute towards fulfillment of the basic physical, emotional, social, and intellectual requirements of individuals of whatever age.

d. Sociological patterns of the community should be identified and related to the selection of activity.

e. In selecting activities the local resources and cultural characteristics should be capitalized upon.

Standard 18. Selection of program content.

a. 5

b. 5 Divide by 5

c. 5 PROFILE 5.0

d. 5

e. 5

Sum 25
The selection of program content at Hill Air Force Base and the contribution they make to the community is a major goal for which they have purpose in fulfilling. A major portion of the recreation activities are oriented toward enlisted military personnel and dependents innocently are slighted. This situation is not deplorable in any way since the schools contribute to youth's needs and wives do not demand any further recreation services. This standard is very closely alienated with standards 12, 13 and 14. Each of these standards are well handled and deserve the excellent rating. The principles of program planning used at Hill Air Force Base are:

1. The recreation program is geared to meet important community needs and promote the values of a democratic society.
2. The program is realistically planned to meet the individual and group needs of participants.
3. In planning the recreation program, needs and interests are surveyed as well as existing services and potential resources.
4. The recreation program is planned for diversity of activity, balance of needs, and progressive continuity.

Development of program should involve the participants.

Criteria

a. Involvement in planning, such as club officers, senior citizen and teen councils, ad hoc committees, opinionnaires.

b. Involvement in conducting activities, such as serving as volunteer leaders on playgrounds, recreation aides for special group services, judges for contests.
c. Involvement in sponsorship, such as playground advisory councils, ball team sponsors, special project patrons.
d. Involvement in policy recommendation through citizen advisory committees and study groups.


a. 1
b. 3
c. 5
d. 3
Sum 12
Divide by 4
PROFILE  3.0

One of the principles of effective public relations is to get people involved. Standard eight of this evaluation deals with public relations, and the score for criteria d. was zero. By the fulfillment of criteria a. of this standard a direct relationship with criteria d. of standard eight would be established and public relations improved. The practice by this recreation administration is to use a combination of the traditional and authoritarian approaches.

Here the involvement is built chiefly on the basis of what has been done in the past and the administration simply makes all the decisions with respect to the formulation of program. They do an adequate job of volunteer help promotion and group sponsorship for activities by normal military division on the base and by fulfilling the needs of interested citizens for certain program services.
Personnel

Standard 20. Professional staff.
The department should secure professional staff qualified to develop and operate program and services directed toward the goals of the department and the specific objectives of the individual programs and services.

Criteria
a. Adequate professional leadership should be employed to carry out the program in accord with the goals and objectives.
b. Each individual employed should be delegated appropriate responsibility with commensurate authority to perform his assigned tasks.

Standard 20. Professional staff.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>a.</td>
<td>5</td>
</tr>
<tr>
<td>b.</td>
<td>5</td>
</tr>
<tr>
<td>Sum</td>
<td>10</td>
</tr>
</tbody>
</table>

Divide by 2

PROFILE 5.0

The staff of this recreation department totals 21, 11 civilians and 10 military personnel. Of this number three have a strong educational background, but all show strong interests in recreational pursuits as assessed by civil service testing standards. Each of these people in their position is adequate to a high degree to fulfill their respective responsibilities, and they carry out these functions with an apparent minimum of supervision. Staff development is closely allied to an analysis of the departments goals and
objectives. In both of these respects this department is well above adequacy in rating.

**Standard 21. Job analysis.**

There should be a job analysis for each position (fulltime, part-time, volunteer, professional, non-professional) which is made available to the employee.

**Criteria**

The job analysis should:

a. Be written

b. Include a job description -- title, line of authority, scope and range of authority; duties, functions, responsibilities; amount and kind of supervision exercised and received.

c. Include job specifications -- education, certification and registration, experience, special skills, etc.

d. Be reviewed annually in conjunction with the employee, and updated.

**Standard 21. Job analysis.**

a. 5  
b. 5  
c. 5  
d. 3  
Sum 18  
Divide by 4  
PROFILE 4.5
Each position has a separate written job analysis including the job description at Hill Air Force Base. These analyses are filed and handled by the Personnel Department. Each job analysis is complete and has provisions for review at the administrative level as well as for personal annual review on the staff level. This is an important guide line to be used for the delegation of authority and pay rate determination. It is a temptation to evaluate a staff members performance and give a high rating without consultation in the presence of the employer. It is much better to discuss the annual review both pro and con together. This is a minor weakness and the only weakness noticeable about the job analysis procedure. All employees feel they have adequate authority for the respective positions and parallel opportunity to utilize that authority.

There should be written policies which govern the administration of personnel procedures for both professional and non-professional employees and which are in accord with the working situation of the immediate locale.

Criteria

a. There should be a manual of personnel policies and practices which is given to each employee.

b. The policies and procedures should be reviewed annually by the managing authority.

c. The personnel practices should include procedures for selection (see criteria d), hiring, and dismissal; retirement, hospitalization, leaves, vacation, and other fringe benefits; increment policy, salary schedule, incentive system, and staff development program.

d. There should be a well-defined selection process for employing personnel, including a personnel application form, investigation of references, appropriate written or performance tests, personal interview, and probationary period. Employees should be selected on the basis of merit regardless of residence, race, or creed.

e. The work assignment of personnel should be such as to enable them to have an opportunity for professional development as well as to practice in their personal lives that which their profession teaches.

f. There should be a sound and systematic procedure for appraisal of job performance. Such personnel evaluation should be utilized for the development of the individual and improved quality of his performance on the job, as well as a basis for promotion and monetary increments.

a. 0
b. 3
c. 5
d. 5
e. 3
f. 1

Sum 17
Divide by 6
PROFILE 2.8

It is felt by the reaction of some of the employees of the recreation staff that the recreation program is inhibiting itself from better service by the lack of a personnel manual that interprets staff policy review instead of determining policy on a daily or current operating status such as is done at the present time. The practices for personnel behavior are very sound and very adequate, but their understanding and personal interpretation are left to the individual. This creates unnecessary misunderstandings.

Personnel hiring practices and work assignments are handled very effectively by the personnel department with the aid of the Recreation Branch Administration. Job performance appraisal is directed to the staff supervisors of the Recreation Department by the Personnel Department. The guidelines the Personnel Department employee in this appraisal that give a basis for a sound and systematic procedure are:

(1) Evaluating should be a continuing process of which an annual review is a summary of this process.
(2) Evaluation should involve a face-to-face analysis of performance, dealing objectively with facts and job-related personality factors.

(3) Evaluatory instruments should be utilized in addition to evaluation interviews and general comments.

(4) Although evaluation is a day-by-day process, there should be periodic specific reviews with the employee, including at the end of the probationary period, at the end of a specific assignment, and annually.

(5) An employee's record should include a written annual evaluation.
Standard 23. Supporting services.

There should be adequate supporting staff and services to enable the professional staff to perform their appropriate function.

Criteria

a. Sufficient and appropriately skilled clerical and maintenance staff should be provided.

b. Adequate supporting services, equipment, and materials, such as typewriters, resource literature, a-v equipment should be provided professional staff.

c. For economy and efficiency, the professional recreation personnel should be freed as much as possible from clerical, maintenance, and other sub-professional tasks so that they fulfill their professional functions.

By the use of the personnel practices already available, skilled help for supporting services is obtained. The major concern is to keep good public relations and operating agreements between these departments. Most recreation departments find it convenient to utilize a personnel departments services rather than try to incorporate this service fully within their own department. This is a successful agreement provided the recreation people
supply adequate information to the personnel department.

A major rating of 1.0 for criteria C shows a distinct weakness with regards to sub-professional tasks being performed by the staff. Some clerical and many maintenance tasks are being performed by professional personnel. The persons performing these particular tasks feel it easier to perform the tasks then to take the time getting the maintenance department to understand the importance and nature of the work to be performed. This points up the weakness in operating agreements and the need for memorandums to create better understanding of these agreements (see standard 6).

Standard 24. Recruitment

There should be an aggressive recruiting program to secure qualified personnel.

Criteria

a. When position vacancies occur with the department, defined procedures for recruiting candidates for the position should become operational, including preparation and distribution of an appropriate announcement flyer giving full information about the position, the department, and the city, and contacting placement services, such as colleges and universities, state societies, and NRPA Personnel Service.

b. Provide, where possible, an internship program for students completing their undergraduate education or master's candidates.

Standard 24. Recruitment

a. 5
There is an aggressive recruiting program at Hill Air Force Base by utilizing the Personnel Department in return for a forementioned services. This year they have two positions in their internship program, a practice they follow annually according to budget and federal hiring policies by which they are governed.

**Standard 25. Orientation program**

There should be an orientation program for all personnel employed by the department.

**Criteria**

a. The orientation program should include 1) philosophy, goals, and objectives, 2) pertinent sociological and environmental factors of the community and specific neighborhood in which the individual is to serve, and 3) the history and development of the department.

b. There should be an operational manual for temporary employees.

**Standard 25. Orientation program.**

a. 1

b. 0

Sum 1

Divide by 2

PROFILE 0.5
There is no operational manual for employees, temporary or permanent. Instructions verbally or by military standard operating procedures are the only method of introducing employees to departmental policy. Some employees are not sure of the names or positions of people on the same staff.

The orientation program is a natural when in-service training and staff meetings are a normal function of the department. The elements of criteria A are taken for granted by the administration and the staff is not uninformed on these aspects. The real value of orientation is to mold together a philosophy as a foundation to build a strong program, and this department is going to benefit as a result of incorporating such an approach to resolving their problems.

Standard 26. Staff development.

There should be a definite program of staff development (and self-improvement) based on needs of individual employees.

Criteria

a. Each employee should be involved actively in at least two aspects of the development program. Appraisal of job performance should be the basis for each employee's self-improvement program.

b. The staff development program should include availability of periodicals, books, and other resource materials; attendance at conferences, workshops, and clinics; staff seminars and study groups; in-service education programs of a specific sequence and content; encouragement of correspondence courses and academic work; visitation to other programs.

c. Participation by professional staff in conferences and other educational programs should be encouraged by providing financial
assistance to cover expenses and granting time to attend over and above
the usual allowance for vacations, i.e. it should be considered as part
of the working time.

d. Personnel should be given the opportunity and encouraged to use
individual initiative, special skills, and creative abilities.
e. The in-service education program should provide for study, discussions,
readings, etc. related to:

(1) Public relations.

(2) The basic needs and requirements, the organic demands that all people
have, and the contribution of various types of activities toward meeting
these, so that selection of activities may have some considerations given
to the fulfillment of human needs.

(3) The nature and development of groups.

(4) Social forces affecting family and community life.

(5) Planning, development, and evaluation of services in relation to
both the goals and objectives of the department and the needs of the
constituents.

(6) Functional areas of operation, such as administration, supervision,
community organization.

Standard 26. Staff development

   a. 3
   b. 1
   c. 3
   d. 3
   e. 0
The Hill Air Force Base Recreation Department has under its auspice the library. This affords them an excellent opportunity to provide resource material for their staff and a good meeting place at their social recreation center. Both could be used with implementation of a stronger staff development program. Ample opportunity for time and money is provided by the department to attend conferences etc.

In the recommendations section, the core of the suggestions seem to center around staff development or could be largely solved by a strong in-service education program. The basic problems of military recreation are concerned with providing appealing activities and the staffing of these programs with professionally conscious people. This is the consensus of opinion of men like Kraus, Hula, Ericson, and Turner who have all had successful experiences in military recreation. The provision of appealing services is definitely not a problem in the Hill Air Force Base Recreation Department.
Standard 27. Supervision.

There should be constructive and effective supervision of all personnel to help them improve program, grow professionally, and interpret program to the community.

Criteria (none)

Standard 27. Supervision.

<table>
<thead>
<tr>
<th>3</th>
</tr>
</thead>
</table>

Divide by 1

PROFILE 3.0

Supervision for this program is an ongoing process and not just available when a problem occurs. Effort is made to establish the supervisory process as one of helpfulness for the well-being of the individual and department, and not just overseeing, spying, or "snoopyervising". Individual supervision is the most important aspect of the staff development program the staff presently have. This is a healthy situation for individual supervision; however, group supervision is also necessary especially utilizing tools such as in-service education and regular staff meetings.


Professional recreation personnel should be active members of professional recreation organizations.

Criteria (none)


<table>
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<th>1</th>
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</thead>
</table>

Divide by 1

PROFILE 1
Some of the recreation personnel feel no need for membership in professional organizations as they are an entity for non-federal personnel. There are 21 personnel on the staff; 11 civilians and 10 military personnel. Of this total there are three members of the National Recreation and Parks Association, two members of the state association, and no local or regional association. The military personnel are non-supporters of the military segment of the National Recreation and Parks Association. The three members of the association are active in conference support. One of these three attended three conferences during the last 12 month period.

A distinct advantage of being a member, either individually or as a group, of a professional organization is the source of pertinent material and ideas through publication. This does not take into account the numerous opportunities to attend conferences and make personal beneficial professional friendships.


Consultants for special problems and specific developmental programs should be utilized.

Criteria (none)


3

Divide by 1

PROFILE 3.0

A reason for the lack of more consultation requests by this department is the excellence of the opportunities and scope of activities for participation that is offered. They know the resources available for such consultation.
Their main concern is the improvement of leadership practices and administrative detail that is to be solved internally.

Another method of gaining knowledgeable people in the military situation is by the use of transfers. With a staff of 11 military personnel it is a resource within itself to utilize people who have been successful at other base recreation operations. People in the base Engineering Department are consulted on all capital outlay improvements which is an indication of the consultative services available and utilized at Hill Air Force Base.

**Standard 30. Volunteers.**

Volunteers should be utilized in the program.

**Criteria**

a. There should be a special orientation program for volunteers.

b. Volunteers should be given supervisory visits and conferences, as well as in-service training.

c. There should be a selection process for volunteer leadership with a written selection procedure.

d. Volunteers should be utilized for leadership, financial drives, promotion, clerical services, advisory councils, etc.

e. There should be on-going recruitment program for volunteers with enthusiastic recruiting.

**Standard 30. Volunteers.**

a. 1

b. 1

c. 1

d. 3
Volunteers are effectively used and enjoy their service as evidenced by their general willingness to continue in the same capacity. The most usual circumstance for failure to continue as a volunteer is a transfer to a new base for duty. A volunteer's basic orientation program is previous experience from a similar capacity. This factor is a good indication of the worth of a volunteer, but when it is the only factor used it leaves some to be desired. Volunteers do not get the benefit of in-service training and a sure way of drawing supervision is to create a problem. Supervision for the most part is good, especially in relation to the supply of equipment and facilities.

It is recognized by the full-time staff the tremendous influence volunteer leadership can have on their program. Volunteers have new ideas, they are good publicizers, that bring a new approach for problem solving and are generally a real asset worth listening to. For this reason they seek the best people available for league managers, promotions, and coaches. The recruiting and selection process is done with enthusiasm, but not with a lack of purpose.
Areas, Facilities, and Equipment


There should be a physical areas and facilities master plan accompanying the program master plan.

Criteria

a. In the development of both the master plan and a specific area of facility layout, different types of technically trained people should be utilized, including program planners, park planners, and landscape architects.

b. The location and distribution of areas are dependent upon the community movements of population, commercial developments, zoning, and availability.

c. Development of an area or facility should provide for flexibility due to changing conditions in the surrounding neighborhood.

d. Study groups should be established to determine the best type of area and facility concept. Particularly in park-school areas there should be citizen involvement and joint planning.

e. The master plan should be coordinated with community planning.


a. 3

b. 5

c. 5

d. 3

e. 5

Sum 21
A program master plan is a pre-requisite to the physical facilities plan for effective utilization of both. It is normal then that a good facilities master plan has been developed by the Hill Air Force Base Recreation Branch.

Some of the factors contributing to the success of the master plan have been well prepared in advance. The general headquarters of the Air Force provides a guide for determining base recreation facility requirements by the number of military personnel that it encompasses. This guide applies to the planning, programming, and use of facilities. It includes the basis for facility allowances required for maintaining efficient personnel morale. A new facility will be planned only when no existing structure satisfies the requirement. The planning, justification, and financing of all such facilities is under the auspice of the Military Construction Program in conjunction with the Recreation Services Branch of each base. Inclusion of a facility in the manual does not constitute automatic justification for master planning and programming at all bases.

To show the effectiveness and success of Hill Air Force Base with the Military Construction plan, table two is presented which indicates deficiencies in physical recreational facilities.
Table 2. Summary of physical facilities

<table>
<thead>
<tr>
<th>Facility</th>
<th>Scope (sq. ft.)</th>
<th>Deficiency</th>
<th>Condition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Club</td>
<td>19,800</td>
<td>9,737</td>
<td>Excellent</td>
</tr>
<tr>
<td>Bowling Alley</td>
<td>9,000-10 lanes</td>
<td>1,500-2 lanes</td>
<td>Excellent</td>
</tr>
<tr>
<td>Gymnasium</td>
<td>20,500</td>
<td>4,000</td>
<td>Excellent</td>
</tr>
<tr>
<td>Library</td>
<td>(new facility under construction)</td>
<td></td>
<td>Excellent</td>
</tr>
<tr>
<td>Recreation Workshop (crafts)</td>
<td>5,100</td>
<td>4,000-8 stall up to</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Theater</td>
<td>1,000 seats</td>
<td>650 seats</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Nursery</td>
<td>17,200</td>
<td>13,533</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Youth Center</td>
<td>4,550</td>
<td>1,417</td>
<td>Unsatisfactory</td>
</tr>
<tr>
<td>Athletic Fields</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Multipurpose Courts</td>
<td>1</td>
<td>1</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Football Field</td>
<td>1</td>
<td>1</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Baseball Field</td>
<td>1</td>
<td>0</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Softball Field</td>
<td>10</td>
<td>6</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Volleyball Court</td>
<td>20</td>
<td>18</td>
<td>Unsatisfactory</td>
</tr>
<tr>
<td>Basketball Court</td>
<td>5</td>
<td>5</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Tennis Courts</td>
<td>5</td>
<td>0</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Golf Course</td>
<td>9 holes</td>
<td>18 holes</td>
<td>Excellent</td>
</tr>
<tr>
<td>Outdoor Swimming Pool</td>
<td>1 ea.</td>
<td>0</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>with Bath House</td>
<td>63’x82’-2’</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Recreation Equipment</td>
<td>1000</td>
<td>0</td>
<td>Satisfactory</td>
</tr>
<tr>
<td>and Supply</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Miscellaneous Facilities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stable</td>
<td></td>
<td></td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Skeet Range</td>
<td></td>
<td></td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Fireplace and Picnic Area</td>
<td></td>
<td></td>
<td>Good</td>
</tr>
<tr>
<td>Ski Tow</td>
<td></td>
<td></td>
<td>Satisfactory</td>
</tr>
<tr>
<td>Recreation Lodge</td>
<td>3,700</td>
<td>0</td>
<td>Excellent</td>
</tr>
<tr>
<td>Outdoor Cabins</td>
<td>(12 under construction)</td>
<td></td>
<td>Satisfactory</td>
</tr>
</tbody>
</table>
Standard 32. Design and layout.

All areas and facilities should be developed for the primary purpose of assuring sound services and program in a pleasant environment.

Criteria

a. The physical layout of an area or facility, both indoor and outdoor, should be an outgrowth of the program plan and should have the consultation in the initial designing stage of those who will program, operate, and maintain the area or facility.

b. Special consideration should be given to the aesthetics of an area or facility.

Standard 32. Design and layout.

  a. 5
  b. 5

Sum 10

Divide by 2

PROFILE 5.0

This recreation program has a very good design and layout technique for their facilities. The process includes 1) justification, 2) consultation with staff and related departments of the facility, 3) location of the site, 4) planning of the facility, 5) approval of the plans, and 6) construction. Justification of the facility includes the master program plan and demand for such a facility. Evidence of the consideration given to the aesthetics of the recreation facilities is by observation of the quality of the recreation buildings compared to other buildings in use at the base. The recreation buildings are predominant in both numbers and planning outside of living quarters.
Standard 33. Management of areas and facilities.

There should be an efficient and systematized facility and area management program.

Criteria

a. The need and use of areas and facilities in relation to the department’s current program goals should be reviewed annually, including a concern for optimum usage and coordination with total area and facility resources of the community.

b. There should be a regular review of legal requirements and inspection for adherence thereto, including licenses, sanitary regulations, fire laws, safety measures, etc.

c. The maintenance program should provide competent personnel assigned to clearly defined duties for regular repairs, general cleanliness and orderliness, and overall attractiveness.

d. There should be an ultimate replacement schedule with a system of depreciating present facilities and equipment and a long-range financial plan.

Standard 33. Management of areas and facilities.

   a. 3
   b. 5
   c. 3
   d. 5

Sum 16

Divide by 4

PROFILE 4.0
An annoyance in the maintenance of the recreation facilities stems back to the operating agreement between the recreation department and the maintenance department. A memo of understanding and schedule of duties are being prepared for better upkeep of all the facilities.

The planning of facilities is correlated with the master program plan. This program is annually derived to provide optimum use for the season. For example, during the winter time the club house at the golf course is solidly booked for club socials and parties. This is true in the summer of the ski lodge also. This type of planning requires departmental correlation of events and activities.

The Military Construction Program provides a long range financial plan and constant evaluation of facilities. The summary of physical facilities (standard 31) is a part of this long-range plan.

**Standard 34. Administrative space and equipment.**

There should be adequate administrative space and equipment.

**Criteria**

a. The administrative offices should be accessible to the public and with an attractive reception area.

b. There should be available comfortable and attractive meeting rooms for planning purposes by both professional staff and volunteers and for in-service education, etc.

c. There should be adequate office space for personnel with satisfactory workspace, storage facilities, and filing cabinets.

**Standard 34. Administrative space and equipment.**

a. 3
b. 3

c. 5

Sum 11

Divide by 3

PROFILE 3.6

Each supervisor has an adequate administration space and the main recreation office is in the Administration Building. The nearby Hill Air Force Base Recreation Center has excellent meeting room facilities as will the new library to be completed by 1968. Besides adequate administrative and storage space, there are five persons on the staff who have clerical responsibilities. Two in the main office, one at sports equipment loan, one at the library, and one at the golf course club house.

Evaluation

Standard 35. General evaluation.

There should be a systematic evaluation program.

Criteria

a. Evaluation tools pertinent to the local situation should be used. If none are available for the specific type of evaluation desired, they should be developed.

b. Evaluation should be made not only by personnel within the department, but also, non-department personnel should be used. Participants as well as planners, supervisors, and leaders should be involved in the evaluatory process.

c. A time schedule for evaluations should be established; some evaluations will be annually, others periodically, and still others
at the end of a season or event.

d. Procedures for evaluation should be outlined for the various types of programs, such as for club activities, for leagues, for tournaments, for instructional classes, for drop-in activities.

e. The objectives of the specific program should be used as a basic guide to evaluate.

f. Evaluations should be used in program development and planning.

Standard 35. General evaluation

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PROFILE  1.7

Evaluation is a never ending process. Most recreation administrators accept it, but few carry it out meaningfully. What it suggests is that every recreation department needs a careful method of examining all program activities, experiences, and techniques to determine how successfully goals are being met. Too often, the only basis for determining success has been through counting "attendance". There also needs to be careful supervision and the planned use of personal observations, periodic written reports or program forms, interviews with personnel and participants and staff conferences to determine a valid performance of the program.
Hill Air Force Base has a solid recreation philosophy and objectives. They also utilize an evaluation technique that is continuous to operate the program they offer; however, it lacks that solidarity that makes it meaningful in program preparation and determination. The evaluation they make is on the total program operation which is a good aspect. The local situation of a military recreation operation is helpful in evaluation because of the participants personal philosophy of the value of recreation to them and the interest they show in the recreation program.
SUMMARY AND CONCLUSIONS

Purpose and results of the study

An evaluation is used to determine with accuracy how well an organization is meeting its predetermined objectives and goals. The purpose of the study was to find the opportunities for participation and the types of participants, to analyze staff performance, and determine successful principles of operation for military recreation facilities. A brief summary of the findings can be interpreted from the standard in relation to the total recreation program and the part each respective standard is contributing to the program. Scoring on the basis of five points for a high degree of performance, three points for an adequate degree of performance, and one point for some effort of adequacy are: 3.9 for philosophy and goals; 2.6 for administration; 4.0 for programming; 2.8 for personnel administration; 4.2 for areas, facilities, and equipment; and 1.7 for evaluation. The individual standard scores are indicated on the Standards Profile Graph.
Figure 1. Evaluation standards profile graph analysis.

1. Philosophy
2. Goals
3. Organizational Structure
5. Cooperative Community Planning Agreements
6. Cooperative Operations
7. Financial Administration
8. Public Relations
9. Service Statistics
10. Objectives
11. Actionable Experience
12. Types of Opportunities

13. Varied Participant Requirements
14. Scope of Opportunities
15. Total Community Programming
16. Education for Leisure
17. Demonstration Projects
18. Selection of Program Content
19. Participant Involvement
Figure 2. Continued.

20. Professional Staff
21. Job Analyses
22. Personnel Practices
23. Supporting Services
24. Recruitment
25. Orientation Program
26. Staff Development
27. Supervision
28. Professional Organizations
29. Consultants
30. Volunteers
31. Master Plan
32. Design and Layout
33. Management of Areas and Facilities
34. Administrative Space and Equipment
35. General Evaluation
One of the features of recreation programs that allows for the ease of program administration is the planning and design of facilities. Some of the principles to utilize that will contribute to this feature are:

(1) Plan the program so that the facility can be made available and controlled at a convenient time.

(2) Insure the proper use of each facility to fulfill program demands.

(3) During the initial planning stages, utilize the central planning authority and the correlated guides of planning of this authority.

(4) The master program plan should be a determining factor of facility planning.

(5) One of the guides to planning useful facilities is the allowance of efficient maintenance, and this aids in maintaining good operating agreements between departments.
Conclusions

The evaluation was conducted at Hill Air Force Base by the author as a non-departmental personnel, by members of the recreation staff, and by obtaining information from participants during personal interviews. Now the study is completed it is evident that:

(a) The value of the evaluation is how to positively use the findings to aid in the development of a more beneficial recreation program.

(b) Each of the standards are necessary for the complete evaluation of the total recreation program and all standards are interrelated in function.

(c) The number of participants in a recreation program is dependent upon the program objectives, the needs of individuals of different age levels, their social and environmental conditions, and the trends of the community. These principles of programming are all dependent upon a strong philosophy of recreation by the staff of a department. This recreation staff should work with a more uniform effort collectively to develop a community recreation philosophy.

(d) Qualified professional leadership must be used to fill key positions in recreation departments and must carefully supervise and direct other subprofessional employees for greatest program success.

(e) The planning and operation of facilities should be correlated with the master program plan and designed for specific program use.

(f) Operating agreement with other base departments must be successfully maintained for efficient program use.
Recommendations

The completion of this study warrants the responsibility of making recommendations for the improvement of this recreation program. It is a natural consequence that the recommendations apply specifically to the Hill Air Force Base at this particular time, but like the evaluation form have adaptable features helpful to most programs.

1. An in-service education program should be provided for the benefit of staff development. This program would include regular staff meetings, study groups, staff and constituent recreation hearings, attendance at professional conferences, staff seminars, and a program with specific content and sequence for the local situation.

2. Effort should be made to improve operating agreements between the recreation department and the maintenance department with corresponding memos to allow greater freedom of the recreation staff from sub-professional tasks.

3. An administrative manual of personnel practices should be prepared specifying the interrelationship of initial authority to all staff; policies and standard operational procedures; rules and regulations; enabling legislation of the department; and related policies of program user regulations.

4. Legislative action involving staff, community representatives, and central authority should be a regular occurrence to promote the formulation of program element objectives and their periodic review. This allows for better transformation of program into actionable experiences.
5. The department should initiate and maintain an evaluation schedule with pertinent tools of evaluation for their particular situation.

6. An orientation program of relative degrees should be established for participants, volunteers, and all departmental personnel. This program would create ideals of participation and support that would be reflected in a stronger community recreation program.
LITERATURE CITED


Evaluation Form

I. PHILOSOPHY AND GOALS

Standard 1. Philosophy

There should be written statements of philosophy relating to the role of recreation in the life of the individual and the community.

Criteria

a. Professional personnel of the recreation department should have a stated philosophy toward recreation as a profession as well as recreation's value to individuals and the community.

b. There should be a statement of purpose regarding the role of the public recreation department in the community. This statement should be developed by professional personnel and citizen board and be based upon the legal purpose as stated in the establishing act, whether ordinance or statute.

Standard 2. Goals

There should be goals defining the task of the public recreation department in providing services for its constituency.

Criteria

a. Be written.

b. Differentiate between long term and short term goals.

c. Be compatible with the aims and objectives of the recreation profession as defined by the professional organizations.

d. Be developed, established, and reviewed with involvement of the staff and community, e.g. active staff committee on program evaluation, board committee on evaluation.

e. Be attainable for the department based upon existing and potential resources of the community.

f. Be made known to all department personnel, related governmental units, the managing authority, related allied organizations and the community.
II. ADMINISTRATION

**Standard 3. Organizational structure**

The department's structure should reflect its purpose, its methods of operation in relation to its resources, and its relationship to the community.

**Criteria**

a. The source of authority of and powers for the public recreation managing authority should be clearly set forth by legal document.

b. The organizational structure should provide for one public authority responsible for legislative functions.

c. There should be written and definitive guidelines for the relationships between the administrative and legislative functions.

d. There should be an administrator who is responsible to the managing authority for the entire operation and services based on established written policies and procedures approved by the managing authority and the administrator.

e. The administrator should help the managing authority to become familiar with the areas of control and the individual responsibilities of the managing authority members, as well as the general operation of the department.

f. A specific distinction should be made among policies, rules, and regulations, and operational procedures. It should be indicated how each is established and administered.

**Standard 4. Administrative manual**

There should be an administrative manual.

**Criteria**

The manual should include:

a. The organizational chart, specifying in detail the interrelationship of operation from the initial authority to all staff.

b. Policies, rules and regulations, and operational procedures relative to programming, including fiscal forms, permits, uses of areas, charges and fees procedures, rentals, systems of requisition, inventories, availability of material and supplies.
c. A digest of law under which the department is operating, including state and federal law, local ordinances and resolutions, authorizations for cooperation among governmental units and jurisdictions, as well as between public and private agencies; requirements of recreation boards and bonding procedures.

**Standard 5. Cooperative community planning**

There should be established working relationships for cooperative community planning.

**Criteria**

a. If no cooperative relationship has been established among governmental departments and public, private, and citizen groups, the recreation administrator should initiate and help to keep alive an active cooperative planning group.

b. There should be public recreation department liaison with official local governmental agencies, such as zoning commissions, city councils, maintenance supervisors, grounds keepers.

c. The public recreation department should cooperate and have a working relationship with professional recreation state organizations.

d. The public recreation department should be regularly involved in and a part of community planning groups for recreation, such as a Recreation Council or Division for the community.

e. Professional recreation personnel should be a part of the team for total community planning, such as city planning and regional planning.

**Standard 6. Cooperative operation agreements**

There should be established policies on cooperative use and maintenance of facilities and program operation, facility design, land development, finances, support and control.

**Criteria**

a. All policies and agreements on operational cooperation should be in writing by and between the department and those involved in cooperative agreements.

b. There should be memos of understanding between the recreation department and the schools and other public and private agencies.
Standard 7. Financial administration

There should be a sound financial administrative system established.

Criteria

a. There should be an adequate annual budget based on performance budgeting principles.

(1) The budgeting process should begin with identification of desirable program elements based upon the needs of the constituency being served.
(2) It should be determined in what manner the program elements are best performed.
(3) Unit costs per program element should be computed and line items established. Adequate financial records should be maintained to assist in this process.
(4) Reduction of program elements to meet limited budgets should be by removal of program units, maintaining adequate financing for remaining program to be conducted. The determining factor as to whether a program element is to be offered or not should not be whether it is self-supporting, nor the lowest per participant unit cost, but the needs of the people.

b. There should be an established policy on the type of services for which fees and charges may be made and the basis for establishing the amount of such.

c. There should be a long range financial plan, particularly for capital improvements and expansion of services.

Standard 8. Public relations

There should be a systematic program of public relations providing for public interpretation of recreation as a whole and the objectives of the department in particular. It is recognized that the best public relations is quality service.

Criteria

a. Regular reports of the departmental operations should be made not only to the managing authority, but also, in some manner, to the constituency.

b. All aspects of mass communication media should be utilized in the interpretive program.

c. Audio-visual materials interpreting recreation should be made available.
d. Opportunities should be given for discussions, hearings, study groups, and conferences on recreation problems.

Standard 9. Service statistics (records and reports)

Appropriate service statistics shall be maintained to plan more adequately, interpret, and evaluate the recreation program.

Criteria

a. Appropriate records on individual participants and on groups should be maintained in a form that lends itself to summarization to provide useful information; such as:

(1) Proportion of constituents receiving services.
(2) Number of participants registered, number of groups and sessions, and the attendance.
(3) Composition characteristics of the participants as well as the constituency, such as age, sex, cultural background, marital status, educational level, occupation, length of time in community.

b. All records and reports should conform to such uniform and current methods of maintaining records and reporting data as may be developed from time to time within the recreation field, if at all functional for the local situation, so that local data may be used for comparative information with other public recreation departments.

c. An appropriate record system should include at least financial, personnel, and program records; property inventories; legal documents; and accident reports.

III. PROGRAMMING

Standard 10. Objectives

There should be specific objectives established for each program element and service which are based upon and developed within the limits set by the philosophy and goals of the recreation department.

Criteria

The statement of objectives should:

a. Be written.
b. Cover program elements such as community centers and playgrounds; programs for senior citizens, the handicapped, and other special groups; special program fields; and services such as program consultation, provision of equipment and facilities, and literature.

c. Be reviewed at the beginning of each year's or seasonal program and used as an evaluatory tool at the end.

d. Be prepared in consultation with appropriate groups, such as participant councils, planning committees, supervisory personnel, recreation leaders.

e. Be specific and realistic, not a statement of general values of an activity or program field.

**Standard 11. Actionable experiences**

The specific objectives of each program element or service should be translated into actionable experiences, that is, experiences which would contribute toward meeting the objective and serve as the framework for determining the methodology and specific activity content.

**Criteria**

(None.)

**Standard 12. Types of opportunities**

The program should provide for opportunities under general supervision only, for direct leadership activities, and for special services.

**Criteria**

a. Areas, facilities, and equipment should be provided to give an opportunity for individuals and groups to participate without leadership, only general supervision.

b. Recreation opportunities should be provided under direct face-to-face leadership, including skills instruction.

c. Services should be provided to individuals and small groups of individuals to stimulate and assist them to become independent of the supervision and control of the recreation department.
Standard 13. Varied participant requirements

The program should provide structurally for varied participant requirements.

Criteria

a. Opportunities for recreation should be provided which require no one but the individual himself to participate in the activity, some which require a small group, and others which require large groups for a satisfying experience.

b. Opportunities for recreation should be provided which require varying types of involvement by the individual, such as vigorous physical activity, intellectual concentration, and spectator.

c. Opportunities for recreation should be provided which require various degrees of participant responsibility and interrelationship, such as clubs, leagues, tournaments, study groups, skills instructional classes, informal workshops, and discussions.

Standard 14. Scope of opportunities

The program should provide opportunities in all program fields for all levels of proficiency, ages, and sexes.

Criteria

(None.)

Standard 15. Total community programming

The program elements and services should be an integral aspect of the total community recreational program.

Criteria

a. There should be an inventory of program elements and services in the community to determine overlapping areas, areas of insufficient activity, and areas of omission. The recreation department should take the initiative in maintaining such inventory if no other group of which recreation is a part has such responsibility.

b. A long range program plan should be developed and periodically reviewed, as well as an immediate plan of program operation. This plan should include implementation procedures, and priority listings.

c. The public recreation program should be coordinated with related programs of other organizations in the community, such as the schools,
voluntary agencies, churches, to provide the maximum coverage with a
minimum of duplication, as well as reduce inter-agency competition
for the time of an individual. Programs under joint auspices with
other community organizations should be established wherever feasible.

d. In program development; community action groups should be involved.

e. The resources of the community available to the public recreation
department should be identified and utilized by the professional recrea-
tion personnel.

Standard 16. Education for leisure

A comprehensive plan of education for leisure should be inaugurated and
on-going.

Criteria

a. The plan should be developed and carried out cooperatively with the
schools and leisure-time agencies, and utilize where possible other
groups such as business and industry, semi-public groups, commercial
recreation establishments.

b. The plan should encompass all ages, children through senior citizens,
as well as both sexes.

c. The plan should be concerned with all aspects of recreation--the
psychomotor, the affective, and the cognitive domains.

Standard 17. Demonstration projects and research

There should be at least one experimental or demonstration project or
involvement in some aspect of research each year.

Criteria

a. The recreation department should investigate the availability of
governmental and private agency grants and apply therefor when they
can be used advantageously.

b. The community being the laboratory for recreation research, and
the public recreation department as the one prime channel thereto, when
requested, cooperation should be given to bonafide, quality research
projects being undertaken by individual researchers, private research
organizations, graduate students, and educational institutions.
c. Inasmuch as the recreation profession has a responsibility to improve administrative procedures, program methods, special group services, facility design and maintenance, etc., studies and demonstration projects should be conducted regularly which contribute directly to such improvement.

d. In order to keep abreast of recent developments which will enable a more effective and efficient recreation operation, research literature should be made available to professional personnel.

**Standard 18. Selection of program content**

The selection of program content, specific activities, and opportunities should be based upon an understanding of the individual and the community.

**Criteria**

a. There should be a definite plan of progression for activities based upon the abilities of the participants and upon good educational practices.

b. Conduct of activities should provide for individual differences of interests, abilities (mental, social, physical), background experiences, etc.

c. Activities selected should be suited to and contribute towards fulfillment of the basic physical, emotional, social, and intellectual requirements of individuals of whatever age.

d. Sociological patterns of the community should be identified and related to the selection of activity.

e. In selecting activities the local resources and cultural characteristics should be capitalized upon.

**Standard 19. Participant involvement**

Development of program should involve the participants.

**Criteria**

Participants should have:

a. Involvement in planning, such as club officers, senior citizen and teen councils, ad hoc committees, opionnaires.

b. Involvement in conducting activities, such as serving as volunteer leaders on playgrounds, recreation aides for special group services, judges for contests.
c. Involvement in sponsorship; such as playground advisory councils, ball team sponsors, special project patrons.

d. Involvement in policy recommendation through citizen advisory committees and study groups.

IV. PERSONNEL

Standard 20. Professional staff

The department should secure professional staff qualified to develop and operate program and services directed toward the goals of the department and the specific objectives of the individual programs and services.

Criteria

a. Adequate professional leadership should be employed to carry out the program in accord with the goals and objectives.

b. Each individual employed should be delegated appropriate responsibilities with commensurate authority to perform his assigned tasks.

Standard 21. Job analyses

There should be a job analysis for each position which is made available to the employee.

Criteria

The job analysis should:

a. Be written.

b. Include a job description—title, line of authority, scope and range of authority; duties, function, responsibilities; amount and kind of supervision exercised and received.

c. Include job specifications—education, certification and registration, experience, special skills, etc.

d. Be reviewed annually in conjunction with the employee and updated.
Standard 22. Personnel practices

There should be written policies which govern the administration of personnel procedures for both professional and nonprofessional employees and which are in accord with the working situation of the immediate locale.

Criteria

a. There should be a manual of personnel policies and practices which is given to each employee.

b. The policies and procedures should be reviewed annually by the managing authority.

c. The policies and procedures should include procedures for selection, hiring, and dismissal; retirement, hospitalization, leaves, vacation, and other fringe benefits; increment policy, salary schedule, incentive system, and staff development program.

d. There should be a well-defined selection process for employing personnel, including a personnel application form, investigation of references, appropriate written or performance tests, personal interview, and probationary period. Employees should be selected on the basis of merit.

e. The work assignment of personnel should be such as to enable them to have an opportunity for professional development as well as to practice in their personal lives that which their profession teaches.

f. There should be a sound and systematic procedure for appraisal of job performance. Such personnel evaluation should be utilized for the development of the individual and improved quality of his performance on the job, as well as a basis for promotion and monetary increments.

Standard 23. Supporting services

There should be adequate supporting staff and services to enable the professional staff to perform their appropriate function.

Criteria

a. Sufficient and appropriately skilled clerical and maintenance staff should be provided.

b. Adequate supporting services, equipment, and materials, such as typewriters, resource literature, a-v equipment should be provided professional staff.
c. For economy and efficiency, the professional recreation personnel should be freed as much as possible from clerical, maintenance, and other sub-professional tasks so that they fulfill their professional functions.

Standard 24. Recruitment

There should be an aggressive recruiting program to secure qualified personnel.

Criteria

a. When position vacancies occur within the department, defined procedures for recruiting candidates for the position should become operational, including preparation and distribution of an appropriate announcement flyer giving full information about the position, the department, and the city, and contacting placement services, such as colleges and universities, state societies, and NRPA Personnel Service.

b. Provide, where possible, an internship program for students completing their undergraduate education or master's candidates.

Standard 25. Orientation program

There should be an orientation program for all personnel employed by the department.

Criteria

a. The orientation program should include:

(1) Philosophy, goals, and objectives.
(2) Pertinent social and environmental factors of the community and specific neighborhood in which the individual is to serve.
(3) The history and development of the department.

b. There should be an operational manual for temporary employees.

Standard 26. Staff development

There should be a definite program of staff development and self-improvement based on needs of individual employees.
Criteria

a. Each employee should be involved actively in at least two aspects of the development program. Appraisal of job performance should be the basis for each employee's self-improvement program.

b. The staff development program should include availability of periodicals, books, and other resource materials; attendance at conferences, workshops, and clinics; staff seminars and study groups; in-service education programs of a specific sequence and content; encouragement of correspondence courses and academic work; visitation to other programs.

c. Participation by professional staff in conferences and other educational programs should be encouraged by providing financial assistance to cover expenses and granting time to attend over and above the usual allowance for vacations, i.e., it should be considered as part of the working time.

d. Personnel should be given the opportunity and encouraged to use individual initiative, special skills, and creative abilities.

e. The in-service education program should provide for study, discussions, readings, etc., related to:

(1) Public relations.
(2) The basic needs and requirements and the organic demands that all people have and the contribution of various types of activities toward meeting these so that selection of activities may have some considerations given to the fulfillment of human needs.
(3) The nature and development of groups.
(4) Social forces affecting family and community life.
(5) Planning, development, and evaluation of services in relation to both the goals and objectives of the department and the needs of the constituents.
(6) Functional areas of operation, such as administration, supervision, community organization.

Standard 27. Supervision

There should be constructive and effective supervision of all personnel to help them improve program, grow professionally, and interpret program to the community.

Criteria

(None.)
Standard 28. Professional organizations

Professional recreation personnel should be active members of professional recreation organizations.

Criteria

(None.)

Standard 29. Consultants

Consultants for special problems and specific developmental programs should be utilized.

Criteria

(None.)

Standard 30. Volunteers

Volunteers should be utilized in the program.

Criteria

a. There should be a special orientation program for volunteers.

b. Volunteers should be given supervisory visits and conferences, as well as in-service training.

c. There should be a selection process for volunteer leadership with a written selection procedure.

d. Volunteers should be utilized for leadership, financial drives, promotion, clerical services, advisory councils, etc.

e. There should be an on-going recruitment program for volunteers with enthusiastic recruiting.

V. AREAS, FACILITIES, AND EQUIPMENT

Standard 31. Master plan

There should be a physical areas and facilities master plan accompanying the program master plan.
Criteria

a. In the development of both the master plan and a specific area of facility layout, different types of technically trained people should be utilized, including program planners, park planners, and landscape architects.

b. The location and distribution of areas are dependent upon the community movements of population, commercial developments, zoning, and availability.

c. Development of an area or facility should provide for flexibility due to changing conditions in the surrounding neighborhood.

d. Study groups should be established to determine the best type of area and facility concept. Particularly in park-school areas there should be citizen involvement and joint planning.

e. The master plan should be coordinated with community planning.

Standard 32. Design and layout

All areas and facilities should be developed for the primary purpose of assuring sound services and program in a pleasant environment.

Criteria

a. The physical layout of an area or facility, both indoor and outdoor, should be an outgrowth of the program plan and should have the consultation in the initial designing stage of those who will program, operate, and maintain the area or facility.

b. Special consideration should be given to the aesthetics of an area or facility.

Standard 33. Management of areas and facilities

a. The need and use of areas and facilities in relation to the department's current program goals should be reviewed annually, including a concern for optimum usage and coordination with total area and facility resources of the community.

b. There should be a regular review of legal requirements and inspection for adherence thereto, including licenses, sanitary regulations, fire laws, safety measures, etc.
c. The maintenance program should provide competent personnel assigned to clearly defined duties for regular repairs, general cleanliness and orderliness, and overall attractiveness.

d. There should be an ultimate replacement schedule with a system of depreciating present facilities and equipment and a long-range financial plan.

**Standard 34. Administrative space and equipment**

There should be adequate administrative space and equipment.

**Criteria**

a. The administrative offices should be accessible to the public and with an attractive reception area.

b. There should be available comfortable and attractive meeting rooms for planning purposes by both professional staff and volunteers and for in-service education, etc.

c. There should be adequate office space for personnel with satisfactory workspace, storage facilities, and filing cabinets.

**VI. EVALUATION**

**Standard 35. General evaluation**

There should be a systematic evaluation program.

**Criteria**

a. Evaluation tools pertinent to the local situation should be used. If none are available for the specific type of evaluation desired, they should be developed.

b. Evaluation should be made not only by personnel within the department, but also, non-department personnel should be used. Participants as well as planners, supervisors, and leaders should be involved in the evaluatory process.

c. A time schedule for evaluations should be established; some evaluations will be annually, others periodically, and still others at the end of a season or event.
d. Procedures for evaluation should be outlined for the various types of programs, such as for club activities, for leagues, for tournaments, for instructional classes, for drop-in activities.

e. The objectives of the specific program should be used as a basic guide to evaluate.

f. Evaluations should be used in program development and planning.
VITA

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Education: Attended elementary school in Trenton, Utah; graduated from Lewiston Junior High School in 1956 and North Cache High School in 1959; received the Bachelor of Science degree from Utah State University, with a general science composite major in secondary education, in 1967; completed requirements for the Master of Science degree, specializing in Recreation Education, at Utah State University in 1968.

Professional Experience: October 1, 1967 to present, Outdoor Education Supervisor, Department of Youth, Government of the Province of Alberta, Canada; 1966 - 67, Recreation Director for the Housing Department, Utah State University.