# Management: What Is It?

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No factor in the effective delivery of park and recreation services is more crucial than management of the organization. Most of what is known about management has its roots in United States business and industry. The role of management has shifted and changed with the historical development of parks and recreation in the United States, moving from a near-monopoly by the government of park and recreation services, to a highly-competitive marketplace combining public, non-profit, and profit-making organizations in the leisure and entertainment industry. This shift has brought about significant change in management requirements for park and recreation services. This chapter provides a broad survey of park and recreation management. Key sections in this chapter are:

- a brief history of the field of management,
- growth and change in the park and recreation industry,
- change factors,
- issues and challenges faced by managers,
- a conceptual understanding of management,
- accountability and privilege,
- roles of managers,
- core qualities of managers,
- specific managerial competencies, and
- management in relation to the CAPRA accreditation standards.

The verb "manage" derives from the Latin word *manus*, or "hand," and from the Italian verb *maneggiare*, or "to handle." The term is widely used to describe an organization's activities that gather people together to accomplish desired goals and objectives. Generally, management in an organization is thought to have a limited number of functions, including, but not limited to, planning, organizing, staffing, controlling, and problem-solving. Other terms, such as budgeting (a form of planning) or resourcing (a form of staffing), are also frequently used to describe the functions of management. This view has changed little since 1916 when Henri Fayol wrote that management consisted of seven components:

1. planning,
2. organizing,
3. leading,
4. coordinating,
5. controlling,
6. staffing, and
7. motivating.

## History of Management

Management history serves as an important framework for the delivery of park and recreation services. According to Bennis and Mische (1995), several centuries of industrial expansion have influenced the way business, and therefore government, is managed today. From the 18th through the late 19th centuries, this framework emphasized "high market growth, continued economic expansion, strong nationalism, massive migration of European cultures to the U.S., standardization of products and manufacturing techniques, increasing personal income, simplification of work to its smallest elements, homogeneous markets, strict chains of managerial control, and the vertical integration of the enterprise" (Bennis & Mische, 1995, p. 20). They note that current situations are much different and cannot support the same historic management techniques. Management is a dynamic process. Other types or forms of management have been created to respond to major changes in the American economy and how it is defined in a global marketplace. This redefinition of management is also reflected by rapid changes of management practices in park and recreation organizations. Important to this change is the value of the customer (i.e., the participant) in park and recreation services. Both the participant and non-participant (who also pays for services, either through taxes, fees, or other methods) have become increasingly important to the satisfactory provision of park and recreation services.

A look at management history places the changing role of the park and recreation service manager in proper perspective. This history, according to Kreitner

and Kinicki (1992), generally outlines five eras which influenced the way in which managers operate:

1. the Pre-scientific Era from pre-1800 to 1880,
2. the Classical Era from 1880 to1930,
3. the Behavioral Era from 1930 to 1960,
4. the Modern Era from 1960 to 1990 and finally,
5. the Emerging Era from 1990 to 2001.

The Emerging Era ended with the attack on the World Trade Towers and other significant events. While no specific "era" label can be placed on what lays ahead, fundamental changes are taking place which may change much of how we manage. For now, we will refer to these changes as trends from 2001 to present, rather than as an era.

The Pre-scientific Era (pre-1800 to1880) marked the first time in which management was studied as a body of knowledge. Before this, management existed as governments and other organizations such as churches and guilds grappled with issues such as defense and rules of conduct. However, it was not until the Pre-scientific Era that management was thought of as a specific skill. That era's challenges to management included slave-like work conditions for employees, crude tools, massive projects, and poor working conditions in comparison to those more humane conditions experienced by owners, managers, and the wealthy. Of note during this era was the total lack of environmental concern, leading to the historic abuse of natural resources in America.

Gradually, the trends of more-advanced manufacturing technology gave way to the Industrial Revolution. The managerial focus of the Industrial Revolution shifted from private individuals managing their own smaller firms to larger organizations which hired various levels of managers. At the end of this era, the first school of business was created at the University of Pennsylvania, the Wharton School of Finance.

Subsequently, the Classical Era (1880 to 1930) of management generated the basic theories of administration and scientific management. Among these, Henry Fayol's theory divided the manager's role into "planning, organizing, command, coordination, and control" (p. 19). This theory first gave rise to the traditional forms of management still in practice today. "Scientific Management" became established around a systematic form of "observation, experiment and reasoning" (p. 19). Frederick Taylor, known as the father of scientific management, focused on the steel industry and on factors that contributed to improved productivity. His major effort was to standardize work behavior to create a "science for each man's work," thereby improving the output of manufactured goods. The resulting development of management efficiency tools, like assembly lines, production quotas, and standardized procedures, are the visible legacies of this management era.

The Behavioral Era (1930–1960) of management recognized that human factors were important to success in managing operations. Human factors make it difficult to totally standardize work. The all-out focus of the Classical Era on ruthlessly maintaining efficiency as a fundamental part of productivity was rethought during this era. The value of increased supervision, work conditions, and good worker selection were seen as important to productivity in research. One of the most famous research projects in experimental psychology occurred during this era at the Hawthorne Works plant in Chicago. The study attempted to determine if increased lighting, as an environmental factor, increased productivity of the workers at the plant. The resultant improvement in morale (widely known as the "Hawthorne effect") was found to be the result of the increased attention given to the workers which led to increased productivity. Because of this study, provision of a supportive environment for workers became as important to management as the physical environment. Researchers began emphasizing the importance of the individual and development of a supportive work environment as a successful management tool. While many findings in this era were rudimentary, the effect of management techniques on employees and productivity was at least viewed as more complex than previously thought.

In the Modern Era (1960–1990), the human factors of management were included in theories about human nature and its effect on the workplace. These theories, inaugurated by McGregor, were styled Theory X and Theory Y. Ouché later developed Theory Z. Theory X assumed that people disliked work; Theory Y, that work is natural and desired by people; Theory Z posited some combination of these two theories. The idea of situational managers, or individuals who use techniques appropriate for the circumstances, was developed in the Modern Era. Further, with the application and advancement of technology to support everyday tasks and with the vast changes otherwise affecting society, management practices became more complex and fused with the day-to-day operation of an agency or business. Trends in this era led to the concept of the leader-manager and to research evaluating the effectiveness of management practices.

The Emerging Era (1990 to 2001) was characterized by the recognition of the complexity of managing numerous forms of organizational structures within a public, private, and "third" sector umbrella. Current management thought has been based upon two main factors:

1. managerial systems that permit a structured approach to meeting goals, and
2. managerial skills—more or less "soft" skills— developed by managers to handle the com-

plexities of management through leadership development.

The managerial systems concept emerged to "hardwire" a structure for management or change in an organization. These systems are constantly changing, but the main theme is clear: a system is needed to affect a solid organization. As a result, systems such as total quality management (TQM), strategic management, re-engineering and others offer a method for managers and employees to continue or improve organization effectiveness. The managerial skills concept is more focused on those interpersonal skills and characteristics of a manager that are developed through continuing education and experience (Cohen, 1995; Nutt & Bachoff, 1992; Perry, 1996). A commitment to developing managerial and leadership, or "soft," skills at the same time that new managerial systems (or "hardwired structures") are developed has been a touchstone of the Emerging Era.

As the 20th century drew to a close, it became widely believed that management in the private sector consists of six separate units or functions, including:

- human resource management,
- operations management or production management,
- strategic management,
- marketing management,
- financial management, and
- information technology management responsible for management information systems.

These functions are somewhat paralleled in the public sector, but there are major functions relating to governance, stakeholder management, and policy management that are not easily transferable between the public and private sectors. In addition, the changing needs of public organizations have given way to a concept called the "New Public Management" that expands the idea of public administration to include non-profit management and social entrepreneurship. This has coupled with the changing societal needs of the late 20th century, needs that focused on the individual's demand for greater and more personal service, greater choice, and, of course, greater say in the nature of how public organizations such as park and recreation agencies were managed. This era was marked by efforts to manage the public sector through the privatization of public services. In the end, this emphasis on "New Public Management" in the late 1990s and early 21st century is marked by specific principles that help define evolving management in public and nonprofit organizations. These seven principles are:

1. a focus on hands-on and entrepreneurial management,

2. more explicit standards and measures of performance,
3. use of output controls in evaluating agency services,
4. promoting the decentralization of public services,
5. increased emphasis on competition in public services,
6. migration from public sector to a more private sector approach to managing the public agency, and
7. greater discipline in allocation of resources to the public agency.

A new era of management is yet likely to rise out of the events that began on September 11, 2001 with the terrorist strike on the United States. The sudden realization that the nation was vulnerable to the disruption and violence that other parts of the world had faced for decades set the tone for this new era. Security has become of paramount importance at all levels of government; this has altered funding priorities and created social change that has included increased airport security, questioned breaches of First Amendment rights, and introspection by the American public. Management, particularly in public organizations, has changed as government funding priorities shifted, as public demand for close-to-home recreation has increased, as large gatherings for cultural and leisure activities require increased security, and as risk management for security increasingly dominates events and activities.

Another series of recent events also changed thinking about management: American business and finance became the focus of criminal and civil investigations. One of the largest companies in America, Enron, had its top management arrested for breach of fiduciary duty. Next, there were scandals at WorldCom, insider transactions on Wall Street, and allegations of scandals in high levels of government. In many of these cases, company management mismanaged funds and lied to stockholders. This created havoc with retirement funds, raising a new cry for accountability. Professional ethical codes were not enough to ensure good business practices. Ongoing allegations of favoritism and ethical breaches spilled over into government. These scandals, combined with war and increased secrecy by the federal government, resulted in less trust in all levels of government from 2001 to 2009.

The fiscal year 2008–09 saw a deep recession, bank collapses, large corporations going out of business, unprecedented number of home foreclosures, and massive government bailouts of troubled industries. As the economy faltered, the effect has been far-reaching, affecting every part of society. At this writing, California is threatening to close 220 state

parks so that tax dollars could be diverted to the increasing deficit (California State Parks Foundation, 2008). On the other hand, as the government works to correct the situation, recovery money becomes available for social needs and grant aid is more available. It will be up to the astute manager to write grant proposals and rein in spending, as has been done in other economic crises in recent history.

It is clear that society still values diversity and recognizes it as an American heritage and strength. Society will become more diverse over the next decades, and Americans seem to recognize that diversity adds value to the collective culture. This trend probably will require that, as new cultures and communities emerge, their differing interests and values will change the way society meets these needs.

Finally, rapid technological change affects management approaches and techniques. On one hand, the use of Internet-based voting, direct customer and client contact through e-mail (including "spam"), text messaging, Web 2.0 and other wireless technologies generate privacy and information concerns; but, on the other, they allow more direct democratic participation on most issues. Managers must be more responsible and responsive to customers, clients, and the public as technology brings change not only to how agencies are run, but in what people do.

Throughout this text, managers will see how these issues are addressed in *the management of park and recreation agencies*. The leisure industry is just as affected by world events as any service provider. Managers must answer to constituents about where and how money is spent, who they serve, and show effective cost accounting, as well as responding to public need. Indeed, accountability for management and leadership is one category that all the post-9/11 events seem to fit. How we will handle these new realizations will produce a great deal of introspection and analysis. The new era has affected us and this book reflects the changes these recent major events created.

## Growth and Change

The park and recreation industry has consisted of two main, but divergent tracks since the first playgrounds and urban parks were established in the later 1800s: a public component consisting of a social service orientation in park and recreation service delivery; and another track consisting of services provided for those willing and able to pay (see Exhibit 1.1).

These two tracks have expanded while the industry impact and importance continues to grow. Park and recreation service delivery systems have public, private, and commercial sectors parallel to other industries. The industry itself is a multinational conglomerate including organizations that rival top corporations as well as small, recreation-specific organizations or businesses. The growth of the industry has resulted in demands for managers to be increasingly adept and agile at meeting the specific requirements of a particular sector. For example, managers from the public sector may be called upon to exhibit one set of core competencies, while a manager in a "third sector" (Nutt, 1992, p. xviii) may need to develop a different set of competencies. With increasing specialization and corporate-like structures, managers must consider unique challenges facing their organization. For example, Wilbur, Fiou, & Frielond (1994) address the unique factors of managing a non-profit association. Because many park and recreation service organizations are nonprofit (i.e., YMCA, Boys and Girls Clubs, Girls Inc.), it is logical that managerial competence should be professionalized in this area and provide opportunities for cooperation among associations in a community.

The trend has been toward the partnering of nonprofit with public forms of service. In many ways, the management skills and abilities used in each of these service sectors have moved to embrace a greater service orientation, reflecting the needs of the local community. As such, managerial demands are much more dependent upon local need. Gone are the national standards for open space and recreation programs that used to drive management and goals and objectives in public agencies up until the early 1990s. Now, each area creates its own standards when responding to community needs and interests. These shifts in managerial orientation have resulted in significant changes in park and recreation operations; some departments have become much more "corporate" or business-like, while neighboring organizations have returned to the historic roots of recreation as an integral social service provided to assist the community's disadvantaged. In between these two extremes lie many other departments whose purpose is defined by community and quality of life issues. Exhibit 1.1 shows this continuum of leisure service setting.

The multi-faceted role of park and recreation as social service provider, community builder, and business operator has been recognized with greater frequency in recent years and the pressures on park and recreation managers to meet these ever demanding roles have increased. Consider the juxtaposition of many managers of public park and recreation programs who find they must:

- be more productive with less funding, requiring more building of alliances and partnerships;
- ensure the demand for higher quality and more diverse services are met;

**Exhibit 1.1**
**The Park and Recreation Service Industry Continuum**

$$\longleftrightarrow$$

| Private park and recreation services | Public good or social services |
|---|---|
| 100% Cost Recovery | 0% Cost Recovery |
| Through Charges | Through Charges |

- increase revenue generation, thus moving toward a "market model" for provision of park and recreation services without competing unfairly with private park and recreation service providers;
- meet demand for more open space and greenways for urbanizing areas, even though funding for maintenance of these areas is difficult to obtain;
- support those who are economically and socially disadvantaged through programs to meet childcare, social, recreation, nutritional, and other needs; and
- measure and document intended outcomes as evidence of successful management.

The paradox of managing for park and recreation services delivery is that managers have to be more creative, visionary, cooperative, and politically skilled than Classical Era managers who simply had to "plan, organize, command, coordinate and control." Today's manager has to contend with citizens who are less willing to pay taxes for services. The result is a demanding job that requires managers to be competent in many different skills. Demands for improved, enlightened, and responsible management are accelerating and will be at the forefront of the successful park and recreation service operation.

A current trend in park and recreation management is towards benefit- or outcome-based management that reflects an overall effect on the quality of lives of all who participate and benefit from park and recreation opportunities. Managers of park and recreation service organizations play a pivotal role in representing the value and benefits of park and recreation opportunities that help to justify (and sometimes "sell") services to decision-makers and the greater community. The main way that park and recreation managers use benefit or outcome measurement is to communicate the well-researched, clearly-formulated, and convincing benefits of park and recreation. Community-wide benefits must also be demonstrated to those not currently participating in parks and recreation. The benefits-based management framework relates parks, recreation, and leisure to individual, community, economic, and environmental outcomes. Some outcomes are:

- the beneficial impact on individual and community health through wellness and lifestyle activities;
- the building of a broader community through recreation activities;
- improved financial effects from increased tourism; and
- the lowering of community costs from flooding by developing parks in floodplains.

Generalized research data about these beneficial outcomes is often used, and some organizations are beginning to track these outcomes specific to their community (see Chapter 9).

California park and recreation agencies have carried the benefits trend one step further. Their "Vision, Insight and Planning" (VIP) program is being adopted by agencies across the country. The purpose of the VIP program is to utilize the benefits model while creating a "brand" for the parks and recreation profession. The need to communicate to governmental administrators that parks and recreation have real value is crucial; but, it was also realized that the profession needs to adopt a single name and a shared vision. They recommend all communities use "Parks and Recreation" in their department title, and that the vision (some believe the word should be, "mission") of "Creating community through people, parks and programs" be adopted. If the recreation profession communicates the same message with the same titles, and measures and communicates the benefits, it will be able to better speak to city, state, and national administrators, who will then be hearing a consistent message. (See Chapter 8; also see http://www.cprs.org/creating-trends.htm for more information and how to get involved.)

In addition, many public park and recreation agencies are dealing with difficult financing issues by looking toward nonprofit and social entrepreneur models that include creating complex, non-governmental nonprofit organizations and/or foundations; these organizations can manage and operate whole units that were previously governmental, or they can significantly augment and influence government operations. The Anchorage AK Park Foundation is an example of this type, having raised approximately $15 million in private and public donations to improve Anchorage

community and neighborhood parks when the municipality found itself in a budget struggle. Similarly, the Orange County Great Park Foundation was formed to convert the El Toro Marine Air Station into a large urban community regional park; it designed, developed, and now operates seven square-miles of park in the center of Orange County CA.

# Change Factors

Representative of recent and future changes factors in park and recreation services are:

1. demand—requests for increased service that determine the types and scope of service delivery;
2. technology—advances that affect the way in which the organization interacts in managing services;
3. information—data, transmissions, messages, and channels that are used to inform clients and make decisions; and
4. people—shifts in people factors, customers, clients, and interest groups involved in park and recreation services.

*Demand* is delineated by increases or decreases in needed/desired programs and services. Demand affects the way a manager creates a work program. Increased demand for services is often caused by changing population numbers, demographics, fads, and other trends, including the public's insistence on greater entertainment options. Further, the increased commercialization of leisure services has a significant effect on the way public park and recreation agencies are managed. Some public agencies meet increased demand by charging fees that compare with the private sector. The influence of the media and other information channels also has increased leisure service demand in terms of quality and type. Since public agencies are generally inflexible in administrative procedures such as budget and finance, it has been difficult for some public agencies to modify work programs and meet rapidly changing needs. A manager must find ways to increase organization flexibility to adapt to changing demand.

*Technology* concerns the tremendous amount of information available to organization managers, staff, and the public created by technological advances in management systems. The computerization of staff duties that were repetitive or difficult to track (such as registration or maintenance scheduling) improves quality, visibility, and access to services and programs. Technology also provides a tool to better meet standards of safety, appearance, and use. New and powerful database tools track the condition of assets and their location, the demographics of recreation users, the schedule of activities, and much other important information. The use of e-mail, the Internet, portable computers at remote recreation sites or in maintenance vehicles, and instant communication access via cell phone, pager, or radio are rapidly changing the face of park and recreation management. In addition, the Internet allows easy transactions for leisure services with the general public, and a much-increased flow of information back and forth. The new technologies can also be used for improving fiscal sustainability, strengthening public support, and enhancing staff skills and knowledge.

According to Peter Drucker (2002), the information economy is creating "knowledge workers," and changes in work location and work time/day options for all workers. This will have a fundamental effect on the way society functions. Already, workers in dense urban areas with traffic problems telecommute from home. Some park organizations, such as the National Park Service, allow workers assigned to one area to live in another area of the county and complete work independent of the assigned work site. A manager must be prepared for those technological changes that create agility in the organization. As Drucker notes, managing people in the future requires new organizational structures and an emphasis on alliances, while focusing on performance, key people, and money. Clearly, the changes to society from technology will positively affect managerial ability to deliver effective and high-quality park and recreation services (see Chapter 14 on Information Technology).

*Information* is related to technology, but is more specific to the sophistication and knowledge of the public. The changes in this factor make the specific message that is disseminated by park and recreation organizations more important than ever before. As the public becomes more informed and sophisticated due to technology, decision-making, marketing methods, organization image, and strategies for informing clients have been affected. The delivery of information about services and programs, as well as about the general benefits of park and recreation participation, has become more complex and poses new challenges. Organizations seeking an appropriate image and cost-effective methods to relay the services being provided will find a highly-competitive leisure and entertainment marketplace. Since displaying a consistent and positive image is critical in the allocation of funds to public parks and recreation agencies, marketing strategies have been developed by the National Recreation and Park Association, among other organizations, emphasizing the overall benefits of park, recreation, and leisure services to the larger community. Coupling the information explosion with anticipated public requests for learning, park and

**Exhibit 1.2**
**The Blurring of Park and Recreation Service Providers**



recreation managers also can anticipate demand for growing involvement in decision-making, and higher service levels (see Chapter 15).

*People* refers to the importance of understanding those who participate in programs and services. Organizations have often been surprised by extreme changes in demographics within a community. Such changes influence the park and recreation interests of the population, including increased interest in health and wellness, quality programs for children, and services to meet young people's needs. The diversity of current and future participants must be understood for the successful provision of park and recreation services. A manager must be well-informed about the population being served and aware of the demographic, social and economic trends that affect service delivery. Major changes continue to occur rapidly in society with far-reaching effects across the country. These include new lifestyles, different activities, aging population, and increased diversity. Balancing the changing needs of our communities with the long-held traditions of parks and recreation calls for managers to be much more flexible, creative, and sophisticated (see Chapters 7 and 8).

## Issues and Challenges

Over the past few decades, the park and recreation services environment has become a conglomeration of public, nonprofit, and commercial organizations. Competition among these many types of organizations has sometimes resulted in legal challenges; take,

for instance, the private health clubs' challenge of the YMCA and YWCA's nonprofit status (Selfspot, Inc. v. Butler County Family YMCA, 2003).

This environment is projected to become more complex, as governments promote reforms that allow private industry to compete for work and service jobs traditionally held by park and recreation employees (see Exhibit 1.2). This trend of "outsourcing" was used extensively in other countries (e.g., Australia, New Zealand, and Great Britain) under the label "Competitive Tendering" as a means to eliminate government employment positions and increase private contractual services in all aspects of government. In a recent effort, the U.S. Federal government is using an Office of Management and Budget circular (A-76, based on an Executive Order) to develop performance standards that determine the Most Efficient Organization (MEO) to perform certain duties. This program promotes the transfer of duties from government to private sector employees where possible at the federal level, including such positions as fee collectors and maintenance operations in national parks. This transfer from government to private sector already has occurred in state and local park and recreation agencies and is projected to continue as increased accountability and declining fiscal resources affect park and recreation agencies. As a result, the line between the public, nonprofit, and commercial sectors depicted in Exhibit 1.2 will continue to blur, and public parks and recreation managers will be required, more than ever, to be extremely skilled concerning issues of resource capability, flexibility, and accountability.

## Conceptual Understanding of Management

Many people think they can identify what managers do, but, in some cases, have developed distorted or stereotypical images of managers. They can tell you that managers approve things, set priorities, establish deadlines, and hire and fire; but, many people still believe that management is about designing standards, making decisions, and providing control in the form of procedures. However, changes and trends starting in the late 1980s continue to create a new understanding of park and recreation organization management. Management trends that appeared starting in the late 1980s included: pursuit of excellence; total quality management (TQM); continuous quality improvement; and self-managed work teams. Despite all these, management *per se* has yet to be clearly defined.

Katz (1974) provided a fundamental treatise on managerial roles and duties in which he outlined three basic skills: technical, human, and conceptual. These three basic skills were found to be independent, but interrelated, in the performance of each manager's role. Technical skills are those that require specialized knowledge in the procedures, operations, expertise, and techniques of a field. Human skills involve working with, understanding, and motivating employees, as well as building teams. Conceptual skills concerned the philosophy, mission, goal and objective-development duties managers bring to organizations. The combination of these three skills in managerial positions varies in importance, based on the level occupied within an organization. Katz found that top-level managers emphasize conceptual and human skills. Conversely, entry-level managers emphasize human and technical skills.

While Katz's work outlined what managers do, the definition of management was never clearly specified. Mintzberg (1990) concluded that "even managers don't always know" what they do (p. 163). Mintzberg found that managers filled three roles in an organization: interpersonal, informational, and decisional. In *interpersonal roles*, managers were found to serve as:

- *figureheads* in performing ceremonial duties,
- *leaders* in motivating and encouraging employees; and
- *liaisons* in making contacts outside the vertical chain of command.

In *informational roles*, managers were found to serve as:

- *monitors* in scanning the environment for information;
- *disseminators* in passing privileged information to subordinates; and
- *spokespersons* to those outside and inside the organization who can control the organization.

*Decisional roles* required managers to serve as:

- *entrepreneurs* in improving the unit and adapting to changing conditions;
- *disturbance handlers* who respond to changes beyond a manager's control;
- *resource allocators* who decide who will get what; and
- *negotiators* in committing organizational resources.

Recently, an understanding has emerged that the focus of management is to cope with the complexity in organizations—using tools such as planning, budgeting, organizing, staffing, controlling, and problem-solving—to ensure delivery of products and services. In this scenario, management becomes a multi-faceted combination of roles, almost a blending of responsibilities that brings order and consistency to an organization of people who work cooperatively to deliver a service to customers that is needed, sought, and valued. Management tasks are generally thought to be related to:

1. planning and budgeting,
2. organizing and staffing, and
3. controlling and problem-solving.

Another recent trend is management becoming more closely associated with the term, "leadership." According to Kotter (1990), organizations are often "over managed and under led" (p. 103). Implied in this concept is the idea that effective organizations are not just managed, but led. Dr. William Hitt, a leading teacher and writer on management,

> became convinced of two things. First, effective managers lead more than they manage. Enabling the development of leadership in others, a manager builds the capacity of the organization by sharing authority while retaining ultimate responsibility. Leadership is the key ingredient in management. Second, leadership potential can be developed (Hitt, 1995, p. 10).

Hitt notes that leadership skills are required at whatever level an employee may be and that, while management of certain phases of delivering services is always required, so is leadership. Hitt found that the management function most often is not distinguished from the leadership function; however, leadership is an integral part of what many interpret as managerial success. Thus, leadership must be incorporated into an effective working concept of management.

Leadership tasks are different than management tasks in that they more often deal with change and uncertainty. Leadership tasks include:

1. setting direction,
2. aligning people and goals, and
3. motivating and inspiring.

These tasks are different than management tasks, but both are necessary. To draw a comparison between management and leadership, look at the root of the word: "to lead" has its root in the Old English to "to go"—as in, to travel from one place to another, to explore. As noted above, the root of the word "manage" more suggests the idea of "handling" or maintaining the *status quo*.

Kouzes and Posner (2002) extend the leadership discussion by defining management as subordinate to leadership in effective organizations. Their research found that leadership—which included credibility, honesty, forward-looking, competence, and inspiration—was essential for organizations to be effective. They identified five practices that characterize successful leadership in effective organizations and reinforce the differences between management and leadership:

1. challenging the process;
2. inspiring a shared vision;
3. enabling others to act;
4. modeling the way; and
5. encouraging the heart.

(See Exhibit 1.3 for further discussion of the two commitments for effective leadership within each practice as sketched out by Kouzes and Posner.)

With this basic concept in mind, management of park and recreation services can be seen as a complex infusion of roles, including leadership, which ensures organization effectiveness, adaptation to trends, and the delivery of quality services to staff and customers.

## Accountability and Privilege

Regardless of the level of management, there are two factors that define the position during their "watch at the helm" of the organization: privilege and accountability. Managers exercise great power, but also have great responsibility. This is especially true of public park and recreation managers. How a manager executes

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**Exhibit 1.3**
**Practices Characterizing Successful Leadership**



Challenging the Process
• Searching for opportunities
• Experimenting and taking risks

Inspiring a shared vision
• Envisioning the future
• enlisting others to act

Modeling the way
• Clarify values
• Set the example

Enabling others to act
• fostering collaboration
• strengthening others

Encouraging the heart
• Recognizing contributions
• Celebrate values and victories

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these two factors is an important mark of management ability and affects the organization long after the manager leaves.

Serving in a park and recreation managerial role carries a high level of accountability activities since agency actions and performance are closely reviewed by public watchdog groups, state auditors, board members, recreation oriented organizations, interest groups, and others. However, another form of accountability, one that is rarely discussed or considered, is as significant: the accountability measured by the manager's influence on the future of the organization and the service will provide. In essence, every park and recreation manager is accountable for continuing the vibrancy, role, and services of the park and recreation organization they manage. Serving as trustee or steward for the organization's future should be paramount as the manager influences policy and makes decisions. Viewing the management of park and recreation organization as a trusteeship, a longer-term view should be taken, which can clarify issues, provide an analytical framework, and serve as a philosophical boundary in decision-making.

For example, the success of recreation services provided for youth programs can assist in the creation of future community leaders who are sensitive to the preservation of land for open space as a long-term community asset. The shape and condition of the organization, as well as future opportunities, are the legacy managers leave when their trusteeship ends. This stewardship is expected of managers in every organization; a good manager will ensure that a legacy of significant assets is left behind.

With the high level of accountability of a manager comes privilege: rank, position, importance, and community recognition. How managers of park and recreation organizations deal with these privileges is crucial. The importance of developing sound ethics is essential to avoiding an "appetite for privilege." Arrogance, which sometimes derives from higher salaries, benefits, and perks, can result in both the downfall of a manager and an unfortunate decline in the fortunes of his or her organization. The end result can reduce park and recreation functions, funding, and services. Emphasis on character, ethics, and values help ensure that the privileges of rank are not liabilities to the future of the organization.

# The Roles of Managers

A managers' role is described in many ways. Six particular "job descriptions," or charges, help us create a coherent picture of the role of a manager. These are the roles of communicator, leader, coach, mentor, change agent, and power broker.

## Manager as Leader

The manager leads groups to achieve goals, builds trust, and helps develop a self-adjusting organization. Managers should view their organization as a system that develops interrelationships, fosters openness, develops teamwork, and is adaptive and agile in responding to challenges, issues, and change. It is the manager as leader who can transform others who are in and associated with the organization to attain higher performance. As Bennis and Nanus (1985) state: "managers do things right while leaders do the right things." Leadership by a manager is what gives the agency vision and translates that vision into reality. Consisting of many different components, leadership is commonly defined to include the following:

- creating the vision;
- clarifying the values;
- empowering and advancing others;
- developing a team;
- creating strategies to achieve vision; and
- measuring performance.

Fearn (2002) also indicates that managers are leaders, and indicates that one of the myths of leadership is that the "person with authority is the group's leader" (p. 30). In fact, Fearn suggests that effective leadership as a manager is tied to personal leadership, self-awareness, and introspection.

## Manager as Communicator

At the very base of management is the ability to communicate. Communication skills are a basic requirement of all individuals in a park and recreation organization. Communicating effectively allows the organization to function in consistent and similar ways. The communication methods used are many: from personal communication in meetings, presentations, and other forums, to communications systems such as newsletters and e-mail. Each word and deed is subject to many interpretations. How a manager is viewed and respected has much to do with communications. It is important that managers communicate their thoughts and positions effectively in each encounter to create values and standards of performance.

## Manager as Coach

Another role of the manager is to develop strong employees. Some authorities cite this as a leadership role; others emphasize that in this role the manager serves as a teacher and gains the satisfaction of helping others achieve goals. In focusing on the achievement of major job functions by individuals, the manager can

improve overall performance in the organization. By creating higher performance expectations, the manager can transform the organization one small piece at a time. This role of challenging individuals to improve and continually achieve excellence links the manager to personal values and care for the employee. This particular role takes a considerable amount of time, but brings considerable reward.

Effective managers view coaching of staff as one of their most important job roles. They have a staff development orientation, and demonstrate, through words and actions, a genuine interest in employees. The benefits of working well in this role include: creation of a more capable staff with a commitment to lifelong learning, greater productivity, higher esteem, higher motivation, and greater job satisfaction. A coaching manager also will find this role tends to be transferred to subordinates, who, in turn, take an interest in coaching the employees they supervise, thus creating a well-coached organization with associated benefits. Finally, as a manager's reputation grows as a coach, he or she will stand out and attract committed, high-potential people.

## Manager as Mentor

Related to the coaching function is the time taken with employees to facilitate their eventual success outside of their major job function. Making new opportunities available, fostering advanced educational pursuits, and recommending them for position advancement within or outside of the organization is the role of the mentor. A mentor can have a lasting impression on an employee and can greatly assist in a person's career development and, as such, has an extremely important role in an organization. Managers who spend time mentoring an employee enjoy many of the same benefits as those who coach. The difference is the intensity and proximity of care between a mentor and employee. Keen interest in the individual is generally mutual between mentor and employee, making the relationship much more intense, the commitment toward performance more deep, and the development process much more dramatic for the employee. Developmental managers who mentor help the employee improve and acquire skills. Generally, the employee grows rapidly, developing into an important part of the staff. Choosing to mentor employees is a choice to commit extraordinary amounts of time. A manager who chooses this role should carefully plan a strategy.

## Manager as Change Agent

The role of the manager in fostering change is a more highly developed skill. Change is present in all organizations, and a manager committed to change is helping build an organization that can adapt to many changes without losing its key foci. For these managers, change is seen as an opportunity, rather than a problem or a defeat; in their organizations, employees are encouraged to grow and develop with a more flexible view of change.

Perhaps no role is as important to a manager as being a change agent. As technology advances and the demand for information increases, the pace of change will increase. Managers who can successfully bring change will be valuable. To be effective change agents, managers must view change as positive while coping with the logical and psychological effects of change. A manager facilitates change by:

- developing a strategy;
- involving staff in change;
- creating enthusiasm for change;
- accepting its inherent difficulties; and
- establishing a climate that views change as an opportunity for rapid improvement.

## Manager as Power Broker

Managers must also be aware of the political systems in which they work and adapt to the expectations of those in power and those who need to be served. Very often, conflict exists between the wishes of those serving on policy or budgetary boards, and the customer and employees. Thus, a manager must become very adept at brokering agreements. Power of various types is provided to managers through their position. The use of this power is the key to getting things done. The implementation of power, sometimes referred to as politics, places managers where they can move an organization toward its goals. Power roles are used in an arena where the many skills a manager possesses come together to allow true collaboration. Very often, the agendas of many groups, including employees, simply do not parallel the wishes of a board or governing body. A manager who can broker agreement through wise and judicious use of power can bring these opposing forces together in a compromise or agreement. This role is often referred to as a "soft" approach to power, where expertise, information, and authority emphasize collaboration. The result is a win/win solution. Power has another side: one where the manager asserts authority, or uses reward and coercion to form a solution. That is a win/lose solution, with control being the goal.

The exercise of power is undeniably a manager's role. How they use it, share it, and display it helps define the organization. By stipulating tactics for the use of power that have a high organization orientation and a high level of sincerity, managers can avoid the more ugly aspects of politics. The role of power then

becomes easier for a manager when it changes the focus from self-interests (with high levels of "Machiavellian" behavior) to the betterment of the organization. It allows managers to use power sources such as information, expertise, reverence, position and reward to find win/win solutions.

# Five Core Qualities of Managers

Five basic qualities form a core of values and knowledge that the manager must possess for success. These qualities provide the framework for effective management; they include: ethics and values, understanding groups and the group process, articulation of service, ability to form alliances and partnerships, and creating a positive, productive work climate.

## Ethics and Values

A manager should possess ethics and values that are appropriate for a park and recreation organization. These ethical behaviors should be modeled by employees, and they represent a universal approach to completing the business of the organization while serving customers, clients, participants and similar constituents. Making subordinates and others aware of the value system inherent in a wide variety of situations is important for promotion of ethical understanding. This has been especially true in the changing demographics of society, where a manager must be sensitive to the differing value system inherent in employees or participants from other cultures. Managers must model appropriate values and provide the framework for establishing ethical and valued approaches to accomplishing the agencies' business. NRPA and other organizations have created codes of ethics for the profession (see Compendium 1 for samples, including the National Recreation and Park Association Code of Ethics and the National Therapeutic Recreation Society Code of Ethics, as well as the Maricopa Ethics Handbook). In what may become the "Era of Introspection," the development and implementation of a code of ethics has risen to great importance today.

As part of ethics, a manager must realize that this field occurs within the context of laws. These laws are established to protect all citizens under the Constitution. The current text has been developed to help the manager work within the boundaries of regulations, legislation, and common law and to create policies and procedures that guide all employees to provide the highest quality of service within an ethical system. Many chapters below highlight the legal issues in creating quality service. (In particular, see Chapter 2, Management and the Law; Chapter 3, Legal Authority and Jurisdiction;

Chapter 10, Supervision; Chapter 16, Human Resources Employment; Chapter 21, Risk Management; and Chapter 22, Law Enforcement and Security.)

## Groups and Group Process

The role of personnel, constituents, and interactions among people is a constant challenge to managers. The manager must possess a good knowledge of group dynamics and develop an ability to navigate group processes involving personnel, interest groups, public and private pressure groups, and other forms of group interaction. The goal of gaining consensus or agreement through group decision-making is a constant challenge (see Chapters 4, Politics and Advocacy; and 5, Organization Structure and Administrative Operations).
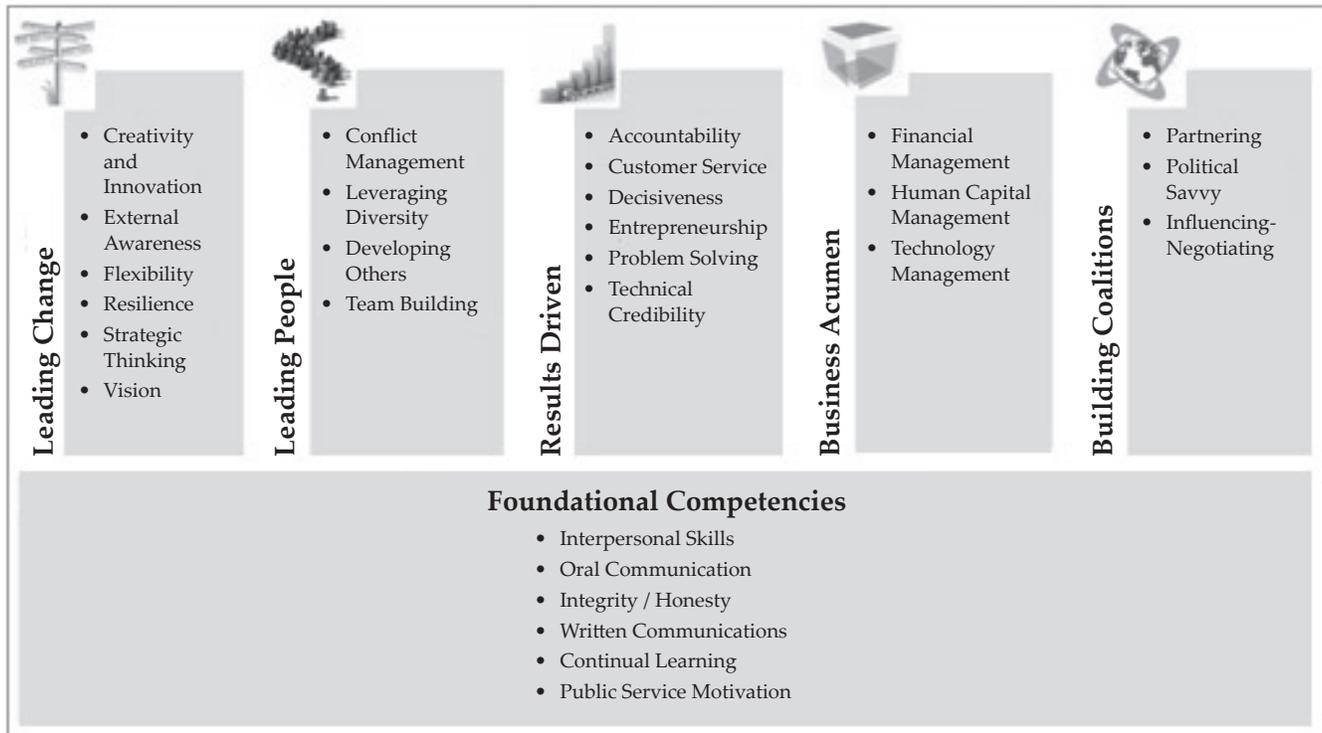
## Service Matters

Managers are involved with outside constituencies, discretionary personnel, politicians, community decision-makers, and others who must learn what are the goals and objectives of the organization. Managers are in the key position of interpreting client actions and needs to those inside the organization. A manager must be able to articulate to the employees and board members the needs and interests of constituents and clients. Specifically, a manager must be able to articulate the quality, nature, and type of service to the staff in order for needs to be met. A manager must also be able to establish protocols for providing information to the many groups it serves. (See Chapter 4, Politics and Advocacy; Chapter 7, Planning for Strategic Management; Chapter 8, Recreation Program Planning; Chapter 9, Program Service and Event Management; and Chapter 15, Public Relations, Marketing, and Customer Service.)

## Alliances and Partnerships

Managers are involved with forming alliances and partnerships to provide important park and recreation services to their communities. Partnerships provide the manager with opportunities to facilitate or coordinate services by others with their organization or business, rather than being a direct service provider. For example, a manager might instigate a process by which a public/private partnership is developed. Developing partnerships may be difficult, but it is rewarding. The manager who is adept at assessing the key abilities of many possible partners or allies, and can form a new relationship to help provide a full spectrum of park and recreation services, will find public opinion favorable toward the organization (see Chapter 6).

**Exhibit 1.4**
**National Park Service Leadership-Management Competencies**

| Leading Change | Leading People | Results Driven | Business Acumen | Building Coalitions |
|---|---|---|---|---|
| • Creativity and Innovation<br>• External Awareness<br>• Flexibility<br>• Resilience<br>• Strategic Thinking<br>• Vision | • Conflict Management<br>• Leveraging Diversity<br>• Developing Others<br>• Team Building | • Accountability<br>• Customer Service<br>• Decisiveness<br>• Entrepreneurship<br>• Problem Solving<br>• Technical Credibility | • Financial Management<br>• Human Capital Management<br>• Technology Management | • Partnering<br>• Political Savvy<br>• Influencing-Negotiating |

**Foundational Competencies**

- Interpersonal Skills
- Oral Communication
- Integrity / Honesty
- Written Communications
- Continual Learning
- Public Service Motivation

## Positive and Productive Work Climate

Finally, a manager should possess qualities that create a positive atmosphere in the workplace. Such an atmosphere often can be built upon the personal power of the manager who models positive, healthy, and happy attitudes toward serving the public. Creation of the work climate is also built upon trust, empowerment of employees, productivity, accountability, and positive conflict resolution. The manager facilitates these types of processes in daily operations within the workplace and instills a positive atmosphere at work and within the jurisdiction of the park and recreation organization (see Chapters 16, 17, and 18).

# Specific Managerial Competencies

## Executive Core Competencies

Determining the competencies or skills a manger needs is often difficult. Many models for managerial competency exist for public park agencies. One model the National Park Service uses is adopted from the Executive Core Competencies (EQC) of the Senior Executive Service of the federal government. This model has five parent competencies including:

1. leading change;
2. leading people;
3. being results-driven;
4. using business acumen; and
5. building coalitions.

Exhibit 1.4 outlines the individual competencies within each of the parent competencies. Note that this set of competencies also includes a set of Fundamental Competencies which serve as the foundation for each individual in leadership and management roles in the National Park Service. For this reason, the competencies are referred to as Foundational Competencies in Exhibit 1.4. These competencies are defined as personal and professional attributes critical to successful performance in an executive role. This includes interpersonal skills, oral communications, integrity/honesty, written communications, continual learning and public service motivation. In this exhibit, competencies may be considered different ingredients that are used depending upon the situation. Many larger organizations, including the federal government and state government agencies, have competency models that focus on their specific state personnel system needs. These are implemented to

**Exhibit 1.5**
**Park and Recreation CEO Competencies**

| Meta-competency | Competencies |
|---|---|
| **Business Acumen**<br>Chapters 5, 14, and 16–20 | • Business principles and financial management<br>• Human resources management<br>• Technology |
| **Communication &<br>Marketing**<br>Chapters 14 and 15 | • Communications-effective public speaking and facilitation<br>• Marketing-knowledge of ability to work with media |
| **Community Relations**<br>Chapters 4, 6, 8, and 15 | • Customer service and accountability to the public<br>• Community relations-assess needs of community<br>• Build partnerships |
| **Leadership & Management**<br>Chapter 18 | • Leadership and management skills<br>• Interpersonal skills<br>• Conflict resolution and decision making |
| **Planning & Evaluation**<br>Chapters 7, 11, and 23 | • Goals, objectives, mission and visioning<br>• Planning-system, comprehensive, program and site<br>• Evaluating programs and identifying trends |
| **Political & Legislative<br>Acumen**<br>Chapters 2, 3, and 4 | • Working with elected officials<br>• Understanding the law<br>• Legislative processes and governance |
| **Technical & Professional<br>Practices**<br>Chapters 9 and 10 | • Experience<br>• Knowledge of technical areas<br>• Professionalism |

allow the large and complex organizations represented by state and federal government to promote stability and cope with the complexity. New York and Georgia are examples of states that include many of the federal management competencies in their models.

## Competencies for the CEO

Another model of park and recreation managerial competencies was developed by Hurd (2001). In this research, Hurd surveyed public park and recreation directors to determine what competencies they thought the chief executive officer (CEO) in a public agency should have. The results identified seven different competency frameworks (Exhibit 1.5) for CEOs of public parks and recreation agencies.

The specific knowledge, skills, and abilities that managers require are diverse, complex, and ever-changing; this points to the difficulty of defining management with any degree of certainty. Given that management of a park and recreation organization is the essential key to successful, effective service provision, these components need to be in place to complete the mission of the organization.

## Competencies for Parks and Recreation

*Understanding Park and Recreation Behavior*
The manager needs to maintain, on a daily basis, an understanding of what motivates people to participate in park and recreation facilities and programming; and he or she must be cognizant of the constraints to leisure

and the ways individuals negotiate those constraints to become involved in an organization's facilities and programs. An understanding of the basic components of park and recreation education, as well as the psychological and sociological processes affecting these decisions, can create sensitivity toward the participant and assist in planning directions for service delivery (see Chapters 8 and 9).

### Monetary Resources and Budget

No manager can exist for very long without a working knowledge of budget planning and implementation. This includes the ability to identify sound income sources and articulate efficient ways to reduce cost and maximize service (see Chapters 19 and 20).

### Human Resources: People

The manager needs to recognize effective ways to deal with employees, both paid and volunteer. This skill is the area most often criticized by the public and within organizations. The ability to establish a personnel recruitment process that is sound and based upon performance objectives, job analysis, evaluation, and career development and training are important components of this area (see Chapters 16, 17, and 18).

### Physical Resources: Land and People

The use of physical resources and the provision of services for people often conflict. The manager must be adept at strategic planning of physical resources to improve the quality of life of users and surrounding areas and people. This framework includes the ability to achieve sound, supported master plans and to meet the goals in those plans. Today, there is added emphasis on maintaining environmental quality (see Chapters 7, 11, 12, and 13).

### Service Resources: Programs and Services

The delivery of programs and other services is the most visible achievement of sound management. The manager must be able to organize services in the most visible manner to achieve excellence and ensure participant satisfaction and return. With the prevailing assessment of fees and other charges, the customer has become a forceful element in the demand for quality, and responsiveness is the key to success. The manager must provide valuable systems of program and service development, implementation, and evaluation that are based upon immediate and long-range improvement (see Chapters 8, 9, and 10).

# Management in Relation to the Standards

In conclusion, the ability to manage a successful operation is a highly individual ability. The CAPRA standards assist a manager in achieving a minimal standard of excellence and correcting deficient or substandard operations. It should be the goal of a manager to not only meet, but *exceed* these standards. By providing the management components, roles, and qualities necessary for the organization to surpass these standards, the manager has succeeded beyond the norm and created an exceptional, extraordinary park and recreation service organization.

This text addresses the CAPRA standards as a guide to further excellence and recognition of the park and recreation organization. This process is only a start in the continued efforts to improve service. Further understanding of the role of these standards is to place them in the context of what a profession really is. Park and recreation management, a part of the park and recreation industry, addresses standards through curriculum accreditation, organization accreditation, and certification of professionals. The linkage provided by these three related components results in recognition that the field must be taken seriously as a profession. It is hoped that the standards included in this text will assist the reader with the quest to develop managerial excellence.

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Stephen A. Wolter serves as the Executive Director of the Eppley Institute for Parks and Public Lands and leads major programs in technical assistance, research, training and education and planning for Indiana University. He has over 30 years of experience in parks, recreation, public lands, and facilities. Having served as a manager or executive in eight different organizations over his career, he enjoys the practical experience of strategic alignment and management for parks, recreation and public lands management. He has served as an executive for park and recreation, and recreational sports operations for local public agencies, which also adds fundraising and strategic philanthropy, event operations and public governance experience to his skill set. His primary efforts currently focus on long-range planning, asset management, strategy development, training certificate programs, and civic engagement for park, recreation and public lands agencies.

Barry Weiss has been in the Parks and Recreation profession since 1983, working his way up from Recreation Supervisor for the City of Alameda, General Supervisor for the City of Oakland, and Recreation Superintendent for the City of Palo Alto. He is the retired Director of Parks and Recreation for the City of San Carlos, California. He administered the award-winning parks and recreation department for eight years through 2008. Barry led San Carlos to 14 statewide awards from the California Park and Recreation Society, and 15 district awards including awards for facility design, park planning, economic development, and innovative programming. On March 6, 2009 Barry was inducted into the California Park and Recreation Society Hall of Fame.