A DESCRIPTIVE CASE STUDY OF SELECTED RURAL RECREATION COMMISSIONS

by

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April, 1970
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Date April, 1970
ABSTRACT

Faced with a constant struggle for their existence, certain rural Recreation Commissions in British Columbia are examining their purposes and functions as agencies responsible for recreational programmes.

This case study of seven selected rural Recreation Commissions was undertaken to examine and to analyse certain aspects of the organization and operation of these commissions in serving small populations.

The Commissions were selected from a list compiled by the Community Programmes Branch Consultants and which met specific criteria assuring the investigator that each Commission was active by Community Programmes Branch standards, voluntarily operated and rural in nature. The Commissions selected consisted of four with populations less than five hundred and three with populations of more than five hundred people. All Commissions studied were in unincorporated areas.

Following an interviewing procedure during the summer of 1967 with selected members of each Commission and a second phase consisting of a mailed questionnaire completed by each Commission collectively, case study reports were prepared.
In the analysis a breakdown of elements related to the organizational structure of the Commissions and their operation was completed. This analysis determined the basic causes of the Commission's shortcomings and whose struggle is merely a manifestation of greater problems.

Suggestions are then made for correcting the pitfalls that these Commissions have found themselves in, with specific reference made to proper organizational structure, determining the recreational needs of the people represented, leadership development, and budgeting and finance.

Finally, a suggestion is outlined for a reorganization of rural Commissions in unincorporated areas such as those studied, under the authority of Regional Districts. In this way many problems common to rural recreation Commissions such as those studied may be overcome.
ACKNOWLEDGEMENT

The writer wishes to acknowledge the many tireless volunteer leaders in British Columbia, who give of their time daily in providing recreation, and recreation experiences for others.

Many thanks are given also to the guidance provided by faculty members in the Adult Education Department and in the School of Physical Education and Recreation at the University of British Columbia.
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CHAPTER I

I. INTRODUCTION

Approximately three hundred and twenty-five communities in the Province of British Columbia have established, through provincial and municipal authority, Recreation Commissions, for the purpose of organizing recreational services.

Much of the success of a recreation park department depends on the direction provided by its policy-making board and the administrative skill of its executive. Indeed, the governing bodies that control the recreation service, be they named commissions or boards, have a traditional and important part to play in determining the type and quality of public recreation and park programmes and services. Such bodies have degrees of authority, some having complete and independent policy-making authority, and others having only an advisory function.

The Department of Education of the Province of British Columbia, has established a separate branch for the administration of public programmes. Through this body, the Community Programmes Branch, service is given to communities establishing public programmes involving recreation. The Branch also provides professional advice, rendered through Regional Consultants, whose purpose it is to stimulate actively the co-operation of the province, and the citizens alike. The functions of the Branch, as stated
in its publication are as follows:

1. To stimulate local interest in recreation of all kinds.
2. To assist communities to develop programmes suited to their own needs and interests.
3. To encourage local responsibility in the operation of such programmes, and to ensure a maximum degree of local control over them.
4. To provide a consultative and advisement service in recreation matters for communities and interested groups within them.

Recently, several Recreation Commissions, recognized by, and receiving financial assistance from the Community Programmes Branch, and specifically belonging to the British Columbia Recreation Association, have been examining their purposes. Their concern lies in attempting to delineate problems associated with the operation of their community recreation programmes. In so delineating these problems, it is hoped that the Commissions in question may be able to function more efficiently in satisfying the recreative needs of the citizens they represent.

II THE PURPOSE

The purpose of this study is to examine a selected number of recreation commissions in British Columbia, in order to analyse certain aspects of the commission's organization and operation in serving small populations
In examining these commissions, it is hoped to determine:

a. The organizational structure of the Commissions.

b. The Commission's role in helping people to better fulfill their recreative needs.

c. Problems in the operation of programmes.

d. How well Commissions identify the needs of the people.

III PROCEDURE

Method

The Case Study Method as described by Mouly was selected for this study.

Population

The population for this study consisted of seven recreation commissions, located in rural areas and in unorganized or unincorporated territories.

Selection of Commissions Studied

The Community Programmes Branch, Department of Education, has established seven regions in the province for administrative purposes. With these regions, the Branch is able to render more effectively the services which it considers essential in efficient programme
direction. The regional areas are:

- Vancouver Island
- Fraser Valley - Sechelt
- Okanagan Valley
- Central British Columbia
- North - West British Columbia
- North - East British Columbia
- Kootenays

The Community Programmes Branch provides a consultative service for each of the Communities in these regions through a Regional Consultant. A list of Commissions from each regional area was compiled with the guidance of the Consultant in that particular region and the final selection of the Commissions to be studied was based on the following criteria.

1. A subjective appraisal as to the community's accessibility.
2. A minimum of five active members on the Commission.
3. The community exists in a rural area, beyond any real influence of a metropolitan area.

*Influence here means that the citizens achieve the majority of recreational pursuits within the community itself, and do not seek recreation in other communities to any great extent.*
4. The Commission is active, as determined by Community Programme Branch Standards.

5. The Commission does not possess a full-time recreation director.

The seven selected for analysis consisted of four with populations of less than five hundred people, and three with populations of more than five hundred people. All seven commissions were from unincorporated communities. (Table I, Figure 1)

Sources of Data

The data for the study were gathered by personal visits to each community and interviews were conducted with selected members of each Commission. The field work was done in the summer of 1967.

Interview Schedule

An Interview Schedule (Appendix A) was constructed to record data collected from the members of the Recreation Commissions in each community. Certain guidelines were followed in the construction of this schedule and these are listed in Appendix B.

The interviews schedule assured consistency in the

*Active Commissions are those that file quarterly reports with the Branch, and subsequently qualify for quarterly financial grants.*
TABLE I

COMMISSIONS STUDIED

GROUP I: COMMISSIONS SERVING POPULATIONS UP TO FIVE HUNDRED PEOPLE

<table>
<thead>
<tr>
<th>Commission Studied</th>
<th>District Location</th>
<th>Population</th>
<th>Number of Members Interviewed</th>
<th>On Commission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boswell</td>
<td>Nelson</td>
<td>160</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Cherryville</td>
<td>Kelowna</td>
<td>275</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>Decker Lake</td>
<td>Smithers</td>
<td>350</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>White Lake</td>
<td>Kamloops</td>
<td>110</td>
<td>5</td>
<td>5</td>
</tr>
</tbody>
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GROUP II: COMMISSIONS SERVING POPULATIONS OVER FIVE HUNDRED PEOPLE

<table>
<thead>
<tr>
<th>Commission Studied</th>
<th>District Location</th>
<th>Population</th>
<th>Number of Members Interviewed</th>
<th>On Commission</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cherry Creek</td>
<td>Vancouver Island</td>
<td>1,900</td>
<td>4</td>
<td>10</td>
</tr>
<tr>
<td>Lac La Hache</td>
<td>Kamloops</td>
<td>2,200</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Thornhill</td>
<td>Smithers</td>
<td>2,500</td>
<td>5</td>
<td>9</td>
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Figure I
Geographical Location of Commissions Studied

1. Boswell
2. Cherryville
3. Decker Lake
4. White Lake
5. Cherry Creek
6. Lac La Hache
7. Thornhill
pattern of interviewing and in the recording of data. Several "open-ended" questions were included in the Schedule to permit the elaboration of certain responses without restricting the nature of the information collected.

**Collective Opinion Data Sheet Questionnaire**

Following completion of the interview phase of the study, a questionnaire (Appendix C) was constructed, and mailed to each of the Commissions visited to get responses reflecting the collective opinion of commission members. Each Commission was asked to discuss the questions posed and to check the collective response of the commission. This procedure was introduced to provide a check of the collected opinion of the Commissions against the private opinions of individual members in certain matters.

**Treatment of Data**

Case Study Reports for each community were prepared from the data collected. The compilation of these reports was aided by the use of Master Data Sheets. (Appendix D).

**Subjective Analysis of Data**

The data from both the interview schedules and the questionnaires were tabulated on Master Data Sheets.
In order to determine the primary and secondary problems identified by Commission members, a subjective analysis of responses to certain questions was made and the problems categorized and recorded on the Master Data Sheets.

Further analysis was completed on the various elements that are considered pertinent to proper Board or Commission functioning under the following headings:

1. Organizational Structure
   - Forum
   - Operation
   - Policies - By Laws
   - Needs of the People Considered

2. Resources

3. Programme

4. Budget and Finance

5. Leadership

6. Current Problems

A comparison of statements by individuals with those representing the collective opinion of the Commissions as an administrative body produced information that was used in the construction of the Case Study Reports.

Limitations of the Study

Whereas the nature of the study necessitated visits to remote rural areas of the province, certain
limitations were inherent in its conception. An unanti-
cipated "Forest Fire Risk" during the summer of 1967,
caused several delays and postponements in proceedings.
Since the study was conducted during the summer months
certain members of those Commissions selected for study
were not available due to absence from the area. Changes
in Commission personnel, resulted in interviews with some
persons newly elected to the Commission who were not
always very knowledgeable about the Commission and its
structure and operations.

Perhaps the most significant limitation encountered
was that during the course of the study it became apparent
that the Commission members varied considerably in their
ability to understand and interpret the questions and to
communicate their responses. Consideration was given to
this limitation and the data and conclusions analyzed are
based on the following:

1. Responses stated and expressed by the
   subjects who, by their nature and ability,
   were able, to interpret the questions and
   recognize pertinent facts.

2. Responses recorded that revealed information
   which were subject to interpretation.
3. Responses recorded that were eventually interpreted by the investigator and subsequent analysis, to be judged and concluded as a fact of a particular Commission.
IV DEFINITIONS OF TERMS USED

(1) **Community Programmes Branch** - A Branch of the Department of Education, Province of British Columbia, which is an agency of the provincial government, organized to give leadership and assistance in helping communities establish recreation programmes.

(2) **Community Programmes Branch Consultants** - Professional Personnel, employed by the Community Programmes Branch, who lend advice and assistance to public agencies and communities interested in recreation.

(3) **British Columbia Recreation Association** - An organization consisting of member Commissions who have as a common interest, the desire to co-ordinate certain recreational activities within the province, and which, by its organizational nature, is able to represent the Commissions in expressing common objectives, problems, and information, so that collective opinions may be expressed. A volunteer organization.

(4) **Incorporated (unincorporated) Area or Territory**

    Sec. 9 Municipal Act - The Lieutenant Governor in Council upon receipt of a sufficient petition and after a favourable vote, may be Letters Patent incorporate the residents of any area of
land in unorganized territory into a municipality. Sec. 17 (1) Every municipality incorporated or reincorporated under this act shall be a corporation under the name of " " as the case may be, with all rights and liabilities of a corporation, and has full power to acquire by purchase, lease, or otherwise and to hold real property, and to sell or lease real property, subject to the provisions of this act, and likewise to acquire, hold sell or lease personal property and to contract for materials and services. (2) Except as otherwise provided in this or any other act, the powers of a municipality shall be exercised by the council.

(5) **Community Club**

A homogeneous group of persons concerned with the development and improvement of recreation services and facilities in a given neighbourhood or district. Frequently is social in nature and often supplements, financially and otherwise, the efforts of a established recreation authority or agency. 5.
REFERENCES


CHAPTER II

REVIEW OF RELATED LITERATURE

The related literature included an appraisal of research undertaken in rural recreation of British Columbia, and other Pacific North-West regions, local recreation commissions and their basic structure, the structure of Recreation Commissions and Boards, and some examples of volunteer organizations in other disciplines.

For the purpose of this study, the review of literature is broken down into four distinct but related categories.

1. Literature related to recreation surveys and other pertinent work undertaken in British Columbia and the Pacific North-West.
2. Literature related to Canadian studies.
3. Literature related to Recreation Commissions and Boards, pertaining to structure, organization and purposes.
4. Literature related to other organizations.

I. LITERATURE PERTAINING TO RECREATION SURVEYS IN THE PACIFIC NORTH-WEST

A review of pertinent literature has revealed a
variety of studies pertaining to Recreation Commissions as agencies within specified communities, both regionally and locally within the Province of British Columbia. However, these studies represent the efforts of individual investigators to delineate the problems associated in given communities relating the Recreation Commission as a social force or organizational influence within a community. Since this paper examines a certain aspects of the Commission's organization and operation to determine the needs of the commission, its role in helping people to fulfill their recreative needs, and other problems in the operation of programmes, it was felt that specifically related studies in this area were worthy of notation. While many authorities have broadly stated basis principles pertaining to this aspect of community recreation, only related cases are included herein.

In a study pertaining to a local recreation survey, Hopkins concluded that because the citizens want recreation, community planning is essential. He further concluded that the community expressed a need for adequate areas and facilities, and hence, a "master plan" for the development of the community.

A study of the recreation authority in the City of Edmonton, Alberta by Farina, revealed a significant
finding applicable to that city. This finding is the principle that there should exist one community organization co-ordinating the recreation programme of a community, while it acknowledges the fact that more than one agency may exist and which contributes to the community in total recreation. This study relates to the recreation authority within a community of a larger urban area, but it is felt that the findings are significant in light of the fact that similar situations may occur in rural communities as well.

Another study undertaken in a British Columbia urban area in 1956, by Belshaw, Cullie and Currie recommended the establishment of a Recreation Commission for the purposes of co-ordinating recreation services within a defined community and district. A summary of the study's pertinent recommendations is outlined below, as an aid to the solution of the problems undertaken in this study.

**SUMMARY OF MAIN RECOMMENDATIONS**

1. That a Recreation Commission be appointed jointly by the District and the City, consisting of members representing the District Council, the City Council, the electors, the Community Centres, the Community Chest and Council, voluntary recreational and educational organizations, the School Board, and (various) Indian Bands.
2. That such a Commission be charged with the administration of public parks, the supervision of Community Centres, libraries, recreational programmes and adult educational services, and with the promotion of co-operation with the School Board in such matters and of greater co-ordination among voluntary associations.

3. In view of the almost complete dearth of pre-school facilities and of ..., immediate steps should be taken to expand these where citizens agree as to requirements.

In establishing a frame of reference for the establishment of a Recreation Commission, this report set forth in its recommendations a form of organization which the commission should take, "which would meet most of the points raised (previously) and would be as:

In our view, there should be a Commission, which would be named a Recreation Commission, appointed under the authority of the municipality. A possible form of organization which would meet most of the points raised in this report would be as follows:

(1) Two members each of the District and City Council respectively, one of whom to be elected Chairman.

(2) Two members to be elected by the electors of (the district), the election to be carried out at the same time as and in a similar way to elections to the School Board.

(3) One member from each of the formally constituted Community Centres.

(4) Two members to be nominated from North Shore Residents by the Community Chest and Council, on the assumption that Community Chest fund are to be invested in Community Centres and similar recreational programmes.
Two members nominated to represent the point of view of voluntary recreational and educational organizations. The Community Programmes Branch suggests an Advisory Council consisting of delegates from such groups. Our conception would be that the main function of such an Advisory Council would be to elect these members.

One member representing the School Board.

One member each representing the (various) Bands of Indians respectively.

It is our conception that there should be but one Recreation Commission for the City, District, and Indian Reserves combined. We know that there may be political and administrative objections to this, but we feel that it is no longer possible to think in terms of a social separateness of the City and District. Further, it cannot be assumed on any grounds that the citizens of one will not use, and use habitually, the facilities if the other. Co-ordinated development seems to be the only sensible plan. A possible alternative, that is separate Recreational Commissions with occasional joint meetings, seems an unwieldy half-hearted compromise.

The function of such a Commission would be as follows:

To take over the administration of public parks and act as joint Parks Board, with a single Director of Parks.

To administer the Community Centre Headquarters and staff, and through it influence the development of Community Centres on the plan outlined above.

To allocate funds to Community Centres.

To administer library services as part of this plan, or to make facilities available to library services.

To seek ways and means of integrating the School Board programme with recreational and community services needs.
(6) To conduct supervised recreational programmes in parks.

(7) To promote adult educational services, and, in conjunction with the School Board, such activities as hobby classes for children and pre-school centres.

(8) To promote greater co-ordination among voluntary groups and to publicize their activities. To this end, to maintain an office concerned with publicity and to assist in the allocation of sports facilities, insofar as these are not covered by the School Board and the Community Centres.

The Commission would draw from the following sources:

(1) Allocations placed at its disposal by the City and District Councils and by the Councils of the (various) Indian Bands. Such funds would not be earmarked for use in particular areas, but would be allocated to specific projects in normal municipal budgetary procedure.

(2) Allocations to be expended on behalf of Community Chest and Council.

(3) There would be general auditing supervision of local funds raised and used by local Community Centres.

(4) There would be powers to accept gifts, donations, and bequests from private sources. This would leave the way open, for example, for service clubs to conduct drives on behalf of the Recreation Commission's programme.

We believe that a Commission on these lines, associated with a Community Centre plan, would be the most effective way of co-ordinating (a) public, voluntary, and private interests, and (b) the interests of different neighbourhoods. We also believe that the proposed composition of the Commission would ensure that its interest would be in active programmes and not merely in physical plant.
A study in the City of Bellingham, Washington, undertaken by Jones, which reviewed the nature of that city's leadership, both professional and volunteer, suggests methods and practices for training both aggregations of recreational personnel. While applicable to larger population centres in the most part, some of the conclusions reached in the area of volunteer leadership development are worthy of note and are listed below.

The resources for training leaders in Bellingham may not be complete but they are worthy using to the utmost. With the all-round training of students in the school programme, a large group of potential leaders is graduating every year. It may be possible that some of these could be encouraged to go on to college to advance their training. But whether they do this or not, before they reach college level there are opportunities for training and practical experience in Bellingham. It might be possible for a leader's training council to be set up which would use the long experience of the leaders in the private agencies. All the success that these agencies have had in the cultivation of leaders could be pooled to the advantage of the entire community. From such a reorganization of leader training there might evolve a special group of people who could be used where they are needed most. Then programmes in (other) areas . . . . could be expanded without placing a further strain on the over-taxed energies of present leaders.

One possible method of selection and training would be as follows: The agencies would arrange periodical courses for the training of leaders. These might be held in a series, once a year. A leader's council, representing all the agencies participating in the scheme would screen the candidates who could be proposed by any of the sources.
It is not suggested that all leaders would take a long, involved course which would touch every agency. Rather, a satisfactory sequence of study could be worked out by a leader's council which ensure that the candidate for a position as an administrative- or programme leader would be exposed to the best practices that would fit him for the position he was to hold. The leader would reach the end of the course such as this with valuable information. He would know the over-all picture of recreation in the city. This would include seeing at first hand the various agencies, whether tax or public supported. He would know what services were offered by all the agencies so that he would not be inclined either to discourage the development of a new service which was urgently required, or, on the other hand, to encourage the development of a service which was already available . . . .

Since the leader who is a Chest officer does, and probably will continue to play a very important role in the planning of recreation, his should be a training that enables him to use his abilities in the raising and budgeting of funds. He should also know about the main features of health, welfare, and recreation. He needs to have an understanding of the purposes of each member agency, and of the non-member agencies. Factual knowledge of who are served, and where they live, would help him to be effective.

It is perhaps significant to note that the majority of studies undertaken in this field are based on surveys or studies pertaining in the whole, to specific communities. These studies, based on common and accepted principles of a number of authorities in the broad field of recreation, confine their purpose to analyzing individual communities and all the particular circumstances of that community's programme.
One such study, undertaken in a major community in British Columbia, is significant in that a good deal of effort was spent in establishing a proper role for the recreation commission. It is worthy of note to include an observation by McDonald and Ramsay, and their Summary of Recommendations.

The Penticton Recreation Commission deserves congratulations for changing its role from a financial provider only to that of a promoter, developer and co-ordinator of programme opportunities for the residents of the community. The financial provision for leadership training, initiation of summer playground programmes, and the introduction of outdoor and wilderness programmes, as reported in Chapter III, are all commendable. These activities should be encouraged and developed as part of a year-round, comprehensive community recreation programme.

The organization of a community recreation programme depends upon several factors. These include programme interests and needs, areas and facilities and their use, and administrative and leadership provisions.

**SUMMARY OF RECOMMENDATIONS**

**Leadership and Administration**

1. (a) That a Recreation Director be hired in 1966 on a permanent basis for the purpose of establishing a comprehensive community recreation programme in Penticton;

   (b) That this person be charged with the responsibility of providing the leadership and direction necessary to achieve the desired objectives of such a programme as described in this report;
(c) That the Recreation Director be appointed as head of a new civic Department of Parks and Recreation.

2. (a) That the present Parks Division of the Engineering Department be taken out of the Engineering Department and be included within the proposed Department of Parks and Recreation as soon as practicable after the establishment of this new Department;

(b) That the person heading up this new Department of Parks and Recreation have a professional training and demonstrated competence in municipal park and recreation administration, that he be directly responsible to the City Administrator, and that he also sit as a member on a newly created Parks and Recreation Commission. This latter body would be a representative citizen body advisory to Council and similar in many respects to the present Recreation Commission.

3. (a) That the present Recreation Commission be abolished and a new Parks and Recreation Commission be established under Section 632 of the Municipal Act;

(b) That this new Commission be empowered by Council to assume the duties and responsibilities of the present Recreation Commission, but that it also have delegated to it all those administrative powers of the Council relating to parks and park property necessary to perform a useful and purposeful role in the community as an advisory body to Council concerned with all aspects of public recreation policy.

4. (a) That an interim committee of the present Recreation Commission be established to consider, evaluate, and recommend on the many recommendations contained in this report;
(b) That this Committee also assume the role of an "action committee" to ensure that the recommendations of this report are adequately publicized and debated, and that the recommendations as adopted by the Commission are properly presented for Council consideration.

Programme

5. (a) That various community recreation programmes be developed within a comprehensive programme designed to provide equal opportunity to all people in the community, regardless of situation;

(b) That certain groups receive special attention: elderly persons, the unemployed, pre-school children, older teen-agers, single people over 25, and the handicapped.

6. (a) That the programmes established include a sufficiently wide range of opportunities to accommodate all recreation interests and needs for which, in the opinion of the Parks and Recreation Commission, there is an apparent demand or need;

(b) That these programmes include opportunities to learn various arts and crafts, to engage in social activities, and to participate in athletics.

7. (a) That personal involvement in the organization of activities by individuals and groups be adequately and properly encouraged;

(b) That programmes be developed with a view to becoming self-supporting and self-perpetuating on the basis of their inherent popularity.

8. (a) That an Advisory Council representative of all public and voluntary organizations in the community interested in recreation be formed, and that this Council establish a
firm and continuous liaison with the Recreation Director and Parks and Recreation Commission regarding recreation planning and programming in the community.

Areas and Facilities

9. (a) That a committee of the proposed Parks and Recreation Commission be set up with the express purpose of studying and reviewing programme needs and assessing the current and anticipated demand for public recreation areas and facilities in Penticton;

(b) That this Committee function on a continuous basis with a view to recommending periodically on orders of priority regarding future programming and the development of specific areas and facilities in Penticton;

(c) That this Committee work continuously with the Recreation Director and consult with other civic officials periodically to ensure that the anticipated recreation needs of the community will be met in the most efficient and economical way possible.

10. (a) That a committee of the proposed Parks and Recreation Commission be established with the express purpose of studying and reporting on location, space, and design standards for public recreation areas and facilities;

(b) That this committee be charged with the responsibility for evaluating, reviewing, and reporting on the adequacy of all recreation areas and facilities in Penticton in terms of these standards, in order that the Commission may evaluate adequately and advise on all future proposals for the development of recreation areas and facilities in the City.

Reference was made to "Guidelines For Community Self-Surveys in Recreation" in the initial phases of
this study, and was used as a guide in developing the Interview Schedule. ¹

The scarcity of relative and pertinent information of the rural recreation situation brings attention to the fact that an investigation of such communities may be valuable in drawing conclusions and recommendations for further study in this area.

While several authorities ⁹ ¹⁰ ¹¹ were referred to in establishing the Interview Schedule and other bases for this study, a limited number of specific investigations appear here. The basic nature of this study appears somewhat unique in the field of recreation and is designed specifically to gather information in rural recreation commissions here in British Columbia. Many of the independent "surveys" completed in Recreation in B.C. are beyond the criteria established in this study. Furthermore, these surveys are particular to incorporated areas and municipalities, whereas this study focuses on the rural and unincorporated areas.

However, some pertinent information was available and revealed some interesting insight into the problems faced by rural areas and their recreation commissions.

¹ The Interview Schedule may be found in Appendix A.
II. LITERATURE RELATED TO CANADIAN STUDIES

The Ontario Department of Education has completed a study entitled *A Model For A Regional Recreation Program* in which many similar situations, problems, and criteria are identified as being related to the situation that exists in the communities undertaken for study here. In this paper, the author observes that the size of political units should be governed by two factors. It should be large enough so that it can efficiently and economically administer the services required, (including recreational services) and, it should be so organized that the voters enjoy easy electoral access to its decision makers. It is noted that certain municipal problems are related to the absence of one of these factors. Among the problems expressed in the study are those attributed to Recreation. It is suggested that by using the Regional idea, problems associated with leadership and financing are more readily overcome. The author describes one county in that province that is operating successfully and suggests that it is its county unit organizational structure that enables this efficient functioning. The paper suggests that this procedure might be applicable in other rural areas and is considered
pertinent in light of this study.

The Centre for Community Studies, University of Saskatchewan, has published a series of publications entitled *Keys To Community*. While not specifically related to Recreation Commissions, these publications do examine the processes that smaller and rural communities should follow in undertaking projects involving the population of rural areas, and does use for exemplary purposes, cases pertaining to Recreation. This series of publications is brought to focus here in that it may be conceived or anticipated that the various elements studied herein are in some form related to the total community, and that it is impossible to look to any specific area for analysis without relating another segment of community structure. These guides draw this fact to the community attention and reveal that the "Keys To Community" involve development, planning, co-ordination of efforts, self-survey, evaluation and use of resources available, both locally and provincially. It is significant to note that limited information such as this is readily available in British Columbia.
III LITERATURE RELATED TO RECREATION BOARDS AND COMMISSIONS

GENERAL PURPOSE AND STRUCTURE

The Community Programmes Branch, in its published Guide To Recreation Commissions has thoroughly outlined the procedures, processes and steps to be taken in establishing and operating Recreation Commissions, both in Organized and Unorganized areas of the province. This "guide" is assumed to contain the appropriate and necessary information on the functions of Commissions, and should be used extensively by the Commissions in the Province. A comparison of the advice and procedures outlined in this "guide" with other authoritative sources may give some insight into the current problems of the Recreation Commissions under investigation in this study.

The "guide", in advising communities in Unorganized areas outlines the Responsibilities and Duties of the Recreation Commission.

The Recreation Commission has been elected to organize, administer, and co-ordinate a sound recreation programme for all the people
of all ages in the community on a year-round basis. This will require sound study, planning, and co-operation. The following are some of the specific duties of the Recreation Commissions:-

(a) Establish sub-committees, amongst which might be:

(b) Study and draw up a constitution to suit the needs of the community.

(c) List all the recreation and community groups and their programmes.

(d) Study the recreation wants and needs of the community.

(e) Provide for the enlistment of good leaders and provide for their training. Study the possibility of the employment of a full-time or part-time Director.

(f) Study the matter of financing a good recreation programme in the community.

The Recreation Commission will be in a position to draw up a plan which can be put into action when the above information is available. The following are some of the suggested projects and concerns of the Recreation Commission:-

(a) Obtain a thorough knowledge of all recreation services in the community, which will enable the Commission to direct people to the various activities. Such a list should include libraries, museums, concerts, sports events, etc. List also the natural advantages of the area which can be used for recreational activities,
such as camping and hiking areas, picnic-sites, swimming facilities, etc.

(b) Let the community groups know the many services available through the Community Programmes Branch. Resource material is also available from other sources; for instance, the Department of Extension of the University of British Columbia, the National Film Board, etc.

(c) Promote programmes where these may be needed, based on the survey. This can be done directly as a Commission effort or by some already established organization.

(d) Arrange for film-showings or the setting-up of a Film Council.

(e) Sponsor and promote the visits of groups or individuals for concerts, displays, exhibitions, talks, etc.

(f) Promote clinics or workshops for leadership training through the Regional Consultant of the Community Programmes Branch. Also stimulate interest in and facilitate the sending of delegates to the leadership courses, recreation conferences, and clinics arranged by the Branch.

(g) Develop a local recreation library. Start with a few good reference books on recreation.

(h) Maintain good public relations.

In a study in Community Organization for Recreation, (Edmonton, Alberta) Farina described the power entrusted to the Recreation Commission by the City Council. He then portrayed how adequate "democratic representation" should be accomplished in forming the Recreation Commission.
By-Law 1069 gave the Recreation Commission power to act in an advisory capacity to Council in relation to the 'development, maintenance, and extension and use' of all recreational grounds owned or controlled by the City Council including buildings and equipment, and sports and recreational activities; to co-operate with and encourage all existing organizations promoting any sport or recreation; to work in co-operation with and advise the City Commissioners on the direct administration of sports and recreational grounds within the City, including drawing-up of timetables for the most effective use of such grounds and buildings by clubs or teams; to report and recommend to Council regarding the furnishing of adequate equipment and facilities to be distributed to recreational grounds and buildings for various types of recreational activity; to co-operate with public and private agencies, civic, social and religious organizations, so that the most beneficial and efficient use could be made of all recreation areas and facilities; and finally to hear and consider representation from any body of citizens on any matter relating to recreation, whether representing an existing organization or not.

Any text on community organization or recreation administration, any recreation executive, or any successful community recreation programme, indicate that the common denominator of success in the field of community organization for recreation is a democratic approach. The most widely used democratic approach is that of having professional leaders work with a representative community group, which acts in an advisory capacity and assists in determining the needs and resources of the community. The National Recreation Association, on the basis of their vast experience in this field state: "The more responsibility neighbourhood people feel for their community centre the greater will be the success of the centre as a real neighbourhood club. For this reason many cities are organizing groups or councils of neighbourhood people around each centre to act in an
advisory capacity to the centre's staff, and to put at the disposal of the workers their knowledge of neighbourhood conditions and of the desires and needs of the people. Indeed, so important is this advisory committee or council that many authorities maintain that the first step in promoting community recreation is to obtain such a group.

The greatest weakness of the Recreation Commission is that, aside from the city council and the school boards, the membership does not represent those groups who are most vitally concerned with recreation in the city. (Mr.) recognized this and made several recommendations regarding the make-up of the Recreation Commission. He recommended that in addition to representatives of the city council and the two school boards, there should be on the Recreation Commission representatives of the Council of Social Agencies, Edmonton Athletic Council, Federation of Community Leagues and Arts Council. In addition, he recommended that four members be elected from the general public. These recommendations were never fully discussed by the Recreation Commission, and after a cursory reading were dismissed. There was, however, much merit in these proposals.

In their text Meyer and Brightbill equate Recreation with other known and vital community programmes.

Recreation is an essential part of community living; it is a legitimate community responsibility on a par with education, health and welfare. In many places it is being considered for the first time. In others it is an established service in need of streamlining to meet changing conditions. In every community it is essential.
Fitzgerald further adds to the above author's theory by stating that:

Community organization for recreation means the development and maintenance of leadership, facilities, and programmes or services that will provide optimum recreation opportunities for all the people of a community. It includes relationships among all the recreation resources of the community that will assure co-operation, co-ordination and community solidarity as a basis for the opportunities. It means developing and maintaining a structure that is designed to present resources to meet needs and to establish new resources if their need is indicated.

The views toward effective agency operation at a more sophisticated level as expressed by Shivers may give the budding commission an ideal viewpoint to strive for. In formulating organizational structure he establishes the following points, as standards.

1. **Purpose.** Vital to the initiation of every recreational service agency in any sector of society, or to the transaction of any operation by the agency or its units, is a clear and definite statement relating to the purposes for which the agency is established. This explanation will result in the development of plans and emphasis upon the achievement of the aims therein set forth. The purpose for which the agency was established is the essence of that enterprise. All other activities are subordinate to the primary purpose and each must serve to substantiate and aid in the attainment of the chief purpose.

2. **Classification.** A comprehensive examination of the entire range of activities, operations, and services to be produced must be made so
that each facet of the agency and its units can be identified and assigned relative responsibilities. Recreational service agencies are organized chiefly with the aim of providing experiences of a recreational nature to all of the people in a given community, if the agency is of the municipal family, or for a particular clientele. It would therefore be decidedly foolish to establish the agency without first determining whether the public wants or is ready to accept the provision of public recreation service, whether such an agency can employ professional personnel, and whether adequate financial support will be available to permit a comprehensive and varied program at a price which the community is willing to pay. Unless the answers to these questions are positive, additional public education and dissemination of information relating to individual need for recreational experiences must be made the first order of business.

3. **Simplification.** All activities that are not essential to the production of recreational services should be eliminated, and those activities that are continued should be managed in the simplest efficient way.

4. **Functional Segregation.** The organization should be structured on the primary purpose of the agency and not around personnel. The nature of recreational service determines the chief function of the agency, and thus, of itself, offers the correct foundation for organization. Functional segregation distributes work efforts and responsibilities. Similar or complementary functions should be grouped so as to form the several major divisions of the system.

5. **Authority and Responsibility.** Centralization of responsibility and wide delegation of authority in order to fix the former and render the latter most effective in the production of recreational services are necessary.

Scientific formulation of work responsibilities leads to specialization of effort and develops
experts in some particular activity, with resultant advantages derived from concentrated attention.

6. **Standarization.** The substitution of standard operating procedures, in the routine of daily affairs of the agency, for policy statements concerning individual activities should be made. Particular techniques of best practice, carefully determined, should be adopted and applied throughout the agency. . . . Unless standards are introduced into the daily operations of the agency, there is no basis for comparison and no sure method for understanding whether or not the agency's efforts approximate the aims for which the agency was established. . . . Properly instituted standards furnish incentive to personnel to achieve a level of competency which they can clearly perceive rather than being dependent upon some nebulous ideal about which there are no means of determination.

7. **Planning.** The satisfactory accomplishment of the agency's purpose can be attained only when there is a logical plan by which all of the system's personnel and all of its interests and functions are guided. Therefore, intelligible, sharp, and comprehensive plans are essential to effective administration.

Planning assists achievement of aims. It defines the real interests of the system, the goals to be reached, and specifically details the priority, personnel, facilities, space, material, and money to be used in their accomplishment. The aims provide a basis for action, setting up primary objectives, and the means and techniques to be utilized in arriving at those objectives. . . . With planning the arrangement of work, the delegation of authority and the fixing of responsibility are decided upon, decisions are made as to what should be done, who will do it, how it will be performed, and when and where people's needs are continuously being modified. For these reasons, planning is of utmost significance if the agency is to satisfy demand.
The Athletic Institute, in its publication directed toward community recreation discusses the "board member" and his functions as such;

A large share of the responsibility for governing the affairs of community recreation agencies rests in boards and committees. Usually members of these boards and committees are leaders of ability, influence, and integrity. They are also volunteers in that they are unpaid. Board members help to establish the policies which are executed by the professional staff, present the community's point of view, and interpret the work of the agency to the community. Board members represent group thinking in giving direction to a vital community service. ... Unless the board member is well informed, he is not likely to be convinced or convincing.

Because the range of recreation choices and interests is made, thereby calling for the use of varied resources in the community the board member must know how the recreation potential of the school, the park, the church, and many voluntary, as well as semi-public interests, can be used to best advantage. Similarly, he must understand the relative forces which bear upon the recreation needs of the individual - considerations of health, education, welfare, and others.

The interests and concerns of the board member must be directed toward the total needs of the total community. Recreation services must be allocated on the basis of relative need between and among neighbourhoods. These needs are not static. They change constantly and consequently require modification of initial plans and adjustment of services. Only as these needs are continuously and systematically appraised, is the board member in a position to act intelligently.
Listing the principles that a board member should follow, this text continues:

Board members should understand the significance and importance of recreation in the community.

Board members should be aware of the relationship of the recreation service to other community services.

Board members should look objectively at their specific responsibilities as board members and at total community recreation needs, and keep abreast of changing conditions, continuously reassessing their efforts and reasons for service.

Board members should have the courage to resist pressures of all types and insist upon high standards for their agencies, particularly in regard to competent professional personnel.

Board members should be aware of their role as board members, acting in concert with their fellow members without unsurping the functions of the executive.

Outlining the place of the "club" and of "club activities" within the recreation programme, Vannier describes the organizational form that such a club should take.

An organized club has officers, a written constitution, keeps attendance records, sets up membership qualifications, and meets regularly in a specific place. There are numerous kinds of clubs. Each of the broad recreation program areas (dance, music, dramatics, sports and games, etc.) offers many possibilities.

The Nucleus
A group of five or more people interested in starting a club is a large enough nucleus. This initial group should discuss the tentative name, purpose, time and meeting place, and
possible sponsor for the activity. Next, a
time and place should be set for a gathering
of all others who might be interested in
joining. Attendance at this meeting can be
promoted by telephone, posters, bulletin
board notice, newspaper items, or word of
mouth. One of the initial organizers should
preside at this first meeting. The agenda
would probably include the following items
for discussion:

(1) The purpose of the club.
(2) Membership.
(3) Proposed name.
(4) Time and place of a regular meeting.
(5) Dues.
(6) Officers elected. Elect a president,
vice president, secretary, and trea-
surer at this meeting, or the temporary
chairman should appoint a nomination
committee to submit candidates' names
at the next meeting.
(7) Sponsor.

A temporary secretary should be appointed to
serve the group until an elected one takes over.

The Sponsor

The sponsor chosen by the group should
democratically guide rather than autocratically
rule them. Leadership is influencing others to
collaboratively reach a goal they establish . . .

The Officers

All club officers should be selected and
elected because of their qualifications and
willingness to serve the group. Youth needs to
learn how to choose its leaders wisely. Too
often those most popular are selected rather
than those most capable. The sponsor can assist
in helping the group select leaders wisely by
serving on the nominating committee and
indirectly guiding his followers to submit the
best slate of officers possible . . .

The Constitution

When club groups formulate and understand
their aim and purpose, they should next write
a constitution — the written laws by which
they wish to abide. These governing rules may
be preceded by a preamble, although this is
often ommitted. Separate articles to be included in the constitution are:

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<tr>
<td>Article II</td>
<td>Purpose</td>
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<td>Article III</td>
<td>Membership</td>
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<td>Article IV</td>
<td>Officers</td>
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<td>Article V</td>
<td>Meeting</td>
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<tr>
<td>Article VI</td>
<td>Amendments</td>
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</tbody>
</table>

It is usually wise procedure to appoint a small committee to write a sample constitution. This pattern document can then be tailored, approved, and adopted to fit the specific needs of the club.

Adopting the constitution should take careful thought. Each article should be read thorough slowly aloud, discussed, and changed if the majority present vote to do so. To avoid hasty and numerous changes later, it is customary that two readings and two-thirds majority vote be necessary to amend any part of the original document.

Parliamentary Techniques

All meetings should be conducted in a business-like way, Robert's Rules of Order is commonly used as a guide. This book on parliamentary procedure is based upon the majority rules but that everyone has equal rights of opinion and voice. Each meeting should follow a plan or an agenda . . . ."

Evaluation

The sponsor, officers, and club members should evaluate yearly, or more frequently, the job they have done or failed to do in the light of their aim and purpose as stated in the constitution. A simple check-list questionnaire, . . . . can be used to obtain this information from all members. It is suggested that no person sign the paper and that all be encouraged to use the (opportunity) for writing in their suggestions of how the club might be improved."
IV LITERATURE RELATED TO OTHER ORGANIZATIONS

A survey of the literature was conducted in an attempt to elicit some common elements amongst non-recreation boards of administration, and to look into some of the current theories of administration so that a comparison might be made.

A study was made in areas of organization and administration theory, business administration, educational administration, and a variety of voluntary organizations.

Katz, 23 writing in the Harvard Business Review believes that the approach to a definition of the administration process is based on what a man does rather than what he is.

As used here, a skill implies an ability which can be developed, not necessarily in-born, and which is manifested in performance, not merely in potential. So the principal criterion of skillfulness must be effective action under varying conditions.

This approach suggests that effective administration rest on three basic developable skills which obviate the need for identifying special traits and which may provide a useful way of looking at any understanding the administrative process. This approach is the outgrowth of firsthand observation of executives at work coupled with study of current field research in administration . . . . .
Three Skill Approach

It is assumed here that an administrator is one who (a) directs the activities of other persons and (b) undertakes the responsibility for achieving certain objectives through these efforts. Within this definition, successful administration appears to rest in three basic skills, which we will call technical, human, and conceptual.* It would be unrealistic to assert that these skills are not interrelated, yet there may be real merit in examining each one separately, and in developing them independently.

In the text by Houle 24 an outline is given for proper board membership and succinct duties of board members are listed. He states:

The effectiveness of an organization flows from the wisdom and clarity with which the board of directors perform its policy-making and leadership role. In order to make his maximum contribution, each board member should prepare himself for board membership . . . .

The over-all goal of the board is and must be the same as the goal of the agency or association with which it is connected. . . .

The board's relationship to its institution or service or association is one of both control and assistance.

In describing the board's function he goes on to say: 25.

The first major record is its constitution and by-laws. . . .

The constitution states the general purpose of the agency or association and defined the

*Conceptual — as used here by the author, means, the ability to see the enterprise as a whole.
basic conditions of existence of the board. The by-laws are rule established to guide the procedure of the board . . . .

The second major record of a board is its statement of policies. From time to time boards make decisions about recurrent problems or issues. These decisions should be recorded and made available to all who need to know them.

On performance he adds;

Moreover, boards must perform a number of executive and judicial functions, such as selecting an executive, carrying on financial campaigns, arbitrating serious conflicts within the staff, and performing volunteer services for the program. The executive, on the other hand, has an important role in policy-making. When he takes fundamental matters to his board for decision he usually feels an obligation to recommend the course of action it should take. In this process, he guides the thought of the board. Furthermore, in the day-to-day operation of the agency or association, these immediate decisions may be far greater than the broad policies which the board lays down . . . .

Whenever it can, the board should try to stay at the level of generality and specificity, to think of categories of problems rather than individual difficulties, to consider long-range developments, and to put the program in the larger perspective of the whole community.

Concluding with a note on Objectives, he has a measurement for a successful board, and an ultimate test:

Objectives are of two major sorts. The first kind are general statements of purpose, spelled out sufficiently clearly so that they may be understood . . . . The second kind of objectives are more specific; they define particular program emphasis or goals, often for an established period of time. Usually they are directly related to the general goals. . . . .
Success can be measured in only one way:
How well were the objectives achieved.

The most frequent method of evaluation is probably the counting of the number of people who participate or the extent of the use of the services provided.

The ultimate test is the success of the program. There is really not very much point in having a board if the purpose of the agency or association is not achieved. To be sure the success might be in spite of the board or without any very great contribution from it, but ordinarily good boards are associated with good programs.

Pfiffner and Sherwood define and differentiate administrative organization in the "means versus ends" concept in the following manner.

Administration, then, consists of everything except the setting of these general directions. (sic - a general direction as to how to go about thinking when decisions are to be made) In briefer terms, it is often said that policy is the formulation of goals and administration involves their execution.

Shaw defines administration as follows:

But to one view, administration is, first and foremost, a function - a set of tasks and activities - shared by every person in an (educational) institution from teacher on up or down. Some spend more of their time at it than others, but all administer.

Elucidating on this concept Harlow states:

Administration is the servant of organizational purpose. Purpose pervades an organization, determining its subordinate and superordinate roles, its governing role expectations and the like. Division of labour and administrative process are determined by organizational purpose.
REFERENCES


4. Ibid.

5. Ibid., p. 102.


25. Ibid., p. 86.


27. Ibid.


CHAPTER III

CASE STUDY REPORTS

I. COMMISSIONS SERVING POPULATIONS UP TO FIVE HUNDRED PEOPLE

Many British Columbia communities with populations approximating five hundred have made some attempt at organizing their recreational programmes. With the aid of the Community Programmes Branch and its Regional Consultants, advice is given on establishing a Recreation Commission and on an operating reference or constitution from which to carry on its affairs.

In many of these communities, the recreation programmes are struggling for their very existence. Yet the people in these communities untiringly give of their time and effort to promote recreation for young and old, regardless of the redundant failure they perpetuate.

Here are Case Study reports of four selected commissions with populations less than five hundred, whose hope is that today's struggle will realize the successful commission of tomorrow.
1. **Boswell**

District Location: Nelson

Population: One hundred and sixty

Boswell, a small rather scattered and widely spread community, is located on the Eastern shore of Kootenay Lake in the south-eastern area of the Province. Isolated in part, because of the Lake, this once flourishing fruit and vegetable area has diminished in affluence because of its inaccessibility to the larger rural centres of Nelson and Creston, and now depends on summer vacationers and tourists as its main source of income. Access to the community is by highway and ferry across Kootenay Lake, and by Provincial Highway 3A from the south.

The population consists of older retired or semi-retired persons, and the majority, typically, own the land on which they live.

The Recreation Commission consists of five people, one male and four female members. The male is the incumbent President. The Commission is structured from a Community Club concept, whose executive serves officially as the Commission.
The Community Club has a voluntary membership of twenty-five persons who pay a small annual membership fee.

By constitution, the Commission meets regularly in the winter months, and irregularly in the summer. This Commission is a member of the British Columbia Recreation Association and receives a grant from the Community Programmes Branch.

The operation of the Commission is carried out on a regular meeting basis, and is of an "ad hoc" nature. Meetings are informal and centre around a review of the past month's activities, their financial status and plans for future program. All age groups are served, and some integration with neighbouring communities takes place when practical.

The primary resources of the community are a Community Hall constructed in the early "fifties" and a tract of private land suitable for outdoor games, picnics and displays. Some other aspects of the programme such as bingos, card and table games are carried on in member's homes. There are no schools or service clubs in this community and a church provides some recreational activity for the younger people.
While the Commission follows a simple constitution, there are no by-laws or written policies to direct the executive. The primary sources of revenue are the Community Programmes Branch qualifying grants and the membership dues of Community Club members. This Commission has no budget, although financial records are kept by a treasurer. A "pay-as-we-go" philosophy is followed, with an attempt to raise funds through bingos, bake sales and other programme efforts.

The Commission is incorporated under the Societies Act.

Activities and programmes centre around the more senior citizens in the community, although some emphasis is given to the "teen-age" group. The greatest portion of the programme is focused on the small community hall, and in the summer activity shifts outdoors. Clubs, formed when an interest group organizes, approach the Commission for recognition and sponsorship. Here they are given assistance, status and limited financial help. The continuity of such clubs is contingent on the groups lasting interest and many clubs fade after a flourishing initial effort.

Leadership, as such, is very limited in Boswell. The primary responsibility rests with the President.
whose efforts sustain the Commission. This "one man" organizer supervises, coaches, directs and invigorates most of the activity.

Individually, the members expressed Leadership as their primary problem, the nature of the population and lack of sufficient facilities as their secondary problems. Collectively, they expressed "organizing" and communicating with the small and scattered population as their major problems.

The Boswell Commission regularly qualifies for their Community Programmes Branch grant and provides a minimum recreation programme for its citizens. In its present state, little consideration is given for any change in its current format and operation.

2. **Cherryville**

   District Location:   Kelowna
   Population:         Two hundred and seventy-five

   Located east of Vernon and Lumby, British Columbia, Cherryville is a scattered community on the edge of the Monashee Mountain Range. It remains somewhat isolated on the fringe of the "Okanagan". It is orientated towards ranching and forestry.
A Community Club, incorporated under the Societies Act, with a membership of seventy holds the responsibility of all community activities. A token fee entitles one to membership. The Recreation Commission is composed of the Chairmen of specific "clubs". These represent interest groups within the Community Club. Thus, the Commission is a "committee" of the Community Club with a membership of seven (six males and one female) members. To become a member of the Recreation Commission a club approaches the Community Club presenting its "case" on the basis of organization – meaning a slate of officers, a purpose, and plans for operation. The Community Club then makes a recommendation that will allow the Chairman of the group official representation on the Commission.

The Commission follows a limited constitution. It meets once a month except August. Specific policies for the promotion of recreation are followed and rules for club organization and operation are strictly adhered to.

Many successful fund raising activities, together with the Community Programmes Branch quarterly grant, are the main sources of revenue. No formal budget is presented, but accurate accounting procedures are followed by both the Commission and the sponsored clubs.
The Cherryville citizens utilize a Community Hall, complete with a new addition dedicated as a Centennial project, and the school building when the policy of the current school administration allows it. In addition, a provincial park (Class III) is accessible to the community, but used sparingly.

Cherryville Day, an annual sport, activity and outdoor "carnival" is the primary project of the Commission and a financial necessity. This together with the activities of the clubs, is supplemented by an active conservation program promoted by the Commission.

One policy is to provide recreational opportunities for those not directly involved in the school's athletic and recreation programme.

With the opportunity presented by the club concept, little consideration is given to ascertaining the needs of the people. All members are given an opportunity to present their ideas through self-representation. Leadership is promoted in the sense that once one is recognized he is given opportunity and support to further his abilities through attendance at clinics, workshops and conferences. Many of these educational sessions are sponsored by the Community Programmes Branch and the British Columbia Recreation Association, of which this Commission is a member.
A successful operation, the Cherryville Recreation Commission is frustrated by one major problem, and that currently is the acquisition and exclusive rights to a tract of land. The executive is perpetually concerned with the proper development of leaders and for greater membership in the Community Club.

3. **Decker Lake**

District Location: Smithers  
Population: Two hundred

The small community of Decker Lake is located adjacent to Burns Lake, in the heart of the Bulkley Valley area, in the central, north-western portion of British Columbia. Lying on the shore of Decker Lake, this community finds itself economically dependent on the pulp and paper industry, and on business derived from tourists attraction in the nearby Burns Lake-Tweedsmuir Park area.

The organization to which all citizens of Decker Lake automatically belong (by residency) is the Community Hall Association. The Recreation Commission is formed on the election of eight officers by the Community Hall Association. Currently the Commission consists of four female and four male members. An informal organization,
The Commission has no constitution, policies or by-laws and meets monthly presenting minutes of past meeting, and discussing new business. The attention of the Commission is focused on two primary concerns: their financial status, and their requirements to qualify for Community Programmes Branch grants. The latter is the main source of revenue with some revenue gained by fund raising activities. Recently these activities have been disappointing and little has been gained by their occurrence.

Resources are limited and consist of a vacant, older school building, an outdated Community Hall, and during the summer months a beach-park area which the Commission has spent considerable energies developing.

The programme is limited to a few sports and games, some special projects such as bingos and dances, and the aquatic programme. This latter activity is aided by the addition of a paid "lifeguard-instructor" who undertakes water-safety and supervisory activities.

Many problems exist in the Decker Lake Commission. Burdened with fiscal responsibility, this organization is primarily concerned with revenue producing concepts. Poor Commission structure, lacking direction, provides little opportunity for considering
people's needs, resource analysis and improvement, leadership development, and creative programming designed to capture the citizen's interest.

4. **White Lake**

   District Location: Kamloops
   Population: One hundred

   This small community is located near a small fresh water-spring fed lake, between Kamloops and Salmon Arm on the Trans-Canada Highway. The community proper is located around the lake, which is a short distance from the Western Shore of the north-arm of Shuswap Lake. The people are dependent on nearby pulp and paper mills for their livelihood.

   A committee of the Community Association and Society, the Recreation Commission is composed of five members, (four males and one female). The Community Association and Society is a voluntary organization, composed of the majority of citizens in the White Lake area. There is a nominal membership fee to qualify.

   Following an older constitution (undergoing revision), the commission meets at least once per month throughout the year. Tradition and past experience, with simple by-laws, are the guidelines followed in
Meetings are informal and decisions are made on a simple majority vote.

Although the financial accounts are audited yearly, there is no formal allotment of funds. "We follow a haphazard-hit-and-miss procedure in spending our money. A vote taken by telephone is sufficient to authorize an expenditure." This was the comment made by a member with at least ten year's experience. Revenue is realized through the Community Programmes Branch grants and to a lesser degree from membership and profits from programme events.

This community has limited physical resources, utilizing an outdated community hall for limited programme. However, this facility is costly to operate and is used primarily for larger gatherings such as an infrequent "bingo" or dance. An outdoor picnic and lakeside area has been set aside for the commission's use. Access to this area is troublesome as it passes through private land, and has become a sore point amongst property owners. There are no churches, or service clubs in the White Lake area, and the nearest school is three miles. These institutions, in neighbouring communities, limit the opportunities for White Lake people to special events at Christmas, Easter and
the occasional summer camp. Consequently, programme emphasis is on "hobby" recreation. Several hobby groups are guided by the Commission, and include lapidary, ceramics and leather-craft clubs. Some informal athletic activities are given very limited support. Most people in White Lake have some opportunity for recreation, although the young pre-school children are overlooked in this Commission's efforts.

Several times informal and simple surveys have been thwarted in an attempt to determine the people's wishes. Poor response to such efforts has discouraged further attempts. Consequently, recreational activity is carried on a year to year basis with little change or innovation. An attempt for creative programming through leadership development of the younger members is made through attendance at regional conferences. This commission frequently sponsors its young people at clinics, workshops, and other Community Programmes Branch and British Columbia Recreation Association gatherings. In this, they attempt to perpetuate their present programme.

Responsible to a small and scattered population, this Commission faces a perpetual problem with finances. They are lacking in facilities and other resources, and little change in this respect is foreseen.
II. COMMISSIONS SERVING POPULATIONS OVER FIVE HUNDRED PEOPLE

Apparent differences within communities of small populations (less than five hundred) and those larger (over five hundred) in terms of interests, economic dependency and the organizational ability of their recreation commissions are negligible. Similarities in occupation, education, leisure time pursuits, and the voluntary association of people in unincorporated areas allow a comparative view of their recreation commissions. Yet, there appears to be a more vigorous attitude, a greater capacity for the successful operation of these similar administrative bodies.

For comparative purposes, a review of these slightly larger communities and their recreation commissions follows.

1. Cherry Creek

District Location: Vancouver Island
Population: Nineteen Hundred

This island community is situated adjacent to, but physically separated from Port Alberni in the central part of Vancouver Island. As neighbours of the incorporated (now under one municipal authority) area of
Alberni and Port Alberni, the citizens of Cherry Creek are identified separately due to the physical differences and community resources. These people are dependent on a variety of economic factors for their livelihood. The primary occupations are associated with longshoring, pulp and paper products and the forestry industry.

The recreation commission is a Chartered Association under the authority of the Alberni Valley Water District. Representation is based on the election of ten people including an executive of four by the people in the water district. As a chartered organization this Commission follows a constitution which includes by-laws for policy reference. Regular meetings, held monthly, are relatively formal and follow a constant pattern. A strict agenda and parliamentary procedure are followed. Tight control of finances and good book-keeping are evident from all responses.

The Cherry Creek Commission utilizes a variety of physical resources. In the community proper they utilize a hall, the local school and four park-playground areas, one of which is fully developed. The commission, working with several citizen groups utilize other resources within the district including a golf course, ice centre and service club facilities.
Programme attention is focused on successful fund raising projects such as regular bingo sessions, dinners, dances and turkey shoots. These activities, successful in nature, distract from other activities. Regular recreational activities exist as "sub-committees" and succeed when financially supported by the commission. Athletic groups, hobby clubs and children's programmes fall in this category. Leadership grows from special interest groups. Once identified, leaders are sponsored at clinics and workshops, promoted by provincial agencies. Among problems cited is the continued development of quality leaders. The solution of a better financial formula and further facility development are other problems of the Cherry Creek Commission.

2. Lac La Hache

<table>
<thead>
<tr>
<th>District Location:</th>
<th>Kamloops</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population:</td>
<td>Twenty-two hundred</td>
</tr>
</tbody>
</table>

Located in the southern portion of the Cariboo, south of Williams Lake, this community relies on tourist trade and ranching for its means of economic support. A very active community, it is constantly aware of its position with respect to the tourist trade, and a consciousness of perpetual development for this end is the aim of its citizens.
The recreation commission is the executive of the Community Club, (voluntary membership of seventy). Together these two bodies meet once per month throughout the year. Meetings are informal and at times lack proper business procedures. There is no constitution and guidelines for operation are based on tradition and past experience. The commission acts as a clearing house for recreational interests, co-ordinating the efforts of service clubs, church activities, and other recognized groups.

An adequate hall is the primary physical resource, and the commission has constructed an outdoor ice rink and a beach-park area. The commission employs a director for the "beach" during the summer months. Hence the majority of the recreation programme is centered in these facilities. Organized athletic events are recognized by the commission. However, these are informally organized and develop when leadership and appropriate facilities are available.

The annual water show and regatta is the primary undertaking of the community. Direction for this event is given by the commission, but involves all segments of the community to some extent.
The financial status is questionable, as a perpetual effort exists in qualifying for the Community Programmes Branch grant. When revenue is required, donations are solicited and a dinner-dance or bingo is planned to "see us over the hurdle". Perhaps, membership in the British Columbia Recreation Association and some pertinent advice in many areas of concern would help this Commission.

Frustrated with financial burdens, and inadequate facility development, the Commission cites apathy, a failing membership and limited leadership as its prime concerns. This however, is a manifestation of poor organization, lack of direction and an ignorance of recreation. The people of Lac La Hache aspire to a municipal concept of recreation, but require organization ability and recreational education.

3. Thornhill

District Location: Smithers
Population: Twenty-five Hundred

Across the Kitsumkalum river from Terrace, in northwestern British Columbia is Thornhill. This "new" community is a rapidly expanding district dependent on the logging, pulp and paper industries, and related service industries of Terrace.
The Commission is a voluntary organization of nine people (six male and three female) with a self appointed executive of five. A constitution exists and meetings while informal, are conducted in a business-like manner. Decisions are reached after discussion and a vote when a quorem is present. No policies exist although the constitution has by-laws for policy direction. There is no formal budget presented. Revenue is derived from programme activities, the Community Programmes Branch grants, and solicited donations.

The current physical resources are the local school and its play-ground. The school administration co-operates fully with the Commission in the multiple use of facilities, but a concern of expenses, maintenance and supervision exists in this respect.

The programme consists of many activities for all age groups, and a total community effort on fund raising projects. Emphasis is given the ten to twenty-two year old age group, and "old age pensioners".

In its infancy, this commission faces many growing pains. The primary concern is financial, as many resources are required. Currently, a Master Plan Concept is being constructed. This Master Plan includes a projection of costs, estimated facilities and
other resources required, and a plan for leadership development, which they realize is required if there programme is to evolve.

As a new entity, the commission is ambitious. Presently, there is a good expression of willingness to serve in any aspect of the programme. With proper guidance, assistance and advice, this commission has the potential to be a Model for other commissions.
CHAPTER IV
ANALYSIS

Common socio-economic elements of the seven areas selected included unincorporated areas, dependent on local economic factors, recreationally independent of urban influence, voluntary organization, and finally, recognized by and receiving assistance from the Community Programmes Branch.

An analysis of several aspects of the Commissions and their operation demonstrated common short-comings in all. A lack of organizational structure (Table II) with a burdensome concern for finances results in many cases of poor programming and an apathetic spirit of recreation in the community.

Herein, is a breakdown of elements studied and an insight into the performance of the Commissions studied.

Organization

Of the seven selected Commissions, all but two were formed from community "associations", "societies" or "clubs". These are a "sub-committee" for a larger membership and are responsible to the membership only. In the other two examples one was formed by the election
<table>
<thead>
<tr>
<th>GROUP I</th>
<th>Form Commission</th>
<th>Membership</th>
<th>Executive</th>
<th>Frequency of Meeting</th>
<th>Constitution</th>
<th>Budget</th>
<th>Written Policies</th>
<th>B.C.R.A. Membership</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOSWELL</td>
<td>Executive of Community Club</td>
<td>20</td>
<td>5</td>
<td>Monthly</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>CHERRYVILLE</td>
<td>Committee</td>
<td>70</td>
<td>7</td>
<td>Monthly</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>DECKER LAKE</td>
<td>Executive of Community Association</td>
<td>350</td>
<td>8</td>
<td>Monthly</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>WHITE LAKE</td>
<td>Committee of Community Association</td>
<td>100</td>
<td>5</td>
<td>Irregular on a monthly basis</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>GROUP II</th>
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</tr>
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<tbody>
<tr>
<td>CHERRY CREEK</td>
<td>Elected Representative of Association Water Dist.</td>
<td>10</td>
<td>4</td>
<td>Monthly</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
</tr>
<tr>
<td>LAC LA HACHE</td>
<td>Executive of Community Club</td>
<td>78</td>
<td>8</td>
<td>Monthly</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>No</td>
</tr>
<tr>
<td>THORNHILL</td>
<td>Self Appointed Recreation Commission</td>
<td>9</td>
<td>5</td>
<td>Monthly</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
</tr>
</tbody>
</table>
of its members from the population of the entire district and the other was a self-appointed organization. Representation is limited to distinct segments of the population. In some Commissions particular groups are excluded. In all but one Commission certain ethnic groups and public school personnel (teachers and trustees) were not on the Commission. The number of executives ranged from four to eight members.

Four Commissions have some form of written constitution. However, only one was considered adequate and the others were either outdated or of little use on which to formulate policy or principles of operation.

All Commissions met monthly but three of these adjourn for a six week period during the summer and two others met "if there was a necessity to do so".

**Budgets and Finance**

Budgets and finance were two concepts poorly understood. No Commission presents a formal annual budget. The activities of all Commissions are contingent on two factors: revenue produced through fund raising activities and the qualifying quarterly grants from the Community Programmes Branch.
Considering Needs

Consideration of the needs of the people they represent is badly neglected by all but one Commission. Adequate surveys of people's needs, wants and desires are poorly attempted - if at all. One Commission with its "special interest Club" concept allows the people to create their own programmes. In the other cases, opportunities for recreation are available on three premises:

(a) What their finances will allow;
(b) What fund raising activities will produce revenue;
(c) What we "can do" with what we have.

Resources

Community halls are available in all but one community. (Table III) In the latter, a new community, no hall is available but plans are to have one constructed when funds are available.

In four of the communities these halls were outdated, although these have been added to or renovated as Centennial projects with money available through Centennial Grants from the Federal and Provincial Governments. One Community has what can be considered "a multiple use" facility in its hall, and this too was a result of the Centennial project.
<table>
<thead>
<tr>
<th>GROUP I</th>
<th>Primary Facility</th>
<th>Secondary Facility</th>
<th>Hall</th>
<th>School</th>
<th>Church</th>
<th>Park</th>
<th>Beach</th>
<th>Provincial Park Accessible</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>BOSWELL</td>
<td>Hall</td>
<td>Private Land</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Private Land</td>
</tr>
<tr>
<td>CHERRYVILLE</td>
<td>Hall</td>
<td>School</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td>No</td>
<td>Yes</td>
<td>Private Land</td>
</tr>
<tr>
<td>DECKER LAKE</td>
<td>Hall</td>
<td>School Grounds</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
</tr>
<tr>
<td>WHITE LAKE</td>
<td>Hall</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
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<tr>
<th>GROUP II</th>
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<tbody>
<tr>
<td>CHERRY CREEK</td>
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<tr>
<td>LAC LA HACHE</td>
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<tr>
<td>THORNHILL</td>
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Four communities make limited use of the local school or school grounds and the use of these facilities is contingent on co-operation with school officials. The community lacking a hall has optimal use of the school, but the future of this concept is questionable. It should be pointed out that all of the commissions studied have excellent access to natural surroundings for recreation but only one can be considered to make use of this unlimited resource.

Personnel resources or leadership is a problem in five of the communities. The responsibility for many programme aspects falls on a few, and little success is achieved in the development of "new blood". In these rural areas, the majority of young people are mobile, often leaving the area when they mature as leaders. In other cases, young "qualified" or natural leaders are concerned with their responsibilities at home and find "little time for the things the commission is doing". Two commissions employ aquatic leaders or directors for a limited time during the summer. In other communities interested people are sponsored at regional clinics or workshops in an attempt to educate for programme development.

Other resources such as churches, or service club organizations are negligible in the selected cases.
Programme

The programme content of these commissions varied greatly from athletically orientated programmes to hobby groups and fund raising projects. Table IV indicates the variety of programme content. The age groups served by the Commissions also varied and specific efforts to provide opportunities for pensioners, teen-agers and the "post forty" age groups were made in four of the seven cases.

Problems

An analysis of the problems listed by the Commissions (Table V) indicated that four problems were common to all Commissions:

(1) Sound financial status.
(2) Acquiring and maintaining facilities.
(3) Developing personnel and leadership.
(4) Developing interest in the programmes.

British Columbia Recreation Association Membership

Five Commissions belong to the Association. However, only two derive immediate benefit from their membership. The others feel they "should belong, but really don't know why" they should belong.
<table>
<thead>
<tr>
<th>GROUP I</th>
<th>ACTIVE</th>
<th></th>
<th></th>
<th></th>
<th>SPECIAL CLUB GROUPS</th>
<th>PASSIVE</th>
<th></th>
<th></th>
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<tbody>
<tr>
<td></td>
<td>Aquatic</td>
<td>Indoor</td>
<td>Outdoor</td>
<td>Dance</td>
<td></td>
<td>Hobbies</td>
<td>Games</td>
<td>Bingo</td>
<td>Films</td>
<td></td>
<td></td>
</tr>
<tr>
<td>BOSWELL</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
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<tr>
<td>CHERRYVILLE</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td></td>
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<tr>
<td>DECKER LAKE</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
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<tr>
<td>WHITE LAKE</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
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<th>GROUP II</th>
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<tr>
<td>CHERRY CREEK</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
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<tr>
<td>LAC LA HACHE</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
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<tr>
<td>THORNHILL</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>Yes</td>
<td>Yes</td>
<td>No</td>
<td>No</td>
<td></td>
</tr>
<tr>
<td>GROUP I</td>
<td>Member A</td>
<td>Member B</td>
<td>Member C</td>
<td>Member D</td>
<td>Member E</td>
<td></td>
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</tr>
<tr>
<td>BOSWELL</td>
<td>Leadership</td>
<td>Scant population served.</td>
<td>New hall</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Facilities</td>
<td>Lack of young people</td>
<td>Swimming instructor</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Boat marina</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CHERRY-</td>
<td>Acquisition of land for</td>
<td>Acquisition of land for Commission</td>
<td>Completion of hall expansion</td>
<td>Acquisition of</td>
<td>Acquisition of</td>
<td></td>
<td></td>
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<td>DECKER</td>
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<tr>
<td>LAKE</td>
<td>Money for capital</td>
<td>Skating rink</td>
<td>Capital funds</td>
<td>Acquiring &amp;</td>
<td>Money for</td>
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<td></td>
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<td>Beach &amp; park development</td>
<td>for land &amp; park development</td>
<td>developing school (old) property &amp; property</td>
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<td>Old School building &amp;</td>
<td>Sport arena</td>
<td>Riding School</td>
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<td>Facilities</td>
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<td>Hall renovation</td>
<td>Money for capital expenditure</td>
<td>Young people to attend</td>
<td>Park development</td>
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<td></td>
<td>Money for programmes</td>
<td>TV, age/health</td>
<td>Pool</td>
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<td>Turnover in population</td>
<td>Completed hall</td>
<td>Winter facility</td>
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<td>Maintenance of hall</td>
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<td>GROUP II</td>
<td>Member A</td>
<td>Member B</td>
<td>Member C</td>
<td>Member D</td>
<td>Member E</td>
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<tr>
<td><strong>CHERRY CREEK</strong></td>
<td>Lease of 7 acre park</td>
<td>Multipurpose facility</td>
<td>Fully coordinated program with schools</td>
<td>Completion of present projects</td>
<td>-</td>
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<td>Money for development</td>
<td>Swimming facility</td>
<td>Professional personnel</td>
<td>Qualified personnel</td>
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<td>Pool</td>
<td>Senior Citizens</td>
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<tr>
<td><strong>LAC LA HACHE</strong></td>
<td>Ignorance</td>
<td>Land; total area &amp; facility</td>
<td>Completion of beach</td>
<td>Money for capital expenditure</td>
<td>Pool</td>
<td></td>
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<tr>
<td>Money</td>
<td>Increased membership</td>
<td>Completion or improvement to existing facilities</td>
<td>New Hall</td>
<td>Swimming pool</td>
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<tr>
<td>Coordinating all resources</td>
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<td>Money for land purchase</td>
<td>Liquor</td>
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<td>Multipurpose facility</td>
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<tr>
<td><strong>THORNHILL</strong></td>
<td>Multipurpose centre</td>
<td>Need people with recreation knowledge</td>
<td>Park acquisition &amp; complete development of it.</td>
<td>Conflict with people - escaped rules &amp; regulations</td>
<td>Community centre</td>
<td></td>
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<td>Land acquisition</td>
<td>Completion of park project</td>
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<td>Taxes in</td>
<td>Captial funds</td>
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<tr>
<td>Horse show development</td>
<td>Conception of a master plan</td>
<td></td>
<td>Terrace - but needed for recreation</td>
<td>Full time recreation</td>
<td></td>
<td></td>
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<td>Rapid population increase</td>
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<td>Parity in athletics</td>
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</table>
Community Programmes Branch

It is evident from an analysis of these seven Commissions that all have mutual areas of success and concern. All had opinions pertaining to the Community Programmes Branch and its Regional Consultants. The consensus is that the Community Programmes Branch should provide more money and the consultants should be available more often. However, the terms of reference of the Community Programmes Branch contradict this and indicate that the Branch is fulfilling its purpose as a Resource within its own limitations.
The success of volunteer Recreation Commissions in rural areas is dependent on the organized efforts of many people toward a goal - the efficient and successful operation of programmes. The problems ascertained in this study are symptoms of greater problems, perhaps honest misjudgement or ignorance by these Commissions. A review of these symptoms and some suggestions for the improvement of the rural recreation organization are outlined below.

Commission Structure

The Community Programmes Branch book "A Guide to Recreation Commissions" outlines very succinctly the process and structure for establishing recreation commissions in unorganized areas. One community studied has, in our opinion, followed this advice properly and effectively. A chartered association, with the free election of Commission members by all the people in the area is an effective manner in which to select the members. In this way, the Commission is independent and responsible to the total population and not to a minority such as we witnessed in the six other Commissions. McDonald and Ramsay, in their Penticton study, congratulate the
Commission there for taking this step for independence and autonomy.

The next step in establishing a workable Commission is to establish its frame of reference for operation. While several of these Commissions had constitutions, none showed that they used this reference properly. None had specific by-laws which clearly give direction for policy-making. This in essence, becomes the whole purpose, the reason for being of the Commission. In this respect, Houle guides the Board in its function. In summary he believes that the constitution states the general purpose of the agency or association and defines the basic conditions of existence. The by-laws are roles established to guide the procedure of the board. Recorded statements of policies should follow and should be available for all who require access to them. The functions that these boards or commissions perform are many and varied. To some extent they are dependent on the size of the population served, the resources available and the extent of programme. In any event the executive of the Commission should delegate the specific duties and functions to be carried out to as many resource people as practical. In this respect, the executive allow themselves to concentrate on other necessary priorities, such as revenue, planning, and leadership training.
Determining The Needs - Programme

Much can be efficiently accomplished for many Commissions through the use of a properly constructed and properly conducted survey. In many cases these surveys can be carried out by the Commission, and in larger communities, perhaps the Commission should seek professional advice. A comprehensive survey, undertaken at regular intervals, can assist the Commission in:

1. determining the wants, needs and desires of the people it serves,
2. determining its physical resources,
3. determining personal resources,
4. determining its financial resources,
5. ascertaining the extent of mutual and interrelated resources, and the multiple use of several of these resources.

When these aspects are determined, or to a lesser extent, when the data are available, the use of the Community Programmes Branch Consultant becomes more practical. These people are trained to assist such Commissions in programme design, and leadership and educational resources. Regardless of where these Commissions receive their guidance, the data from properly conducted surveys, if correctly collected can greatly assist a Commission
Leadership

The leadership situation in many Commissions studied is poor. Leadership in many areas of both the Commission's operation and the programme is maintained by a few ambitious people. Their competence in these areas is questionable. However, through the co-ordinated efforts of the Community Programmes Branch and the British Columbia Recreation Association, much is available for the volunteer leader in self education. Regional conferences, clinics, and activity workshops are all available and necessary for the rural Commission if it wishes to improve its programmes content. Meyer and Brightbill suggest the means to which such Commissions should go in directing their leadership development and they summarize by adding that "It is an accepted axiom in recreation that programs depend upon the quality of leadership. No program can function long without it . . . The quality of leaders, both professional and volunteer, their knowledge of skills, the number needed and available and the ability of leaders to translate activities into accomplished objectives, are fundamental.

The limitations of leadership should also be
The limitations of leadership should be recognized. No leader can run the whole program, nor direct all the skills. Many leaders are necessary for a balanced program."
The question of part-time or the sharing of professional leaders by a group of communities is discussed in the section on Regional Districts.

Budgeting and Finance

Budgeting and finance was one of the greatest problems faced by each of the selected Commissions. First of all, the term "budget" was generally misunderstood in nearly all cases. The definition and purpose of budgets are outlined by Meyer and Brightbill:

Public recreation services can no more be self supporting than can public education. The basic floor of services must be financed through tax funds if they are to be adequate and continuing. The two most common ways of supporting public recreation are: ((1)) appropriations from the general funds of the municipality and ((2)) special tax levy.

Equally as important are the matters of sound budgeting and accounting in recreation. Budgeting refers to the method of making financial estimates for a given period - usually one fiscal year - based upon need and allocating funds for various purposes. It is through the budget that expenditures are resolved with income and from which sound planning and services result. Accounting is the administrative companion of budgeting and means simply an orderly procedure of numerically explaining and reporting income and expenditures. It indicates the quality of financial stewardship and responsibility and is indispensable in the financial picture.
The second priority to be set forth by all the selected Commissions, is a sound basis for its financing. Nearly all Commission activities concentrated on the need for raising funds through appropriate activities. Therefore, in determining the programme, a projection of financial needs, resources (revenues and capital funds) and expenditures must be undertaken. These projections must be realistically appraised and reviewed with an honest and deliberate view to accomplishment. A budget then, becomes a short-hand for long range planning and enables the Commission to stay within its realistic limits. Again, the results of surveys will inform the Commission if the people are willing and able to pay for the services and programme provided by the Commission. Consideration can be given if the people can be "taxed" for the recreation services directly, or through indirect methods of taxation. A concept and discussion on a formula for rural recreational financing are discussed below in the section on Regional Districts.

Regional Districts

Recently in British Columbia, enabling legislation has provided for the creation of Regional Districts as corporate bodies, for the purpose of co-ordinating the efforts of the people toward a common goal or objective: the planning of and arranging for financial resources and
the efficient governing of the people within these districts. It is our contention that this formula can serve the causes of rural recreation twofold:

(1) Provide a sound financial basis for rural commissions.

(2) Allow these rural commissions the mutual use of; (a) physical resources, (b) professional help.

Currently these services are not efficiently or realistically appreciated by a small rural area.

If it can be determined that the people in these regions want organized recreation, and that they are willing to pay for services and facilities, then this concept may provide the means to this end. In several areas, the efficient employment of a professional director, serving each of several small communities on a part-time basis, could be accomplished. This person would be responsible for assisting the Commissions in proper leadership development, programming and planning.

The establishment of feasible, workable and practical budgets by many commissions would then be accomplished with the assistance and responsibility of the Regional District. The financing of Volunteer Organizations in this country can be, and is being done. The
Local Government

There is in Canada a strong tradition of local self-government. Municipal governments are subordinate governments and carry out those tasks assigned to them by the respective provincial governments under statutes which govern their structure and functions, and which are subject to change at the discretion of the provincial government.

In most provinces varying functions are performed by local governments depending upon their status, whether rural, village-town, city or metropolitan areas. In some provinces sparsely settled areas do not have organized municipalities. They are administered by officials appointed by the Department of Municipal Affairs.

For example, special district authorities (irrigation districts, greater water and sewage districts, health units) may provide services for a number of area municipalities. In general, however, municipalities are responsible in whole or in part for police and fire protection, public health and sanitation, municipal roads and street building and maintenance, public utilities, educational facilities, hospitals, libraries, recreation facilities and welfare services. A wide range of matters comes within the scope of responsibility of local governments.

There is considerable use of boards and commissions, some of which are appointed. Matters coming within the scope of boards or commissions include specialized functions such as transportation, public libraries, public utilities and education. Public school boards are autonomous and their members are elected independently of the municipal council.

The major source of revenue available to municipalities is the taxation of real property. They also derive revenue from taxation of business and personal property, poll taxes,
permits, licences, rents, concessions, fines, etc. All provinces give financial aid to municipalities in the form of unconditional subsidies or grants-in-aid of specific services that are a municipal responsibility.

B. Pattern and level of programmes and services in functional fields closely related to social services.

Recreation

The recreation authorities of local governments tend to assume a large measure of responsibility for the acquisition, development, maintenance and operation of facilities including parks and playgrounds, for the recruitment, training, and supervision of volunteer and part-time leadership and for advisory services and the municipal recreational programme in communities over 30,000 population is generally supported on a tax basis sometimes with additional support from gifts and special funds. In the smaller centres and rural areas, tax funds are not so frequently the chief source of financial support; instead, it may be special interest groups, churches, agricultural organizations or service clubs.

A substantial proportion of organized recreational programmes in Canada is maintained by voluntary associations. Boys and Girls Clubs, youth-serving agencies, athletic clubs, ethnic associations, churches, welfare agencies and service clubs, in a variety of ways provide opportunities for recreation. These organizations are sometimes affiliated with provincial or national associations which seek to improve personnel and programme standards and to assist the branches in developing activities adapted to local needs.

Provincial social services, however, have tended to develop unevenly, with the more progressive programmes developing in those provinces with the greater economic resources and higher per capita incomes. Also, it might be said that in general municipalities have inadequate resources to provide the necessary services, in part because of their limited tax
base. Grants from higher levels of government have tended to improve standards of services, and it is anticipated that extended federal aid under the Canada Assistance Plan will do much to improve the adequacy of services across the country. Also, increased federal aid under a number of other federal-provincial shared-cost programmes and the current emphasis on a multi-programme approach to the alleviation of poverty will have the general effect of relieving many problems associated with lack of resources.

Currently the demand for Regional Districts in this province is a result of such priorities as hospitals, water and fire protection, education and pollution. We believe it is the duty of the volunteer recreationist and concerned professionals everywhere in British Columbia to make this cause known, and the priority of recreation in the Regional District concept well known. It is at this time, the only workable arrangement to elevate the efforts of recreationists in all rural areas.
REFERENCES


B. PUBLICATIONS OF THE GOVERNMENT, LEARNED SOCIETIES, AND OTHER ORGANIZATIONS


C. ESSAYS AND ARTICLES IN COLLECTIONS


Campbell, D. "Regional Districts". Victoria: Text of a Speech by the Minister of Municipal Affairs, Government of the Province of British Columbia, 1966.
D. UNPUBLISHED MATERIALS


E. NEWSPAPERS

APPENDIX A

THE PERSONAL INTERVIEW SCHEDULE

Commission __________ Name of Commission Member ______

1. The Commission

- how many people serve on your commission?
- what groups and/or organizations are represented on it?
- what are the various ages and sexes of the members?
- is your commission well represented by all facets of the community?
- is there a section or groups of people who you would like to see represented on the commission, and who presently isn't represented on the commission?

2. How often does your commission meet?

- what do you cover and go over in a typical meeting?
- consider the one that was held most recently?
- what do you recall was presented or covered at that meeting?

3. What procedure do you follow at your meetings?

- formal?
- informal?
- to what extent is there room for discussion?
- how are final decisions arrived at?
- in the event that a new idea or event is introduced, what procedure takes place and how is it finally decided upon? (e.g. a boat race, or a fishing derby?)

4. What resources does your commission use in this community for its recreation programme?

- service clubs?
- schools?
- churches?
5. Tell me about your recreation programme?
   - actual activities or events?
   - age groups served? (thinking in terms of definite age groups – pre-schoolers; school-aged children; young teenagers; older teenagers; to twenty years of age; young single adults or young married adults; those married couples raising young families; older persons, but not those contemplating retirement; pre-retired persons; retired persons; and finally, pensioners, senior citizens or the aged?)

6. In terms of your programme content, are the needs of the people in this community considered?
   - how?
   - by survey?
   - by general feeling or word of mouth?

7. In terms of leadership, does your commission consider leadership a problem in this community?
   - what turn-over or changes in the year-to-year picture of your leaders is experienced?
   - what is the voluntary situation here?
   - do you have any paid volunteers?
   - does the commission pay any gratuities or honorariums?
   - do you have any professional leadership available?
   - do you use, or has your commission considered, a Recreation Director, either full-time or part-time, or shared with another neighbouring community?

8. Are you or the members of your commission fully aware of your legal responsibilities as members of this recreation commission?

9. What is the commission doing presently?
   - what plans does your commission have for the future?
   - what would your commission like to do – but can't do, or is unable to do?
   - and why not?
   - what is the problem or the barrier that prevents this from taking place?

10. What would your commission do if it were to receive, and was compelled to spend, one million dollars?
11. Reviewing the question of areas and facilities, what other area or facilities does your commission use for recreation?

12. Does your commission have a budget?
   - formal, and is it planned yearly?
   - what approximately, is the yearly revenue or expenditure of your commission?
   - do you receive government grants for recreation?
   - what is the sum received and how often?
   - what other forms of revenue does your commission experience?
   - how are the expenditures of your commission controlled?
   - whose signature(s) appear on commission cheques?

13. Briefly, what parks do the members of this community utilize?
   - town or city parks?
   - local, neighbourhood parks, (playgrounds)?
   - large regional parks?

14. Does your commission belong to, or are you aware of what the B.C.R.A. is?

15. Does your commission have any definite written policies that it follows?

16. Do you care to comment on the relationship of the liquor laws of this province to recreation?
   - how do these laws affect recreation here?

17. Do you personally, or does your commission have an opinion regarding conservation and preservation of the natural state of the province?

18. Do the people of this community, and your recreation commission have access to, or does it sponsor, movies of any sort?

19. Finally, is there anything that we haven't covered, but perhaps that you would like to comment on?
APPENDIX B

GUIDELINES USED IN THE CONSTRUCTION OF THE INTERVIEW SCHEDULE

Consideration of the elements to be analyzed was undertaken with the advice of a faculty member in the School of Physical Education and Recreation at the University of British Columbia, and the following guidelines were used in the construction of the Interview Schedule.*

A. As related to aspects of the operation of the programmes of recreation: Do Recreation Commissions indicate a need for:

   i. Areas and facilities?

   ii. Leadership (voluntary, part-time, possibly full-time)?

   iii. Appreciation of programme scope?

B. As related to the way in which the Commission conceives its role in the community and the degree to which it has knowledge and understanding of its functions as a constituted body:

   i. Do the commissions indicate a need to formulate and determine policy?

* Considerable time was spent with Dr. Richard L. Ramsay, Associate Professor, School of Physical Education and Recreation, University of British Columbia, in the construction of the Interview Schedule.
ii. Do the Commissions indicate a need to negotiate with others agencies, public groups and petitioners?

iii. Do the Commissions indicate a need for a knowledge of legal responsibility and the broad field of recreation?

iv. Do the Commissions indicate a need to control budget and financial plans?

v. Do the Commissions indicate a need for programme appreciation in the following areas:
   - knowledge of good programme characteristics?
   - use of leaders?
   - operation and development of areas and facilities?
   - studies of community needs and interests?
   - public relations?

Furthermore, two specific references were consulted to aid the investigator in developing the Schedule. The first has identified certain "inequalities" in Recreation¹ that may be used in determining those aspects which can be related to the effective planning of community recreation and its programmes. They are:
a. Opportunities for all
b. Geographical areas
c. Races and Nationalities
d. Age classification
e. Rural and urban life
f. Communities and neighborhoods
g. The sexes
h. Economic and social strata
i. Recreation illiteracy
j. Knowledge about recreation
k. Legislative enactments
l. Adequate funds
m. Seasonal approach
n. Types of activities
o. Areas and facilities
p. Leadership and training
q. Unity of interests

The other author ² cited several "Pitfalls in Planning" that were used as reminders in the construction of the Interview Schedule of what may be the case in the Commissions selected in this study. The typical pitfalls are:  

i. The traditional approach

ii. Current practices

iii. Expressed desires

iv. Best guess.
REFERENCES


Please complete the following checklist on the basis that the selected answer is the opinion of the Commission as an entity and not that of an individual whose opinion may differ from that of the Commission as a whole. Circle the best answer.


Is your Commission (the body controlling recreation) solely a Recreation Commission, or is it combined with a Community Club - Municipal Council or other civic body:

A. Solely a Recreation Commission?
B. Combined with another body or group?

2. How often does your Commission meet:

A. Once per month regularly - winter and summer?
B. Once per month irregularly? i. more often?
ii. less often?
C. When required - not on a regular basis?

3. How many members are there on your Recreation Commission:

A. 3 to 5?
B. 6 to 8?
C. more than 8?

4. Do all of these members attend meetings:

A. Regularly?
B. Irregularly?

5. Age distribution of members. (Please state age/or close approximation):

A. Male - Youngest ______
   - Oldest ______
B. Female - Youngest ______
   - Oldest ______

6. Does your Commission have a written constitution that it follows closely?

A. Yes
B. No
7. What is the primary resource of your Commission's activity:
   A. Hall?
   B. School?
   C. Church?
   D. Other? - explain

8. What is the primary facility?

   What is the secondary facility? (include parks, beaches, playfields, etc.)

9. Does your Commission have a formal budget?
   A. Yes
   B. No

10. Does your Commission have a budget that is planned yearly, and followed?
    A. Yes
    B. No

11. What is your Commission's main source of revenue?

12. What are the main age groups that your Commission's activities serve:
    A. Pre-school children?
    B. Children to 12 years of age?
    C. Young teenagers?
    D. Older teenagers (i.e. 15 to 19)?
    E. Young adults?
    F. Adults to 45 years of age?
    G. Adults 46 to 60 years of age?
    H. Adults over 60 years of age?
13. Below you will find listed a variety of recreation activities, athletic and non-athletic. Circle those activities which your "commission" takes an active part in this year, 1967-68.

REGULARLY SCHEDULED COMMISSION ACTIVITIES

<table>
<thead>
<tr>
<th>Athletic</th>
<th>Non-Athletic and Passive</th>
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<tbody>
<tr>
<td>Badminton</td>
<td>Bingo</td>
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<tr>
<td>Baseball (Softball)</td>
<td>Lapidary (Rock Hounding)</td>
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<tr>
<td>Basketball</td>
<td>Leather Crafts</td>
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<td>Bowling</td>
<td>Ceramics</td>
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<td>Gymnastics</td>
<td>Music</td>
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<td>Hockey</td>
<td>Drama</td>
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<tr>
<td>Football</td>
<td>Horse and/or Pony Club - 4H</td>
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<tr>
<td>Wrestling</td>
<td>Dog and/or Kennel Clubs</td>
</tr>
<tr>
<td>Tennis</td>
<td>Field or Community Days</td>
</tr>
<tr>
<td>Archery</td>
<td>Barbecues</td>
</tr>
<tr>
<td>Riflery</td>
<td>Socials</td>
</tr>
<tr>
<td>Golf</td>
<td>Boating</td>
</tr>
<tr>
<td>Horseshoes</td>
<td>Car or Auto Clubs</td>
</tr>
<tr>
<td>Swimming-Aquatics</td>
<td>Film or Movie Clubs - Photography</td>
</tr>
<tr>
<td>Volleyball</td>
<td>Other_________</td>
</tr>
<tr>
<td>Dance</td>
<td>Other_________</td>
</tr>
<tr>
<td>Judo</td>
<td>Other_________</td>
</tr>
<tr>
<td>Fitness</td>
<td>Other_________</td>
</tr>
<tr>
<td>Skiing</td>
<td>Other_________</td>
</tr>
<tr>
<td>Others________</td>
<td>Other_________</td>
</tr>
<tr>
<td></td>
<td>Other_________</td>
</tr>
</tbody>
</table>

14. What, in the opinion of the Commission members, is the biggest problem that your Commission is facing in carrying out its immediate or long-range plans? If this problem is related to an extreme difficulty in financing, attempt to explain simply, what the biggest problem in financing is. (i.e. People of community are not willing or able to provide support for your Commission's activities).

15. Is your Commission an active member of the British Columbia Recreation Association (B.C.R.A.)? (i.e. Have you paid your membership dues this present year?)
16. Does membership in this organization (B.C.R.A.) aid your Recreation Commission in any way?

Yes

No

If not, explain what you think the problem is.

If yes, in what way - directly or indirectly?

17. Do members of your community and/or your Commission attend functions, clinics, workshops, meetings, etc. sponsored by the B.C.R.A.?

Yes

No

18. Similarly, do members of your Commission attend functions sponsored by the Community Programmes Branch?

Yes

No

19. Can you foresee, in realistic terms, the establishment of a Regional District in your area that would include your community?

Yes

No

20. Do you think that a Regional District will aid your Recreation Programme?

Yes

No

If so, in what way?
21. Did your Recreation Commission receive any financial aid, directly or indirectly, from a Centennial Grant?

Yes
No

22. What was your Centennial project?

23. Would or could your Recreation Commission utilize a Recreation Director? If so:

A. Part-time?
B. Full-time?
C. Share a Recreation Director with another community?

24. Does your Commission own any liability insurance, or does your constitution, by-laws or the policies (written) provide immunity for the members of your Commission from legal responsibilities associated with any activity of the Commission or programme?

25. Is your community using, in whole or in part, the resources (buildings, grounds or personal help) of your District School Unit?

Yes
No

If so, to what extent?

If not, why not?

26. Does your District School Unit provide for any Adult Education courses that could be construed by persons attending as a Recreation Activity?

Yes
No
27. GENERAL COMMENTS. Please feel free to make any comments or suggestions with respect to this questionnaire or to your recreation scene in general.

The following items are not a part of the questionnaire. However, these topics were mentioned so many times that we would appreciate your advice and comments, if you feel that the topics affect recreation in your community.

A. PROBLEMS RELATING TO LIQUOR LAWS AND THE CONSUMPTION OF ALCOHOL, ESPECIALLY IN PUBLIC PLACES.

B. THE EFFECTS (if any) ON CENTENNIAL GRANTS AND SPECIAL PROJECTS.
<table>
<thead>
<tr>
<th>COMMISSION</th>
<th>DISTRICT</th>
<th>POPULATION</th>
<th>NO. OF MEMBERS</th>
<th>TYPE OF COMMISSION</th>
<th>INCORPORATED</th>
<th>PRIMARY ECONOMIC INFLUENCE</th>
</tr>
</thead>
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</tbody>
</table>

**SUBJECT:**

1. Groups and Organizations Represented
2. Age, Sex and Status of Members
3. Group or Association NOT Represented
4. Frequency of Meetings
5. Procedure at Meetings
6. Final Authority Held by:
   - Schools
   - Service Clubs
   - Churches
7. Resources in Community Utilized
8. Primary Facility
   - Secondary
9a. Financial Status
   - Budget
   - Annual Budget
   - Expenditures
9b. Main Sources of Revenue
10. Legal Awareness of Member
11. Policies
   - Written
   - Followed
12. Needs of People Considered By:
   - Playgrounds
   - City or Town
   - Regional
13. Parks Situation
14. The Programme Proper
15. Age Groups Served
   - Athletic
   - Dance
   - Others
<p>| | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Pre-School 6-12</td>
<td>ii. Young Teens</td>
<td>iii. Teen Aged</td>
</tr>
<tr>
<td>iv. Post Teens</td>
<td>v. Early Adult</td>
<td>vi. Senior Adult</td>
</tr>
<tr>
<td>vii. Middle Aged</td>
<td>x. Pre-Secondary</td>
<td>x. Retired</td>
</tr>
</tbody>
</table>

**POSITION:**

16. Leadership
   - a. Voluntary
   - b. Part Time Professional
   - c. Pro-Rec Director - Full Time
17. Major Problem (as of this date)
18. Conservation Opinion
19. B.C.R.A.
20. Regional District
21. DATE INTERVIEWED: