



# **Self-Assessment Manual for Quality Operation of Military Recreation**

A Guide To  
Standards for National Accreditation

---

With Commentary, Suggested Evidence  
of Compliance, and DoD Comment



Commission for Accreditation  
of Park and Recreation Agencies



**TABLE OF CONTENTS**

**NOTE:**  Standards marked are fundamental standards for quality operations and are required of all Agencies seeking accreditation.

**Introduction .....Intro - 1**

**1.0 Agency Authority, Role and Responsibility ..... 1.0.1**

    1.1 Legal Authority and Jurisdiction ..... 1.0.1

 1.1.1 Source of Authority ..... 1.0.1

            1.1.1.1 Public Authority/Policy Body..... 1.0.1

            1.1.1.2 Citizen Advisory Board/Committees..... 1.0.2

        1.1.2 Jurisdiction ..... 1.0.3

 1.2 Mission ..... 1.0.4

        1.3 Goals and Objectives ..... 1.0.4

 1.3.1 Statement of Goals and Objectives ..... 1.0.4

            1.3.2 Personnel Input..... 1.0.4

            1.3.3 Annual Evaluation ..... 1.0.5

        1.4 Policy for Formulating Policy..... 1.0.5

 1.4.1 Process for Formulating Policy ..... 1.0.5

            1.4.2 Policy Manual..... 1.0.6

 1.5 Relationships..... 1.0.6

            1.5.1 Administrative-Legislative Functions ..... 1.0.7

            1.5.2 Operational Coordination and Cooperation (Agreements) ..... 1.0.7

            1.5.3 Interagency Relationships with Counterpart Agencies (Liaisons) ..... 1.0.7

            1.5.4 Relationship with Complementary Agencies ..... 1.0.8

                1.5.4.1 Public and Social Service Agencies ..... 1.0.8

                1.5.4.2 Local Government Agencies ..... 1.0.8

**CAPRA Standards  
for National Accreditation**

---

**2.0 Planning**

	2.1	Trends Analysis.....	2.0.1
	2.2	Community Planning.....	2.0.1
	2.2.1	Personnel Part of Community Planning Team .....	2.0.2
	2.2.2	Involvement in Community Planning Groups.....	2.0.2
	2.2.3	Community Planning Agencies.....	2.0.2
	2.3	Strategic Planning .....	2.0.3
	2.4	Comprehensive Planning .....	2.0.4
	2.4.1	Recreation Programming Plan.....	2.0.4
	2.4.1.1	Community Study .....	2.0.5
	2.4.1.2	Community Inventory .....	2.0.5
	2.4.1.3	Needs Index .....	2.0.6
	2.4.1.4	Types of Programs .....	2.0.6
	2.4.2	Resource Management and Land Use Planning.....	2.0.7
	2.4.2.1	Feasibility Studies .....	2.0.7
	2.4.2.2	Master Site Plan .....	2.0.8
	2.4.2.3	Resource Management Plan.....	2.0.8
	2.4.2.4	Competent Planning Personnel .....	2.0.9
	2.4.2.5	Citizen Involvement.....	2.0.9
	2.4.2.6	Phased Development.....	2.0.9

**3.0 Organization and Administration ..... 3.0.1**

	3.1	Organization.....	3.0.1
	3.1.1	Staff Organization Structure.....	3.0.1
	3.1.2	Delineation of Responsibility.....	3.0.2
	3.1.3	Administrative Manual.....	3.0.3
	3.2	Administrative Facilities.....	3.0.3
	3.2.1	Administrative Offices .....	3.0.3
	3.2.2	Support Services.....	3.0.4

	3.3	Public Information, Community Relations and Marketing .....	3.0.4
	3.3.1	Public Information .....	3.0.5
	3.3.2	Community Relations .....	3.0.5
	3.3.3	Coordinator .....	3.0.7
	3.3.4	Marketing .....	3.0.7
	3.3.4.1	Marketing .....	3.0.7
	3.3.4.2	Marketing Research .....	3.0.8
	3.3.4.3	Position Responsibility .....	3.0.9
	3.3.4.4	Quality Assurance .....	3.0.9
	3.3.5	Periodic Report and Evaluation .....	3.0.10
	3.4	Management Information Systems, Including Records Management .....	3.0.10
	3.4.1	Management Information Systems .....	3.0.10
	3.4.2	Records Management .....	3.0.11
	3.4.2.1	Central Records Component .....	3.0.11
	3.4.2.2	Handling of Funds .....	3.0.12
	3.4.2.3	Accident Reports .....	3.0.12
	3.4.3	Program Service Statistics .....	3.0.13
	3.5	Communications .....	3.0.13
	3.6	Planning and Research .....	3.0.14
	3.6.1	Function Within Agency .....	3.0.14
	3.6.2	Personnel .....	3.0.15
	3.6.3	Analysis of Operations .....	3.0.16
	<b>4.0</b>	<b>Human Resources .....</b>	<b>4.0.1</b>
	4.1	Employees .....	4.0.1
	4.1.1	Chief Administrator .....	4.0.1
	4.1.2	Staffing .....	4.0.2
		4.1.2.1	Competent Staff .....
		4.1.2.2	Supervision .....
		4.1.2.3	Job Analyses .....

**CAPRA Standards  
for National Accreditation**

---

4.1.3	Recruitment and Selection.....	4.0.4
4.1.3.1	Recruitment Process .....	4.0.4
4.1.3.2	Equal Employment Opportunity.....	4.0.5
4.1.3.3	Selection Process.....	4.0.5
4.1.3.4	Background Investigations .....	4.0.6
4.1.4	Management Policies and Procedures .....	4.0.7
	4.1.4.1 Personnel Manual .....	4.0.7
	4.1.4.2 Professional Considerations .....	4.0.8
	 4.1.4.2.1 Code of Conduct (Ethics).....	4.0.8
	4.1.4.2.2 Professional Organizations.....	4.0.8
4.1.4.3	Compensation, Benefits, Conditions of Work .....	4.0.9
	4.1.4.3.1 Compensation (Salaries and Wages).....	4.0.9
	4.1.4.3.2 Employee Benefits .....	4.0.10
	4.1.4.3.3 Conditions of Work .....	4.0.10
	4.1.4.3.3.1 Physical Examination.....	4.0.10
	4.1.4.3.3.2 Health and Physical Fitness.....	4.0.11
4.1.4.4	Training, Career Development .....	4.0.12
	4.1.4.4.1 Orientation Program .....	4.0.12
	4.1.4.4.2 On-The-Job Training.....	4.0.13
	4.1.4.4.3 Career Development.....	4.0.14
4.1.4.5	Performance Evaluation .....	4.0.14
4.1.4.6	Promotion .....	4.0.16
4.1.4.7	Disciplinary Action, People, Appeals and Grievances .....	4.0.16
	4.1.4.7.1 Disciplinary Action .....	4.0.16
	4.1.4.7.2 Appeals and Grievances.....	4.0.17
4.1.4.8	Termination of Employment .....	4.0.18
4.2	Volunteers .....	4.0.18
4.2.1	Utilization.....	4.0.19
4.2.2	Recruitment, Selection, Orientation and Retention .....	4.0.19
4.2.3	Supervision and Evaluation .....	4.0.19
4.2.4	Recognition .....	4.0.19
4.2.5	Liability .....	4.0.19

	4.3	Consultants and Contract Employees.....	4.0.20
	<b>5.0</b>	<b>Finance (Fiscal Policy and Management).....</b>	<b>5.0.1</b>
	5.1	Fiscal Policy .....	5.0.1
	5.1.1	Fees and Charges .....	5.0.2
	5.1.2	Acceptance of Gifts.....	5.0.2
	5.1.3	Financial Assistance (Government Cost-Sharing).....	5.0.2
	5.2	Fiscal Management.....	5.0.3
	5.2.1	Personnel.....	5.0.3
	5.2.2	Financial Resources (External).....	5.0.3
	5.2.3	Purchasing Procedures .....	5.0.4
	5.2.3.1	Requisition Procedure .....	5.0.4
	5.2.3.2	Emergency Purchase or Rental/Lease Procedures.....	5.0.4
	5.3	Auditing/Accountability .....	5.0.5
	5.3.1	Monthly Status Reports.....	5.0.5
	5.3.2	Control Personnel and Budget Authorization .....	5.0.6
	5.3.3	Procedures Relating to Cash.....	5.0.6
	5.3.4	Monitoring Fiscal Activity .....	5.0.6
	5.3.5	Independent Audit.....	5.0.7
	5.4	Budgeting Procedures.....	5.0.7
	5.4.1	Budget Preparation, Presentation and Adoption .....	5.0.7
	5.4.1.1	Participation in Budget Preparation.....	5.0.8
	5.4.1.2	Agency Components' Budget Recommendations .....	5.0.8
	5.4.2	Budget Implementation .....	5.0.9
	5.4.2.1	Budget Control.....	5.0.9
	5.4.2.2	Supplemental/Emergency Appropriations.....	5.0.9
	5.4.3	Inventory, Fixed Assets.....	5.0.10
	5.4.3.1	Inventory Control .....	5.0.10

<b>6.0</b>	<b>Programs and Service Management .....</b>	<b>6.0.1</b>
	6.1 Programs/Services Determinants .....	6.0.1
	6.1.1 Participant Involvement.....	6.0.1
	6.2 Nature of Services/Programs Delivery .....	6.0.2
	6.2.1 General Supervision .....	6.0.2
	6.2.2 Directed Leadership Program.....	6.0.2
	6.2.3 Facilitator.....	6.0.3
	6.2.4 Programs/Services for a Fee .....	6.0.3
	6.3 Objectives.....	6.0.4
	6.4 Outreach.....	6.0.5
	6.5 Scope of Program Opportunities.....	6.0.5
	6.6 Selection of Program Content.....	6.0.6
	6.7 Types of Participation.....	6.0.6
	6.8 Education for Leisure .....	6.0.7
	6.9 Program Evaluation.....	6.0.8
<b>7.0</b>	<b>Facility and Land Use Management .....</b>	<b>7.0.1</b>
	7.1 Acquisition of Park and Recreation Lands .....	7.0.1
	7.2 Development of Lands .....	7.0.1
	7.3 Defense Against Encroachment.....	7.0.2
	7.4 Disposal of Lands.....	7.0.2
	7.5 Maintenance Operations and Management.....	7.0.3
	7.6 Facilities Management .....	7.0.3
	7.6.1 Legal Requirements.....	7.0.3
	7.6.2 Building Security Plans .....	7.0.3
	7.6.3 Preventive Maintenance .....	7.0.4
	7.7 Fleet Management .....	7.0.4

	7.8	Agency-owned Equipment and Property .....	7.0.4
	7.9	Natural Resource Management .....	7.0.5
	7.10	Maintenance Personnel Assignment .....	7.0.5
	7.11	Depreciation and Replacement.....	7.0.6
 <b>8.0 Safety and Security .....</b>			<b>8.0.1</b>
	8.1	Authority .....	8.0.1
	8.2	Traffic Control.....	8.0.1
	8.2.1	Plan .....	8.0.2
	8.2.2	Personnel.....	8.0.2
	8.2.3	Recording Procedures .....	8.0.2
	8.2.4	Roadblocks and Street Closures .....	8.0.2
	8.3	Law Enforcement .....	8.0.3
	8.3.1	Training Program .....	8.0.3
	8.3.2	Handling of Evidentiary Items .....	8.0.3
	8.3.3	Handling of Disruptive Behaviors.....	8.0.4
	8.4	General Security.....	8.0.4
	8.4.1	Plan .....	8.0.4
	8.4.2	In-Service Training.....	8.0.5
 <b>9.0 Risk Management.....</b>			<b>9.0.1</b>
	9.1	Statement of Policy .....	9.0.1
	9.2	Risk Manager .....	9.0.1
	9.3	Plan .....	9.0.2
	9.4	Risk Analysis and Control Approaches.....	9.0.3
	9.5	Employee Involvement.....	9.0.3
	9.6	Operational Procedures .....	9.0.4

**CAPRA Standards  
for National Accreditation**

---

9.7 Risk Accounting..... 9.0.5

**10.0 Evaluation and Research (Evaluative Research)..... 10.0.1**



10.1 Systematic Evaluation Program ..... 10.0.1

10.2 Demonstration Projects and Action Research ..... 10.0.2

10.3 Evaluation Personnel ..... 10.0.3

10.4 Employee Education ..... 10.0.4

---

## INTRODUCTION

---

Military recreation includes community recreation, outdoor recreation, sports programs, arts and crafts, information tours and travel, fitness, entertainment, and other related programs. Military recreation provides opportunities for social interaction, self-expression, skill development, recreation, cultural and education programs, and physical fitness activities that appeal to all segments of the community. Programs are varied enough to meet the wide range of needs, interest, ages, abilities, and preferences with in the military community, while being relevant, innovative, and flexible enough to adapt to new trends, practices, and changing community requirements.

Military recreation is concerned with the efficiency, effectiveness, and professionalism of its operations. Therefore, military recreation self-assessment and peer review is an excellent process for evaluating the quality of the system, which delivers programs and activities. It is to this end, as a tool for self-assessment, that standards were developed.

This document, the “Self-Assessment Manual for Quality Operation of Military Recreation,” sets forth the standards from the “Self-Assessment Manual for Quality Operation of Park and Recreation Agencies,” a guide to standards for national accreditation by the Commission for Accreditation of Park and Recreation Agencies (CAPRA). The standards are presented in ten categories that detail 156 standards.

Military recreation, e.g., Morale, Welfare, and Recreation (MWR) department, **is** a park and recreation agency. Military recreation accredited by these standards demonstrate not only that they meet the standards for a quality operation but also that they have professional competence and commitment and the military community support to complete the rigorous process of accreditation.

For every standard, Military recreation personnel will need to translate the intent of the CAPRA standard from a community/public context to a Department of Defense (DoD) standard. As a general commentary to all the standards, “don’t ignore the obvious”. Many standards are met by centrally managed programs and publications. It isn’t necessary to develop local directives or SOPs if system-wide documentation or programs are available and in use by the department. In other cases, customized documentation or programs should have been developed to fit the circumstances. In all cases Military recreation personnel must be able to “show me” when someone asks how the program complies. The burden of proof rests with the department - it’s not adequate simply to say, “someone else does that.” Military recreation personnel must be

proactive in ensuring that the “someone else” actually does it and does it in compliance with the prescribed CAPRA standard.

## **ABOUT CAPRA STANDARDS**

An explanation of the CAPRA standards rationale and history follows and is directly quoted from CAPRA’s publication, SELF-ASSESSMENT MANUAL FOR QUALITY OPERATION OF PARK AND RECREATION AGENCIES, and are quoted here to provide some perspective and further information.

### **CAPRA INTRODUCTION**

“Every recreation and park agency, whatever its focus or its field of operation, is rightfully concerned with the efficiency and effectiveness of its operations. With the importance of recreation experiences to the quality of life, every agency has an essential responsibility in the lives of individuals. The appraisal of just how well an agency is doing operationally is indeed a difficult task. For this reason, when evaluating an agency, the recreation and park profession and the supporting citizenry have turned to the “experience-wisdom” of the profession. When this experience-wisdom is formalized, it results in standards against which one may evaluate an agency’s operation.”

### **WHAT IS A STANDARD**

“A standard is a statement of desirable practice as set forth by experienced and recognized professionals. Standards are an indirect measurement of effectiveness, using the cause and effect approach, or perhaps more appropriately stated “IF ... THEN,” IF one acts in a certain way, THEN it is expected that there will be a certain result. So, if a desirable standard is practiced, then a good outcome should be forthcoming; if an agency engages in those standards, which are recommended, then there should be a quality operation. Standards enable evaluation by comparison - comparing what is within an agency operation with what is accepted by professionals as desirable. *Standards can be a dynamic force for change by stimulating park and recreation professionals and the corporate policy body toward better and safer services, programs, and innovations.*”

“Standards are not a degree of quality index, that is, cannot be used for comparative purposes of competition among agencies, in that ALL agencies should be able to attain accreditation. The standards are minimal and should be used as a guide to upgrade an agency’s operation. Many agencies will already have higher standards of operation. Standards are not a cure-all for agency problems, but certainly conducting an agency’s operation in accord with standards can prevent many problems and lead to quality services and programs.”

“These operational standards are not a quantitative measure of the local availability of funds, lands, personnel, et al, and should be distinguished from other types of standards which address specific elements, such as open space standards, which are population-based, and playground equipment standards, which are product-based. These qualitative operational standards for accreditation are comprehensive, dealing with all aspects of operations, and, as such, are not a quick check, self-evaluation instrument.”

“Standards are not absolute, but must be revised as societal conditions change and as ideas and attitudes toward parks and recreation change. These Standards, too, must be reviewed regularly based upon experience with their application, and this the National Commission on Accreditation does.”

## **DEVELOPMENT OF THE STANDARDS**

“A forerunner of these Standards was a document entitled, ‘Evaluation and Self-Study of Public Recreation and Park Agencies’, first issued in 1965. The standards in the document were initially determined by leading professionals in the Great Lakes District of the then National Recreation Association. A statewide study in Pennsylvania encompassing 30 municipal park and recreation departments employing full-time directors resulted in the document being updated and revised in 1972; and, after 20 years was replaced by the CAPRA standards.”

“These standards were developed by a special committee initiated in 1989 by the American Academy for Park and Recreation Administration (AAPRA) and the National Recreation and Park Association (NRPA) was invited to join in the effort. Input from a wide scope of practitioners was sought through meetings at conferences, working with various state and organization boards and councils, and general distribution of information. The standards and accreditation process were field tested at park and recreation systems of varying characteristics.”

“In 1993 the Commission for Accreditation of Park and Recreation Agencies (CAPRA) was established to implement and administer the Accreditation program. The Commission is composed of:

- 4 members appointed by the NRPA Board of Trustees.
- 4 members appointed by the AAPRA Board of Directors.
- 4 members organization liaisons - one each appointed by the respective organization.
  - ICMA (International City/Council Management Association)
  - CED (NRPA Council of Executive Directors)
  - AALR (American Association for Leisure and Recreation)
  - NaCo (National Association of Counties)

“Based on the experience of agencies seeking accreditation, the visitors, and the Commission’s review of the process, the Commission modifies the Commentary and Evidence of Compliance aspects of the Standards to provide greater clarity and understanding of a specific standard. The Standards themselves have remained stable. Only after a decade of experience, in 2001, three new standards (2.1, 4.1.4.8, and 6.9) were added, making 156 standards.”

“In 1998 work was begun to adapt the accreditation program to Military recreation. A “military version” of the Standards was approved in February 1999 and a representative of the military, appointed by the Armed Forces Recreation Society, was added to the Commission.”

### **APPLICATION OF STANDARDS**

“The Standards were selected to help park and recreation professionals and the lay citizenry evaluate their overall operational system. The Standards apply to ALL recreation and park systems, inasmuch as they are considered to be the elements for effective and efficient operations. Most agencies administer both park and recreation functions; however, some agencies may be parks only (administer only land, not programs) or recreation only (administer only programs, not any parks). Also, some agencies may operate under a municipal authority, while others may be under a township, county, school, or other jurisdiction or organizational structure. Further, the standards apply to agencies of all sizes and were piloted on small, medium, and large agencies, in terms of personnel, budget, and population served. But, it is recognized that each community is unique and may, thus, meet the Standards in differing ways.”

### **SCOPE OF THE STANDARDS**

“The focus of the Standards is on the operational system overall, rather than on specific elements of services or programs. The Standards are organized into ten major categories:

- Agency Authority, Role and Responsibility
- Planning
- Organization and Administration
- Human Resources
- Finance (Fiscal Policy and Management)
- Program and Services Management
- Facility and Land Use Management
- Security and Public Safety
- Risk Management

- Evaluation and Research

“The categories were established on logic and for convenience; however, they are very much interrelated and one category cannot be independent of any other. Some cross-referencing is provided in the commentaries. Each category is composed of a varying number of Standards; however, there is at least one fundamental standard in each of the categories. The categories are not weighted as to importance, but all are pertinent to quality operations.”

“Some of the Standards from one category to another may appear to be repetitive or overlap. For example: 2.1 Trends analysis with 2.4.1.3 needs index and 3.3.4.2 market research. A particular standard focuses on a specific function related to that category. An overall encompassing research analysis may serve several functions (standards).”

### **USE OF THE STANDARDS**

“These Standards have been promulgated for an accreditation program; HOWEVER, they may be used for other evaluative and planning purposes. Many agencies have strategic plans for the continued development of their park and recreation services and operational strategies. These Standards can be used as a basis for planning. They also can be used for systematic self-appraisal.”

“The community citizenry, whether a civic organization or a citizen advisory or policy board, may wish to stimulate greater interest in services in their community or evaluate the quality and effectiveness of the services. The Standards are an excellent basis for discussion and evaluation. It is recommended, however, that such use be done with the guidance of professional park and recreation personnel.”

“Agencies wanting to establish new park and recreation systems or reorganize or expand services will find the Standards a useful guide. The Standards are also a valuable resource for colleges and universities in their instructional program.”

### **THE COMMENTARY**

“To assist in understanding the Standards, for most standards, there is commentary following the statement of the Standard. Some commentaries are quite lengthy. There are two types of commentary. Some give further explanation or direction to the Agency seeking accreditation. The commentary elaborates on the basic standard statement. In these commentaries, Agency generally will be capitalized. Other commentaries are primarily educative in that suggestions or rationale are set forth for that particular aspect of administration/management; and, in these commentaries, ‘agency’ usually will be lower case.

Also, for convenience, the chapter/pages in the NRPA publication, Management of Park and Recreation Agencies, which discuss the content of the specific standard, are cited.”

## **TERMINOLOGY**

“Commentaries also will help distinguish standards. However, understanding of certain terminology will enable greater clarification.

- **Plan - Program - Activity:**

*Plan* is used as an operational guide, which must be implemented. Often it requires approval by the governing body or advisory board. For example, see standards: 2.3, 2.4, 3.3.2, 7.5, 8.4. 1, and 9.3.

*Program* is used in regard to an offering to the constituency for participation and encompasses a variety of activities, e.g., aquatics, athletics, fitness, cultural arts; seniors and disabilities; community center. For example, see standard: 6.3. The term also is used as related to personnel - for example, see standards 4.1.4.4 and 4.2.

*Activity* is an element within a program, a specific aspect, e.g., athletics - youth softball; seniors - crafts. For example, see standards: 6.5 and 6.6.

- **Component:**

A component is used as an aspect or function of the agency. For example, see standards: 3.3.4.1 and 3.6.1.”

## **SUGGESTED EVIDENCE OF COMPLIANCE**

“For each standard there is a section “Suggested Evidence of Compliance.” This suggestion is made so that the Agency may better understand what type of documentation will give evidence of meeting the standard. **However, it must be understood that these are only suggestions and that other documentation may be used. Also, please note that where the word “copy” appears, it infers a written document.** Each Agency is, indeed, different and, thus, may have unique types of documentation.

Also, the structure of the park and recreation agency will determine, to a large degree, the documentation that is appropriate. For example, if a central personnel office is used, then such should be indicated and the policies and procedures of that office are certainly acceptable. However, it is not appropriate to indicate, e.g., “city personnel”, “a city office handles”, or “police department’s responsibility”.

**The burden of proof regarding compliance rests with the agency.** Where appropriate, an agency is encouraged to provide more than one proof of compliance for a standard.”

### **DOD COMMENT OR DOD NOTE**

**DoD Note:** DoD comments are not in CAPRA's publication, "Self-Assessment Manual for Quality Operation of Park and Recreation Agencies."

For some CAPRA standards, a DoD Comment or DoD Note is provided for clarification. In addition, this version of CAPRA standards removes standards that do not pertain to Military recreation as noted in the DoD Comment (3.6.2; 5.3.5; 5.4.2.2; 7.1; 7.3; 7.4; and 9.7). Military recreation is not required to meet these seven standards. This manual replaces any previously approved “military version.”

### **ACCREDITATION**

“These Standards were developed for a national program of Accreditation for Park and Recreation agencies. Accreditation is the recognition given by an authorized entity (commission or council) that an agency has met standards designated as important to quality operations. To be accredited, an agency must comply with all 36 “fundamental” standards, which are marked with the  and are bold-faced. These are considered fundamental to a quality operation. As for the other standards, 85% of the applicable Standards must be met. There may be a few Standards not applicable to a particular agency, and these Standards would be marked *Not Apply* (NA) rather than *Not Met*.”

“Accreditation is concerned with a program, operation, or system in contrast to certification, which is a quality designation for individuals who have met certain professional competencies.”

“There is one complementary publication, *Agency Accreditation Visitation Procedures*, which sets forth in detail the accreditation process.”

### **ANNUAL REPORTS REQUIRED**

“In order to maintain accreditation status, an agency must file an annual report and pay the annual fee. (See Step 16 of the accreditation process as set forth in *Agency Accreditation Visitation Procedures*.) In case of delinquency, such will be brought to the attention of the Commission at its next meeting. A warning may be given with subsequent withdrawal of accreditation. (See Step 14D and F).

In the annual reports to be files, the agency must indicate what it is doing for continued compliance and, especially, toward meeting the “Not Met” standards. Annual reports are critical to re-accreditation and are provided to the visitation team. During the re-accreditation visit, special attention is given to those standards not met in the preceding visitation.”

### **PUBLICATIONS AVAILABLE**

- *SELF-ASSESSMENT MANUAL FOR QUALITY OPERATION OF PARK AND RECREATION AGENCIES*

A guide to Standards for National Accreditation with commentary and compliance suggestions. (This publication)

- *AGENCY ACCREDITATION VISITATION PROCEDURES.*

The accreditation process; agency and visitation team responsibilities and procedures in detail.

- Van der Smissen, Moiseichik, Hartenburg, & Twardzik. *MANAGEMENT OF PARK AND RECREATION AGENCIES (1999). 8-1/2 x 11”, 833 pp.*

A manual which addresses the content of most of the Standards in terms of management strategies.

- Coplin, W.D., and Carol Dwyer. *DOES YOUR GOVERNMENT MEASURE UP? (2000)* Community Benchmarks Program, Maxwell School of Citizenship and Public Affairs, Syracuse University. Distributed by Syracuse University Press. See website [www.maxwell.syr.edu/benchmarks](http://www.maxwell.syr.edu/benchmarks).

Basic tools for local officials and citizens to assess government services in 9 areas; CAPRA standards are included for parks and recreation.

All publications, except Coplin and Dwyer, are available through the NRPA Publications Department.

### **FOR FURTHER INFORMATION**

“The Commission sponsored a reference manual, Management of Park and Recreation Agencies, to provide practitioners with further discussion of the content of the various categories and standards. The 18 chapters were each authored by a practitioner and an educator. Specific

chapters/pages are cited at the end of the Commentary for that particular standard. To obtain a copy of the manual, see Publications Available above.”

“Educational sessions on the accreditation process and standards clarification are offered at each NRPA Congress and at some state conferences. Attendance is highly recommended for any agency considering accreditation or re-accreditation.”

More information about CAPRA may be found at the website:

<http://www.nrpa.org/content/default.aspx?documentId=1038>.

**This page left blank intentionally.**

---

## 1.0 AGENCY, AUTHORITY, ROLE, RESPONSIBILITY

---

### 1.1 Legal Authority and Jurisdiction.

**Commentary:** It is recognized that there are many federal and state statutes and regulations, as well as local ordinances, resolutions, and regulations, with which park and recreation agencies must comply in all areas of policy and operations, e.g., finances, facilities, personnel, program participants, and others. It is not necessary to have an agency prepare a digest of these laws under which they must operate, both because of the extensiveness and the continual change of such requirements. A park and recreation agency must make every effort to be in conformity with such legal mandates; and, compliance is a matter for the local, state, and federal law enforcement authorities, not accreditation.

However, it is deemed important that an agency understand how it was legally created and its authority and jurisdiction, hence, standards 1.1.1 and 1.1.2. *Management Manual*, chp. 2 @ pp. 19-29.



#### 1.1.1 Source of Authority

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

**Commentary:** The source of authority or legal basis of operation and extent of the powers of the managing authority should be identified in the state statutes or local charter.

**Suggested Evidence of Compliance:** Provide legal citation and, if appropriate, date of resolution by local governing entity or legal authority, i.e., enabling act, charter, ordinance; if permissive state authority, provide charter.

**DoD Comment:** Provide DoD Directive (DoDD) 1015.2, Military Morale, Welfare, and Recreation (MWR), June 14, 1995 and DoD Instruction (DoDI) 1015.10, "Programs for Military Morale, Welfare, and Recreation (MWR)", November 3, 1995; Military Service policy; and other policies as appropriate.

##### 1.1.1.1 Public authority/policy body

*The organizational authority structure should provide for one public authority responsible for policy-making functions.*

**Commentary:** The policy-making entity is legally, ultimately responsible for the operation of the recreation and parks department; it has the “power to accomplish without recourse.” It may be the city council or commission, an elected board of citizens specifically for parks and recreation, the school board, the county supervisors, or other legally established and elected body. This entity usually has taxing power and must approve the budget; it holds title to property. It also serves an important function in interpreting the programs, services, and facilities and in exerting influence throughout the community to improve and expand park and recreation programs, services, and facilities.

When the policy-making entity is not an elected independent board specifically for parks and recreation, such as many park districts have, the governing entity may appoint a parks and recreation board to which is delegated authority for operating policies and general administrative practices. This is considered a semi-independent board, since it would depend upon the city council or county commission for ultimate policy, in addition to approval and allocation of its funds. The board would be an integral part of city or county government or other local entity; and, the park and recreation executive may be directly responsible to the city or county manager, or to the park and recreation board itself. The park and recreation executive should not be responsible to both. When the operating policy-making body is a citizen board, it should hold regular meetings, duly publicized, with the actions of the board and reports of the administrator officially recorded and available. Board members should be representative of the total community and serve with staggered terms. *Management Manual*, chp. 2 @ pp. 30-39.

**Suggested Evidence of Compliance:** Copy of organizational structure chart with narrative description; show relationship of structure to local command. *Distinguish this chart from staff organization chart, 3.1.1*

**1.1.1.2** Citizen advisory board/committees

*There should be citizen advisory boards/committees.*

**Commentary:** Advisory boards not only may serve an entire local governmental area, but also may serve a specific neighborhood function, activity, center, or a particular site. The board may be appointed by the mayor and the city council and/or the county commissioners, or it may be elected. It may be delegated authority to manage its own affairs; however, it has no final authority or responsibility for policy administration. This type of board is purely advisory to the governing body of the jurisdiction which appoints it. Such boards may be composed of a relatively large body of representatives from all interested factions of the locality. In addition to those members appointed by officials of the city or county, interested civic groups may select representatives. The advisory board may serve important functions in the interpretation of the program, facilities, and services; in making studies and recommendations which help advance park and recreation services; and, ultimately in being a sounding board exerting board influences throughout the community to improve and expand park and recreation services. It provides for vital citizen involvement and participation. Citizen advocacy is an important element in determining, implementing, and gaining financial support for services and programs. *Management Manual*, chp. 2 @ 39-40.

**Suggested Evidence of Compliance:** Provide list of boards/committees with membership, functions and duties, terms of office, frequency of meetings.

### **1.1.2** Jurisdiction

*The specific geographical boundaries of the Agency's jurisdiction should be set forth by geographical description and map.*

**Commentary:** It is fundamental that the Agency clearly set forth the description of the geographical boundaries of its jurisdiction both within and outside the installation limits. A detailed official map depicting the boundaries of the jurisdiction is essential. Situations involving ambiguous territorial jurisdiction should be avoided.

**Suggested Evidence of Compliance:** Provide copy of map with geographical boundaries of jurisdiction and service areas, including location of facilities identified.

## 1.2 Mission



***There shall be a written mission statement which defines the direction and purpose of the Agency.***

**Commentary:** The agency mission is the purpose or reason for the existence of the agency and establishes the long-term direction for the agency services and activities. It should reflect the outcomes or impacts that the agency seeks on its constituency. It is set forth by the public authority and is implemented through making and keeping of policies and achieving stated goals and objectives. The mission statement should be reviewed and updated periodically. Often to qualify for grants, the mission must be updated at least every five years. *Management Manual*, chp. 5 @ pp. 108-110.

**Suggested Evidence of Compliance:** Provide a copy of written statement.

## 1.3 Goals and Objectives



### 1.3.1 Statement of Goals and Objectives.

***There shall be written goals and objectives for the Agency and for each organizational component within the Agency. Such goals and objectives shall be directed toward accomplishing the Agency mission, be updated annually, and distributed to all appropriate personnel.***

**Commentary:** Establishing and routinely updating, goals and objectives of the agency and each component helps to ensure direction and unity of purpose and serves as a basis for measuring progress. The goals and objectives should state outcomes or impacts that the agency seeks to have on its constituency. *Management Manual*, chp. 5 @ pp. 110-111.

**Suggested Evidence of Compliance:** Provide a copy of goals and objectives for **each** organizational component.

**DoD Comment:** Cross reference standard 6.3, Objectives.

### 1.3.2 Personnel Input

***There should be input from the various personnel levels within the Agency in the development of Agency goals and objectives.***

**Commentary:** Obtaining the input of personnel has great value in improving the relevancy and coverage of goals and objectives statements; further, it

encourages the feeling that employees have contributed to the management and operation of the Agency.

**Suggested Evidence of Compliance:** Provide examples of how input is obtained, e.g., memo, meetings, et al to communicate to all personnel explaining why their input is important and how to submit such information.

### 1.3.3 Annual Evaluation

*There should be a written annual evaluation stating the progress made toward attainment of goals and objectives submitted to the Agency's chief administrator by each organizational component.*

**Commentary:** The intent of this standard is to ensure that the agency's chief administrator is informed, on a regular basis, of the progress toward achieving established goals and objectives. This annual evaluation should be shared with the policy board. *Management Manual*, chp. 5 @ 112-115.

**Suggested Evidence of Compliance:** Provide a copy of last year's evaluation.

## 1.4 Policy Formulation and Review



### 1.4.1 Process for Formulating Policy.

*A specific distinction shall be made among policies, rules and regulations, and operational procedures.*

**Commentary:** Policies are broad statements set forth by the policy making board. An established policy is a settled course of action required to be followed by the chief administrator and staff. Rules and regulations are administrative statements developed by the chief administrator and usually approved by the board. They are based on the policies and set forth requirements controlling the activity of participants and staff functions. Operational procedures are guidelines, set forth by the administrator and staff to facilitate the implementation of program, how something is to be done, when, and by whom. *Management Manual*, chp. 2 @ pp. 33-34.

**Suggested Evidence of Compliance:** Give illustration of how this distinction is facilitated or carried out. It should be indicated how each type is established and administered.

### 1.4.2 Policy Manual

*There should be a manual setting forth the Agency policies, which is:*

- *kept up-to-date.*
- *reviewed systematically, at least every five years, by the administration, and.*
- *made available to pertinent unit administrative and supervisory personnel.*

**Commentary:** The chief administrator should prepare a review of policies for the board. Policies may be reviewed in general or with specificity, but in either case, the chief administrator should recommend to the Board the need to continue, change or terminate existing policies. Of course, policy changes can be recommended at any time and do not have to wait for the systematic review. Cross-reference 3.1.3 *Management Manual*, chp. 2 @ p. 39.

**Suggested Evidence of Compliance:** Provide copy of Agency policy manual with cover letter indicating its distribution and the review by the Board and administrators.

## 1.5 Relationships



*There shall be understanding of the roles of counterpart and complementary agencies in the community.*

**Commentary:** Establishing and maintaining effective channels of communication between park and recreation agencies and other agencies are essential first steps in improving cooperation through partnerships. Good liaison can result in more productive efforts, including greater cost effectiveness and efficiency, in accomplishing the mission of the organization. There should be Board (1.1.1.1, 1.1.1.2) involvement, advocacy, and political astuteness. *Management Manual*, chp. 4.

For both short-term programming and long-term planning and development, coordinating councils and interagency task forces can facilitate the implementation of agency goals and objectives and eliminate barriers and problems before they become serious.

Policies regarding cooperative agreements and working relationships (liaisons) should be a section in the policy manual.

**Suggested Evidence of Compliance:** Provide illustrations of cooperative efforts, including memoranda of agreements (MOAs) and memoranda of understandings (MOUs).

**DoD Comment:** “Community” in this context is the broad geographic community in which the installation and Military recreation department live and operate.

**1.5.1** Administrative-legislative Functions.

*There should be written guidelines defining the relationships between policy-making functions of the Board and the administrative functions of the chief administrator and staff.*

**Commentary:** These guidelines for internal relationships often are incorporated into position descriptions. *Management Manual*, chp. 2 @ pp. 32-33, 39.

**Suggested Evidence of Compliance:** Provide the written guidelines.

**1.5.2** Operational Coordination and Cooperation (Agreements).

*There should be written, established policies on cooperative use and maintenance of facilities and program operation, facility design, land development, finances, etc., with other agencies or organizations or individuals. Agreements on operational cooperation should be in writing by and between the Agency and others involved.*

**Commentary:** Long-term agreements with periodic review are preferable to annual agreements, inasmuch as they permit longer-range program planning. There should be written agreements between the Agency and other city/county agencies, as well as the schools and other public and private agencies.

**Suggested Evidence of Compliance:** Provide a copy of the policies and any agreements.

**1.5.3** Interagency Relationships with Counterpart Agencies (Liaisons).

*There should be liaison with other park and recreation agencies in adjoining jurisdictions or jurisdictions having concurrent authority in the Agency’s service area.*

**Commentary:** Park and recreation agencies need to assist and cooperate with federal, state, and local park and recreation agencies.

**Suggested Evidence of Compliance:** Provide examples of such liaison and provide letters of agreement, if any.

**DoD Comment:** Military recreation should actively cooperate and participate with other federal, state, military, and local parks and recreation agencies.

#### 1.5.4 Relationship with Complementary Agencies.

##### 1.5.4.1 Public and social service agencies.

*There should be liaison with appropriate community/civic organizations. The services and resources available through other public and social service agencies should be identified in written form.*

**Commentary:** This standard ensures that personnel are made aware of the diverse resources at their disposal. An Agency should inform all personnel of the resources and services available through environmental and social service agencies and should initiate contacts with other departments, agencies and organizations. Frequently, these groups do not know of the services and operation of the park and recreation agency and hence cannot coordinate with something with which they are unfamiliar. Liaison with many types of groups is one of the most effective public relations efforts.

**Suggested Evidence of Compliance:** Identify staff with liaison responsibility and provide a listing or directory of other community public and social service agencies' available services and resources.

##### 1.5.4.2 Local Government Agencies.

*There should be public park and recreation Agency liaison with official local governmental agencies such as zoning commissions, city councils, county supervisors, and school boards.*

**Commentary:** When possible, there should be park and recreation agency representation on all development and subdivision control committees. This is especially important when the park and recreation service is not a department of local government, but has an independent board or commission. Also, it is particularly important to maintain liaison with regulatory agencies.

Appropriate liaison also should be maintained with state and federal legislators, departments and agencies.

**Suggested Evidence of Compliance:** Identify staff with this liaison responsibility and indicate how the liaison person has been functional, i.e., reports to director, board or committees.

**DoD Comment:** This cooperation applies to agencies both on and off the installation.

**This page left blank intentionally.**

---

## 2.0 PLANNING

---

**Commentary:** This section covers community, strategic and comprehensive planning. More specific planning functions are found in other sections, i.e., Risk Management -- section 9.3; Organization and Administration -- section 3.6; Evaluation and Research -- section 10.1. Also, it is recognized that both primary and secondary research play an integral role in planning (see section 3.3.4 Marketing, and section 10.0 on Evaluation and Research). *Management Manual*, chps. 5, 6, 8.

### 2.1 Trends Analysis

*There shall be a system in place to assess societal and local trends.*

**Commentary:** It is essential that park and recreation agencies keep abreast of local, regional, state, national, and world societal trends to keep dynamic in serving their constituencies. This includes assessment of needs and issues. Cross-reference 2.4.1.3. Data should be used to regularly update plans. *Management Manual*, chp. 5 @ pp. 106-107, chp. 6 @ 132-144, chp. 7 @ 215-216.

**Suggested Evidence of Compliance:** Provide a copy of the trends analysis process.

**DoD Comment:** Identification and analysis of trends occurs in many ways: regular attendance/participation in conferences, reading and researching industry trends, benchmarking against other leisure services agencies, magazines and journals, brainstorming with staff and constituent groups, and working with the installation marketing department to name a few.

### 2.2 Community Planning



*The park and recreation Agency shall be a part of total community planning.*

**Commentary:** Where the Agency is a Special District, often crossing municipality and school boundary lines, the usual planning area, the involvement of the Agency in community planning, as called for in the Standards in this section, should reflect the Special District's jurisdiction, authority, and services/programs. *Management Manual*, chp. 5 @ pp. 116-117.

**Suggested Evidence of Compliance:** Provide documentation, such as letters, minutes, cooperative agreements.

**DoD Comment:** Military recreation should be a part of installation planning. Cooperative involvement with the local community is essential if optimum delivery of leisure services to all patrons is to occur.

**2.2.1** Personnel Part of Community Planning Team

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

**Suggested Evidence of Compliance:** Identify instances and personnel who have been part of a community planning team.

**2.2.2** Involvement in Community Planning Groups

*The public park and recreation Agency should be regularly involved in and a part of community planning groups for recreation, such as a Recreation Council or Division for the city, and of community planning allied to recreation, such as Council of Social Agencies, social planners.*

**Commentary:** Such groups may not even be aware of allied impact of parks and recreation, e.g., Chambers of Commerce, police, health organizations.

**Suggested Evidence of Compliance:** Identify instances and personnel who have been part of a community planning group.

**2.2.3** Community Planning Agencies

*The public park and recreation Agency should have a working relationship with professional recreation state organizations, state legislative committees and state and federal agencies concerned with aspects of community planning and operations.*

**Commentary:** Community as used here refers to the total local area or region, not only to the legal jurisdiction. Cooperative community planning means more than just sitting around the table discussing generalities of what each agency is doing. "Community" implies a commitment of people to work together. It means actually working out jointly, before the fact, and considering the needs and resources, as well as objectives of each agency, plans which integrate each agency into the community as a whole, whether it be physical planning, social planning, or both.

**Suggested Evidence of Compliance:** Identify instances and personnel who have worked with state/federal agencies on community planning issues.

**DoD Comment:** In addition to state and federal agencies, Military recreation should have a working relationship with local community and municipal agencies, such as the local Chamber of Commerce and local Parks and Recreation Department.

## 2.3 Strategic Planning

*An Agency should have a strategic plan approved by the board, stating how the Agency will achieve its mission and its goals and objectives.*

**Commentary:** Strategic planning is the managerial process of developing and maintaining an agency posture in relation to goals, resources, and “windows of opportunity” over time. It is the “how” plan to take the agency from where it is to what is envisioned for it. By the Mission (Standard 1.2) and the Goals and Objectives (Standard 1.3) an agency sets forth what it wants to accomplish, but there must be a strategy for actualization. The strategic plan identifies favorable action steps to realize the goals, e.g., political support, financial resources (e.g., dedicated tax, private funding), utilization of technology, community support and melding of diverse constituencies, organizational partnerships, physical resources acquisition. These action steps should be reviewed annually. A strategic plan should position the park and recreation agency so that it may effectively and efficiently achieve its goals and objectives. *Management Manual*, chp. 5 @ pp. 103-107.

The plans in Standard 2.3 are important operational service plans, but they do not include the strategy for implementation.

**Suggested Evidence of Compliance:** Provide a copy of the Agency's strategic plan and date of approval by board, indicate progress being made in implementing the plan.

**DoD Comment:** Installation or Regional Strategic Plans may be available to meet the needs of this managerial process. Where one does not exist a plan would have to be created.

## 2.4 Comprehensive Planning



*There shall be a comprehensive park and recreation system plan, which is basically an inventory of existing conditions and recommendations for future programs and services, acquisition and development of areas and facilities, and administration. The plan shall be officially adopted by the appropriate governing body, updated regularly, and be linked with a capital improvement budget and a phased development.*

**Commentary:** The Agency should have a multi year plan which includes: goals and operational objectives, anticipated workload and population trends, anticipated personnel levels, and anticipated capital improvements and equipment needs. The planning process and its “end product” are essential to effective agency management. The Agency should have a clear written articulation of goals and objectives and a plan for achieving them. The plan should cover successive years beyond the current budget year and should contain provisions for updating, at least annually. *Management Manual*, chp. 5 @ pp. 115-116.

The plan should reflect transportation patterns, population profiles, demand projections, private facilities, socioeconomic factors, aligned and impacted agencies, organizations, and groups, and many other variables.

**Suggested Evidence of Compliance:** Provide a copy of the current plan, with date of official approval; describe linkages to the Agency's capital improvement budget and a phased development.

### 2.4.1 Recreation Programming Plan

*A long-range recreation program plan (3 to 5 years or more) should be developed and periodically reviewed, as well as a current year plan, which includes implementation procedures and priority listings of recreation programs.*

**Commentary:** The program is defined as the elements and services of the public park and recreation agency in all aspects, including administration, financing, areas and facilities, activity selections, et cetera. Program elements are such aspects as community centers and playgrounds, programs for senior citizens, the handicapped and other special groups, and special program fields such as the cultural arts or athletics. Program services are aspects such as program consultation, provision of equipment and facilities, and literature. *Management Manual*, chp. 6.

**Suggested Evidence of Compliance:** A copy of long-range and current year recreation program plans.

#### 2.4.1.1 Community Study

*A comprehensive community study based on population shifts and changing social and economic conditions should be made at least every five years with interim updating.*

**Commentary:** The study may be made by a planning group of which the park and recreation Agency is a part. Social and service statistics should be utilized in the planning process. *Management Manual*, chp. 6, @ pp. 132-135.

**Suggested Evidence of Compliance:** Provide a copy of latest community study and an indication of its use in park and recreation Agency planning.

**DoD Comment:** “Community” in this context applies to the installation, but information from assessments of populations of military personnel living off base should also be included.

#### 2.4.1.2 Community Inventory

*There should be an inventory of program elements and services and physical resources in the community to determine overlapping areas, areas of insufficient activity, areas of omission or inadequacy, and potential safety hazards.*

**Commentary:** The park and recreation Agency should take the initiative in maintaining such inventory if no other group of which recreation is a part has such responsibility. *Management Manual*, chp. 6 @ 134-138.

**Suggested Evidence of Compliance:** Provide a copy of the analysis of the inventory of programs and services and the physical resources of the community.

**DoD Comment:** Even though the MWR is responsible for providing leisure programming on the installation, others, both on and off the installation, provide similar and even competing services. Unwitting competition often exists within a department to the detriment of all (e.g. Leisure Travel (ITT/ITR), Outdoor

Recreation and Single Service Member programs may be offering similar services to the same populations at differing prices and levels of quality). Many agencies provide similar services outside the installation. A cooperative effort is necessary to ensure all populations are adequately served at the optimum level of professionalism within the installation and community resources available. A periodic inventory and review to determine who should provide what based on staffing, facilities and quality of offering is beneficial to all providers.

#### 2.4.1.3 Needs index

*A “needs index” for determining priorities for development of services within the community should be established within the comprehensive plan.*

**Commentary:** A “needs index” often is considered a survey of citizen attitudes and opinions on what recreational activities they desire; however, it really is much more and involves consideration of the basic needs of the people of the community, where such are not fulfilled, and how parks and recreation can contribute toward human development. *Management Manual*, chp. 6 @ pp. 138-144.

**Suggested Evidence of Compliance:** Provide a copy of the "needs index" within the comprehensive plan.

#### 2.4.1.4 Types of Programs

*The total community plan should encompass cooperative programming among the public, commercial, and nonprofit entities.*

**Commentary:** The public park and recreation program should be coordinated with related programs of other organizations in the community, such as the schools, voluntary agencies, and churches, to provide maximum coverage with a minimum of duplication, as well as to reduce inter-agency competition for the time of an individual. Programs under joint auspices with other community organizations should be established whenever feasible. In program development, marketing and community action groups should be involved. It is important to insure groups are well-balanced to truly represent the majority, as well as the minority, of community desires. *Management Manual*, chp. 6 @ pp. 150-154.

The desirability of total community programming is in order to avoid unnecessary waste of effort and finances. Frequently several agencies are found to be programming the same type of activity for the same people at the same time--while some activities and people are neglected altogether.

Agencies should avoid competing with each other for the time of groups of people who have similar types of experience and characteristics.

**Suggested Evidence of Compliance:** Provide description of cooperative programming with examples of Memoranda of Understanding (MOU), Memoranda of Agreement (MOA), partnering, or outsourcing.

**2.4.2** Resource Management and Land Use Planning  
*Management Manual*, chp. 8.

**DoD Comment:** Construction and development projects in the Military Service require the use of either appropriated fund (APF) or nonappropriated fund (NAF) funding and construction processes. Feasibility studies, site plans and professional planners are integral to those processes. This series of standards implies a resource plan that includes all leisure facilities and programs that are foreseen (based on the entire planning process in Section 2) vice a project-by-project effort. DoDI 1015.10; DoD Unified Facility Criteria (UFC); DoDI 7700.18, "Commissary Surcharge, Nonappropriated Fund, and Privately Financed Construction Reporting Procedures;" DoDI 1015.15, "Procedures for Establishment, Management, and Control of Nonappropriated Fund Instrumentalities and Financial Management of Supporting Resources," May 25, 2005; etc. are all used in developing the plan.

**2.4.2.1** Feasibility Studies

*Where deemed advisable or required by law, there should be special or feasibility studies prior to construction to determine the appropriateness of certain special facilities (community centers, fitness centers, swimming pools, zoological parks, etc.).*

**Commentary:** This should also include archeological, historical, geological and ecological studies if they appear to be of significance in the development of an area or facility. Special consideration should be given to environmental hazards,

specifically toxicity. *Management Manual*, chp. 8 @ pp. 250-254.

**Suggested Evidence of Compliance:** Provide copies of studies.

#### 2.4.2.2 Master Site Plan

*There should be a master site plan for areas and facilities. As with the comprehensive plan, it should be officially adopted by the appropriate governing body.*

**Commentary:** The Plan sets forth each individual park site or special area, delineating areas of activity, circulation patterns, building locations, parking areas, and other components for overall development. The plan should include cost estimates for long-range programming. All construction and development should include detailed working drawings and specifications with cost estimates and necessary bidding documents. The plan should reflect the program plan and should have the consultation in the initial planning stage of those who will program, operate and maintain the area or facility. *Management Manual*, chp. 8 @ p. 279.

**Suggested Evidence of Compliance:** Provide copies of the various master and site plans with some indication that supporting operational staff have been involved in the planning process and that the plans have been officially adopted.

#### 2.4.2.3 Resource Management Plan

*A resource management plan should accompany the master land use plan of a resource-based park.*

**Commentary:** The resource management plan should be an integral part of developing the master use plan, having impact on activity areas. It should include both natural and cultural resources. The plan should reflect the professional interests of those who will program, operate and maintain the area or facility. It also must provide for sound environmental practices. *Management Manual*, chp. 8 @ pp. 279-284.

**Suggested Evidence of Compliance:** Provide copies of both plans with evidence that supporting operational staff have been

involved in the planning process and that the plans have been officially adopted.

#### 2.4.2.4 Competent Planning Personnel

*The foregoing resource management and land use plans and studies should be prepared by a park planner, landscape architect, or other design professional, depending upon the nature of the project.*

**Commentary:** Where appropriate, pertinent governmental agency input and review should be sought. *Management Manual*, chp. 8 @ pp. 269-270.

**Suggested Evidence of Compliance:** Provide documentation of competency of planning personnel, staff or contractor.

#### 2.4.2.5 Citizen Involvement

*Planning should include total citizen involvement in the planning process to best meet their needs and gain their support.*

**Commentary:** Both general public and special interest groups should be included to insure complete and realistic view of community desires to plan properly. *Management Manual*, chp. 8 @ pp. 259-262.

**Suggested Evidence of Compliance:** Describe how the interest groups representing the cultural diversity of the community were involved.

#### 2.4.2.6 Phased Development

*The overall physical plan should have phased development (prioritization), with a capital improvement budget for each phase. The plan should provide for flexibility due to changing conditions.*

**Suggested Evidence of Compliance:** Provide a copy of phases of physical plan with a capital improvement budget for each phase. *Management Manual*, ch. 8, pp. 276.

**DoD Comment:** Projects identified as part of the planning process are submitted through the military construction

(MILCON), NAF construction, and special projects to compete for resourcing and phased development.

## 3.0 ORGANIZATION AND ADMINISTRATION

### 3.1 Organization

No specific organizational structures or specific titles or designations for various organizational components are suggested or recommended. To do so would limit organization flexibility and would make it difficult to accommodate the unique resources and capabilities of individual agencies. *Management Manual*, chp. 3.

Basic organizational principles are emphasized in this section, agencies with the capacity to go beyond the application of basic principles are encouraged to explore innovative approaches to organization.



#### 3.1.1 Staff Organization Structure

***The Agency shall establish a staff organizational structure, specifying in detail the interrelationships of the system from the highest authority to all staff positions.***

**Commentary:** An Agency should establish a formal structure through which organizational components are arranged, defined, directed, and coordinated. Separate organizational components should be established for the grouping of line functions (those activities which are directly related to carrying out the agency's objectives) and staff functions (those activities carried out to support the line function).

In addition to the written description, an agency should have an official organizational chart. The chart should reflect the chain of command and the line of authority and communication within the Agency. The chart should be updated as required, but at least annually, and should be posted permanently in at least one location accessible to all personnel.

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

The organizational structure should be established so that the alignment of responsibility and delegation of authority is clearly understood to enable an agency to carry out its goal.

In order to become aware of what is expected of staff and to promote efficiency and responsibility, employees should be accountable to only one supervisor. There may be a time when a supervisor has to give work direction to an employee who is outside the chain of command; however, in ordinary circumstances, each employee should be able to identify one, and only one, supervisor to whom the employee is accountable.

To achieve effective direction, coordination, and control, the number of employees under the immediate control of a supervisor should not be exceed OPM standards. This standard applies to each hierarchical level of the structure. Typically, at higher levels of authority, there are fewer employees in the span of control. The addition of employees increases the difficulty of command and decreases the efficiency of both the supervisor and their employees.

To achieve effective direction, coordination, and control, the number of employees under the immediate control of a supervisor should not be excessive. This standard applies to each hierarchical level of structure. Typically, at higher levels of authority, there are fewer employees in the span of control. The addition of employees increases the difficulty of command and decreases the efficiency of both the supervisors and their employees.

To achieve effective direction, coordination, and control, supervisory personnel should be accountable for the performance of employees under their immediate supervision. This standard applies to each level of supervision within the Agency. *Management Manual*, chp. 3 @ pp. 47-53, 60-62.

**Suggested Evidence of Compliance:** Provide a copy of an organizational structure chart, which shows interrelationships. (Distinguish 1.1.1.1)

### 3.1.2 Delineation of Responsibility

*The Agency should have a written purpose for each organizational component and for the duties and responsibilities of each job assignment within each component, which should be available to all personnel.*

**Commentary:** To enhance coordination, all personnel should understand the responsibilities of each organizational *components* within the agency and be able to review up-to-date position descriptions of the duties and responsibilities of each job assignment. (See 4.1.2.3)

At every level within the organization, personnel should be given the authority to make decisions necessary for the effective execution of their responsibilities. A priority should be assurance that each employee is made fully accountable for the use of delegated authority, as well as for the failure to use it. *Management Manual*, chp. 3 @ pp 50-53.

**Suggested Evidence of Compliance:** Provide a copy of the written purpose and indicate how it is distributed to personnel.



### 3.1.3 Administrative Manual

*There should be an administrative manual encompassing policies, rules and regulations, and operational procedures relative to programming, including fiscal forms, permits, uses of areas, charges and fees procedures, rentals, system of requisition, inventories, availability of material and supplies, and safety considerations.*

**Commentary:** A manual should be considered the repository of official agency policy (see 1.4.2), procedures, and rules and regulations, and new statements concerning policy, procedures, or rules and regulations should systematically be incorporated into the manual. The manual should be in a format that permits easy revision. Every supervisory employee should be issued an appropriate manual, and manuals should also be placed in accessible locations within the agency for easy reference by employees. Caution: be aware that employee manuals do not become employee contracts. See your legal counsel. *Management Manual*, chp. 3 @ pp. 53-55.

**Suggested Evidence of Compliance:** Provide a copy of the administrative manual.

## 3.2 Administrative Facilities

### 3.2.1 Administrative Offices

*There should be adequate administrative space and equipment to perform the Agency's functions and responsibilities.*

**Commentary:** The administrative offices should be accessible to the public and include an adequate attractive reception area. There should be comfortable and attractive meeting rooms for planning purposes and in-service education, etc. by both professional staff and volunteers. There should be adequate office space for personnel with satisfactory workspace, storage

facilities, and filing cabinets. There should be a centrally located, up-to-date library for staff use and research. There should be an adequate, efficiently staffed and controlled warehouse for storage and distribution of all types of materials and supplies, and equipment. In smaller agencies, particularly, these administrative office functions might be in conjunction with other departments of the governing body. *Management Manual*, chp. 3 @ pp. 55-56.

**Suggested Evidence of Compliance:** Provide a check list of the types of space indicated in the community with qualitative annotation of adequacy.

### 3.2.2 Support Services

*Adequate support staff and services should be provided to enable the professional staff to perform their appropriate functions.*

**Commentary:** Sufficient and appropriately skilled clerical and maintenance staff should be provided. Adequate support services, equipment, and materials, such as typewriters, computers and copiers, resource literature, and AV equipment, should be provided. Current technology, where appropriate and feasible, should be utilized to effectively perform functions. For economy and efficiency, the professional personnel should be freed as much as possible from clerical, maintenance, and other sub-professional functions. *Management Manual*, chp. 3 @ pp 56-57, chp. 10.

**Suggested Evidence of Compliance:** Provide a listing of both support staff and services with qualitative annotation of adequacy.

### 3.3 Public Information, Community Relations, and Marketing



*There shall be a written statement regarding the role of public information, community relations, and marketing functions in the community.*

**Commentary:** Standards in this section relate to the establishment and maintenance of public information and community relations functions. *Management Manual*, chp. 11.

**Suggested Evidence of Compliance:** Provide the written statement.

### 3.3.1 Public Information

*A written statement states that the Agency is committed to informing the community and the news media of events within the public domain that are handled by or involve the Agency and sets forth policies that govern what information should be released, when it should be released, and by whom it should be released.*

**Commentary:** To operate effectively, a park and recreation agency must have the support of its community. An agency can obtain such support by informing the public and news media of events that affect the lives of citizens in the community. In short, the agency's policy should be one of sensitivity, openness and candor. By providing the news media and the community with information on agency administration and operations, a relationship of mutual trust, cooperation, and respect can be maintained. *Management Manual*, chp. 11 @pp. 413-416.

To convey information an agency often relies on the news media. The information (primary facts) should be conveyed timely and accurately.

The public information function should include assisting news personnel in covering routine news stories, availability for responses to the news media, preparing and distributing agency news releases, and arranging for, and assisting at news conferences.

The Agency's written statement should address how the Agency will handle potential situations in which the news media is interested in Agency operations, as well as situations where the Agency wishes to generate media interest.

**Suggested Evidence of Compliance:** Provide the written statement.

**DoD Comment:** Installation Public Affairs is the controlling authority for dissemination of any information to local media agencies.

### 3.3.2 Community Relations

*The Agency should be committed to establishing close ties with the community and responding to its needs, and to this end should establish a community relations plan.*

**Commentary:** The standard is formulated with the specific intent of identifying and addressing problems arising between the park and recreation agency and all segments of its service population. An agency should make use of the many community organizations that exist in its jurisdiction and establish formal relationships with them. More importantly, the park and recreation agency should play an active role in organizing community groups where they do not exist. By establishing such links with the community, the park and recreation agency learns of issues, needs, and opportunities and respond to them before they become problems. By developing programs geared toward increasing the community's understanding of the activities and role of the agency, public confidence can be increased while lessening obstacles to implementing new programs that could otherwise fail for want of public understanding or accurate information. *Management Manual*, chp. 11 @ pp. 403-421.

A statement of agency commitment serves a twofold purpose. First, it assures members of the community that the agency is, in fact, concerned with meeting their needs. Second, it acts as an internal statement of policy that guides employees' conduct. The park and recreation agency should establish direct contacts with the community served, especially special interest groups and concerned individuals. Without "grass roots" community support, successful programming may be difficult to sustain. A well-organized community relations effort can act as an effective means of eliciting public support and can serve to identify problems in the making.

The community relations plan usually provides for the following: establishing contact with formal community organizations and other community groups; developing community relations policies for the agency (as an organization); identifying training needs through interviews with customer representatives, consultations with those involved in internal investigations, and conferences with supervisors; and establishing community groups where such groups do not exist. Community relations programs established and activities conducted should be limited in scope only by the imagination and resourcefulness of those involved.

**Suggested Evidence of Compliance:** Provide the community relations plan.

**DoD Comment:** "Community" in this context refers to the larger off installation community.

**3.3.3** Coordinator

*There should be a person in the Agency responsible for the public information and community relations functions.*

**Commentary:** The intent of the standard is to ensure that the Agency has a point of control for information dissemination to the community and the media. In large jurisdictions where media contacts are frequent and often of a sensitive nature, a full-time public information officer may be needed to coordinate activities; however, where the community served is small and media contacts infrequent, the assignment of the function to an individual as a part-time responsibility may suffice. While it is recognized that each employee has the responsibility for promoting community relations, the intent of the standard is to vest the authority and responsibility for developing and coordinating the Agency's community relations function in an identifiable position. The person in the position should either be or have direct access to the chief administrator.

**Suggested Evidence of Compliance:** Provide the position description which reflects responsibilities for such functions.

**3.3.4** Marketing

*Management Manual*, chp. 11 @ pp. 422-482.

**3.3.4.1** Marketing component functions, plan

*The Agency should have a marketing component with specified functions and a written plan, which includes annual evaluation of the whole marketing component.*

**Commentary:** Effective market research, planning, product development, strategies and objectives for delivering demand-driven, high-quality programs and services contribute to successful park and recreation operations. Marketing is a process for accomplishing agency mission and objectives by developing, pricing, making accessible, and providing accurate and timely information about recreational opportunities which satisfy the wants/desires of target publics/markets. Developing accurate and timely information about the expectations and perceptions of different market publics and recreational opportunities, and making it accessible to administrators is crucial to effective marketing. Marketing should be recognized as a crucial function.

Larger park and recreation agencies should designate a person or staff unit with the primary responsibility for development, implementation and evaluation of marketing strategies and tactics. In addition, the complexities of marketing and related research functions in today's world require that all agency staff should be appropriately educated about marketing and its application across functions. *Management Manual*, chp. 11 @ pp. 430-460.

All park and recreation agencies perform certain marketing functions; the scope depends on their size and mandate. Among the functions are user inquiry, development of an agency marketing philosophy and marketing plan, and development of operational procedures and policy guidelines to implement that philosophy.

An annual evaluation of the marketing functions should include the following items: type of activity; location; time; date; objectives achieved, and actual cost. The position accountable for the marketing component of the agency should perform evaluations comparing the plans and the results of activities and meet regularly with operating units of the agency, neighborhood associations and other business/community groups to assess program needs and evaluate current programs. Marketing strategies should be evaluated against written marketing objectives.

**Suggested Evidence of Compliance:** Provide a copy of the written plan and latest evaluation.

#### 3.3.4.2 Marketing Research

*There should be a marketing research component in the marketing plan.*

**Commentary:** An agency should perform market research to determine community program needs/demands and supply analyses of the same; develop user profiles and identify potential target/publics markets for the agency, conduct market tests of new programs; meet regularly with neighborhood associations and other business/community groups to assess program needs and evaluate current programs. There should be dissemination of analytical reports to appropriate organizational units. Cross-reference 2.1. *Management Manual*, chp. 11 @ pp. 460-464.

**Suggested Evidence of Compliance:** Copies of collected and summarized research as described in the marketing plan.

#### 3.3.4.3 Position Responsibility

*A specific person should be designated to direct the marketing component*

**Commentary:** If possible, marketing functions should be the responsibility of a permanent position or component of the agency. This person works closely with all agency units in developing, coordinating and implementing the agency marketing plan. In smaller agencies, this may be one of several responsibilities of a person. *Management Manual*, chp. 11 @ pp. 410-413, 458-459.

**Suggested Evidence of Compliance:** Provide the position description which includes responsibilities for the marketing component.

#### 3.3.4.4 Quality Assurance

*The park and recreation Agency should monitor and evaluate the quality of its facilities, natural resources (areas), programs and services from the user's perspective.*

**Commentary:** Today's recreation users are increasingly discerning in terms of facility, program, and service quality. Failure to provide this quality will damage relationships with customers (users) and stakeholders, reduce potential revenues and increase long-term operating costs. *Management Manual*, chp. 11 @ pp. 467-477.

Park and recreation agencies must be sensitive to the issue of quality assurances and customer (user) relations. Customer relations and hospitality training are important elements of assurance, but are not enough by themselves, to guarantee quality recreation experiences. There must be total quality management. It takes consistency of effort and time to realize and continually improve quality. Quality assurance requires focused organizational decision-making, processes, and employee efforts toward meeting, and where possible exceeding, customer expectations.

The quality assurance program should include (a) objectives for improving the quality of specific facilities, programs, and services, (b) quality standards for facilities and service, (c) and employee education.

A quality assurance program should be the responsibility of the administrator or designated personnel.

**Suggested Evidence of Compliance:** Describe procedures for monitoring and evaluating.

### 3.3.5 Periodic Report and Evaluation

*At least quarterly, the person or persons responsible for the public information/community relations and the marketing functions should submit a report to the Agency's chief administrator; and, the plans (3.3 and 3.3.4.1) should be evaluated annually, at a minimum, for effectiveness.*

**Commentary:** The report should include, at a minimum, the following elements: a description of current concerns voiced by the community; a description of potential problems that have a bearing on park and recreation activities within the community; and a statement of recommended actions that address previously identified concerns and problems. During his or her routine activities, the employee responsible for public information and community relations will become aware of areas of concern to community residents and of situations that could develop into problems in the community. The effectiveness of marketing strategies should be set forth. *Management Manual*, chp. 11 @ p. 459.

**Suggested Evidence of Compliance:** Provide several informal reports and the annual evaluation.

**DoD Comment:** DoD Military recreation can obtain an MWR marketing report and annual evaluations. However, Military recreation does not have the authority to require information reports or annual evaluations from public affairs or community relations offices that are beyond their organizational span of control.

## 3.4 Management Information Systems, including Records Management

### 3.4.1 Management Information Systems

*The Agency shall have a management information system, including statistical and data summaries of Agency activities, such as daily, monthly, and annual reports.*

**Commentary:** The management information system should provide reliable information to be used in management decision-making. This is important in predicting workload, determining manpower and other resource needs, and preparing budgets. Examples of data sources are program attendance, equipment and material inventories, work orders, budget administration records. *Management Manual*, chp. 10.

The administrative reporting system should provide management information on the activities of the agency. Properly designed administrative reports will reflect comparative data and trends on activities. An administrative reporting system is effective in insuring communications throughout the chain of command. An appropriate information system should include at least financial, personnel, and program records; property inventories; legal documents; and accident reports.

The monthly report should provide heads of organizational components an opportunity to account for the activities in their units during the previous month. Administrative matters may be discussed in the report, and comparative data on activities of the previous month, same month in the previous year, and year-to-date are valuable sources of management information. The monthly report may also permit the heads of organizational units to identify the objectives of their units for the next month.

The annual report may be a summary of the monthly reports. The report should provide comparative data and statistics and account for the activities of the agency.

**Suggested Evidence of Compliance:** Describe and provide evidence of use of management information systems, such as copies of recent statistical and data summaries.

**3.4.2** Records Management  
*Management Manual*, chp. 10 @ pp 366-367.

**3.4.2.1** Central Records Component

*The Agency should have a central records system, including records control, maintenance, and retention.*

**Commentary:** The central records function is important to the effective delivery of park and recreation services. Those records that are basic to meeting the management, operational, and information needs of the agency should be included. The schedule for retaining records should be consistent with legal requirements. *Management Manual*, chp. 10 @ pp. 366-367.

**Suggested Evidence of Compliance:** Describe the central records systems with notations regarding the adequacy of the system.

#### 3.4.2.2 Handling of Funds

*There should be written procedures for handling funds by personnel.*

**Commentary:** The procedures should enhance security and accountability of all monies received by the agency, and include designation of persons permitted to receive money, receipt procedures, accountability, security, and audits. Employees handling money should be bonded. Cross-reference 5.3.3.

**Suggested Evidence of Compliance:** Provide copy of procedures.

**DoD Comment:** Nonappropriated Fund Instrumentality (NAFI) funds (both APF and NAF) are managed and accounted for in accordance with DoD Instruction 1015.15 and DoD 7000.14-R, "Financial Management Regulation, Volume 12, Special Accounts, Funds and Programs," current edition. DoD Directive 5010.40, "Management Control (MC) Program," and all applicable internal control regulations shall be followed.

#### 3.4.2.3 Accident Reports

*There should be written procedures for accident and incident information collection and use of the accident or incident report.*

**Commentary:** Cross-reference to 8.2.3 and 9.6. There should be an accident report form, in addition to police, vehicle accident, or insurance reports, which includes identification information (who), specific location of accident (where), description of accident (what) in terms of action of injured and sequence of activity, what preventative measures the injured could have taken, procedures followed in rendering aid, and disposition. Data should be

obtained in an appropriate manner to support planned and coordinated accident prevention programs within the agency.

Incident reports also must be made for such as disturbances, lost child, stolen items, car break-ins, et al.

There should be specific management use of the information on the accident and incident reports.

**Suggested Evidence of Compliance:** Provide a copy of the procedures.

**DoD Comment:** Accident reporting will be in compliance with local installation, military Service, and DoD requirements. Standard operational procedures are to be on file.

### 3.4.3 Program Service Statistics

*Appropriate service statistics should be maintained to plan, interpret, and evaluate the recreation and park program.*

**Commentary:** Appropriate records on individual participants and groups should be maintained in a form that lends itself to summarization to provide useful information, such as proportion of constituents receiving services; number of participants registered, number of groups and sessions, and the attendance; composition characteristics of the participants as well as the constituency, such as age, sex, cultural background, marital status, educational level, occupation, length of time in community; and effects of program on participants when measured, such as level of proficiency, learning of new skills, changes in behavior patterns, new interests expressed, etc.

*Management Manual*, chp. 10 @ pp. 367-368.

In addition, community impact data should be obtained to assess the effectiveness of an agency's programs and services.

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

**Suggested Evidence of Compliance:** Provide the types of service statistics maintained and have available on site reports issued and how the data were utilized.

### 3.5 Communications



***A communication system shall be established to insure the accurate and timely transfer of information, both internal and external.***

**Commentary:** An internal communications component within the Agency includes communication both “upward” and “downward.” *Management Manual*, chp. 3 @ pp. 57-60, chp. 10 @ 370-374.

An external communications component includes formal communications to higher levels of government, counterpart agencies, news media, and members of the public. Timely communications with external departments of government and outside agencies are crucial to success in cooperative efforts in meeting the needs of the community. Good communications with the appropriate news media are essential. The person or unit accountable for the communications function within the organization structure should be designated. In smaller agencies the function may be combined with others; however, in larger agencies, it should be a distinct unit.

**Suggested Evidence of Compliance:** Describe communication system.

### 3.6 Planning and Research

All park and recreation agencies perform certain planning functions, depending upon their size and mandate. Among these are analyses of requests for services, development of an agency plan and budget recommendations, liaison with other planning agencies, and development of operational procedures and policy guidelines.

Standards in this section relate to planning and research capabilities within park and recreation agencies and to the proper organization and staff requirements to perform these functions. A full-time and permanent planning office is necessary for larger park and recreation agencies in order to respond to the amount and complexity of required planning and research functions. Smaller agencies should have a person with planning capabilities. The planning function may be within or in conjunction with an agency planning unit.

For additional standards, see 2.0 Planning and 10.0 Evaluation and Research. *Management Manual*, chp. 5 @ p. 118.

#### 3.6.1 Function within Agency

*The Agency should have planning and research functions with established responsibilities and functions.*

**Commentary:** Planning and research activities are essential to effective agency management. Frequently, they are the responsibility of a permanent component (e.g., planning and research) of the agency; however, they may be performed by staff from various units or contracted to an outside professional consultant (planner or researcher). Complex demands for services and declining public resources require that the park and recreation agency carefully research operational alternatives and plan future programs. *Management Manual*, chp. 5 @ p. 118.

Precise guidelines should be written to establish the parameters of planning and research tasks and responsibilities. This process will fix staff accountability and reduce misunderstanding. Among the planning and research functions that may be included in the statement are: multi year planning; operations planning; budgeting; personnel allocation alternatives; systems analysis; and contingency planning. The functions should include a description of activities (budget development, forms control, grant management, strategic operational planning, traffic analysis, and information management) and how they should be organized or assigned. The statements of larger agencies should address planning within and outside the planning and research unit.

**Suggested Evidence of Compliance:** Provide copy of responsibilities and functions of the planning and research function.

### 3.6.2 Personnel

*The Agency should employ at least one staff member or consultant who has planning and research capability.*

**Commentary:** The complexities and demands of an effective planning and research unit require the attention and skills of at least one full-time employee servicing this function for large agencies; small agencies should have a person on staff who understands planning and research and can work with other agency units or consultants. *Management Manual*, chp. 5 @ p. 118.

Staff should be appropriately educated and qualified for their positions, have a clear delineation of their responsibilities, and be held accountable to agency executives.

The competence of the planning unit's head is a major ingredient in a productive and effective planning and research effort. This competence may be reflected both in academic training and in prior professional experience.

There should be no more than one person in the chain of command between the director of the planning and research unit and the agency's chief administrator. The planning and research component should be related as directly as possible to the agency's chief administrator. Such proximity enhances the planner's ability to collect data and make programmatic recommendations and the chief administrator's ability to make informed decision.

**Suggested Evidence of Compliance:** Provide job description for persons who have planning and research function and/or consultant agreement.

**DoD Comment: This standard is not applicable for Military recreation.** Military installations lack research capability because they do not have funding or manpower positions for research personnel. Research is typically a Military Service headquarters responsibility.

### 3.6.3 Analysis of Operations

*There should be a semiannual analysis of operational activities, which includes the following: type of activity--location--time--date and is disseminated to affected organizational units.*

**Commentary:** The planning and research function should include periodic analyses or operations activities to facilitate accurate and timely decision making in the allocation or deployment of agency resources. *Management Manual*, chp. 5 @ p. 118.

The opportunity for beneficial changes in the use of agency resources is facilitated by the dissemination of studies and information.

**Suggested Evidence of Compliance:** Provide the last two semiannual analyses and indicate to whom they were disseminated.

---

## 4.0 HUMAN RESOURCES

---

*Management Manual*, chps. 12 and 13.

### 4.1 Employees

NOTE: A comprehensive employee manual of the park and recreation or central Agency will encompass many of the subsequent standards of this section and provide the requested evidence of compliance.

**DoD NOTE: DoD APF employees:** Civil service employees are covered by Office of Personnel Management (OPM) regulations and by DoD 1400.25-M, Department of Defense “Civilian Personnel Manual.” **DoD NAF employees:** DoD NAF employees are Federal employees, but are not covered by most of the civil service personnel system’s programs and rules. NAF personnel policy, covering staffing, workforce relations, pay, classification, leave, and employee benefit plans, are contained in “DoD 1401.1-M, DoD Personnel Policy Manual for Nonappropriated Fund Instrumentalities,” and Chapter 1400 of DoD 1400.25-M, “Department of Defense Civilian Personnel Manual (CPM).” The Heads of DoD Components provide implementing regulations and procedures.



#### 4.1.1 Chief Administrator

***There shall be a professionally-qualified administrator who is responsible to the managing authority for the management, direction, and control of the operations and administration of the Agency, and who shall have authority to perform such responsibilities.***

**Commentary:** The administrative or executive function is accomplished by the administrator employed by the managing authority to be responsible for the operation of the agency. This administrator may possess different titles, such as superintendent of parks and recreation, superintendent of recreation, director of parks and recreation, commissioner of recreation, executive officer, general manager. Whatever the title, this person serves as the chief executive officer, the top administrator. The administrator should be employed full-time, year-round, and be qualified by experience and education in park, recreation, or related disciplines. A key point is that only one person should be so designated. *Management Manual*, chp. 13 @ pp. 535-543.

The administrator should help the managing authority to become familiar not only with the individual responsibilities of the managing authority members, but also with general operation of the agency. The administrator should keep board, staff, and community informed of public policy issues as affects its constituency.

A system of succession should be established to ensure that leadership is available when the agency's chief administrator is incapacitated, of duty, out of town, or otherwise unable to act.

It is highly desirable that the chief administrator be a Certified Park and Recreation Professional (CPRP).

**Suggested Evidence of Compliance:** Provide name and professional qualifications of the current chief administrator; also provide copy of the position description. Evidences of "professionally qualified" include: (1) Certified Park and Recreation Professional (CPRP), (2) degree in parks and recreation or related field, (3) four-year college degree and five years professional experience in parks and recreation, and involvement in professional park and recreation organizations (see 4.1.4.2.2). All three criteria are highly desirable.

**DoD Comment:** This position is called MWR Director in most places, but other titles are appropriate. This person should be the civilian professional who is in charge of the overhead function - normally managing the MWR Fund and supervising the functions included in these standards.

#### 4.1.2 Staffing



##### 4.1.2.1 Competent staff

***The Agency shall employ professional staff qualified to develop and operate programs and services.***

**Commentary:** Competent professional leadership should be employed to carry out the program in accord with the goals and objectives. Type of leadership needed to carry out specific program elements and services should be concisely identified in the performance budgeting process where leadership costs are assessed. Each individual employed should be delegated authority commensurate with the assigned tasks.

Staff should be qualified for the positions as provided in the job analyses (4.1.2.3). Professional park and recreation personnel should have certification and educational training appropriate to the position. For appropriate positions, the staff should be a Certified Park and Recreation Professional (CPRP) or Associate Park and Recreation Professional (APRP).

Note specific staff requirements in other standards, e.g., 2.4.2.4. planning, 3.3.3 public information/community relations, 3.3.4.3 marketing, 3.6.2 planning and research, 9.2 risk management, 10.3 evaluation.

**Suggested Evidence of Compliance:** List professional staff with the responsibilities and qualifications to carry out such responsibilities.

**DoD Comment.** Provide copy of agency and service/installation merit staffing policies. Provide copy of job announcements describing staff responsibility and qualification requirements.

#### 4.1.2.2 Supervision

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

**Commentary:** Supervision should be an on-going and systematic process and not just available when a problem occurs. Effort should be made toward establishing the supervisory process as one of helpfulness for the well-being of the individual and agency, and not just overseeing. Supervision can be one of the most important self-development programs available to the employees. See also Standards regarding performance evaluation (4.1.4.5) and staff development (4.1.4.4.2).

**Suggested Evidence of Compliance:** Provide the evidence of a systematic process for supervising personnel.

**DoD Comment:** Provide performance evaluation policy and examples of applicable performance plans.



#### 4.1.2.3 Job analyses

*A written job analysis for all positions shall be maintained on file and shall include, at a minimum: duties, responsibilities, and tasks of each position; and minimum level of proficiency necessary in the job-related skills, knowledge, abilities, and behaviors.*

**Commentary:** A variety of valid and useful methods are available for conducting a job analysis, and no one method is necessarily better than another. Those responsible for the job analysis may use whatever techniques are the most economical and efficient for analyzing and presenting the basic information required. *Management Manual*, chp. 13 @ pp. 543-545.

A comprehensive job analysis includes both the position description (title, line of authority, scope and range of authority; duties, functions, responsibilities; and amount and kind of supervision exercised and received), and job specifications or qualifications (education, certification or registration, experience, competencies, special skills, et al).

**Suggested Evidence of Compliance:** Job analysis on file.

**DoD Comment.** Provide copy of Service/installation standardized job descriptions.

#### **4.1.3** Recruitment and Selection

##### **4.1.3.1** Recruitment Process

*There should be a comprehensive and aggressive recruitment and selection program to secure qualified personnel.*

**Commentary:** A written statement should initiate the formal recruitment process. Administrative control for the process should be vested in one identifiable position. All agency personnel should be involved in a recruitment process based upon a written recruitment plan with specific goals and measurable objectives that are evaluated and reevaluated annually. *Management Manual*, chp. 12 @ pp 498-503.

Recruitment activities will be enhanced by cooperative arrangement with a personnel agency, if any, and with community

organizations, and key leaders. Recruiters should be sent on-site to educational institutions and community service organizations. An extension of recruitment is establishing a park and recreation student intern program.

It is understood that in certain cases an agency is required to handle its personnel through a state or local civil service merit system, and is, therefore, linked to that system in the recruitment of its park and recreation personnel. Obviously, every agency is obligated to comply with all applicable statutes and policy statements. Statutory changes and new policy statements are clearly out of the hands of the agency itself. However, in such a situation, the agency is required to show that the civil service agency upon which it depends is in compliance with applicable standards.

**Suggested Evidence of Compliance:** Provide a copy of written recruitment and selection procedures.

**DoD Comment.** Provide copy of installation and Service Component merit staffing procedures. Provide copy of recruitment action plans.

#### 4.1.3.2 Equal Employment Opportunity

*There should be a written policy regarding cultural diversity for all employment practices and evidence that it is being implemented.*

**Commentary:** The Equal Employment Opportunity Plan should assure equal opportunities for employment (hiring) and promotion and equity in employment working conditions. The Equal Employment Opportunity Plan should be based on an annual analysis of the Agency's present employment policies, practices, and procedures relevant to their effective impact on the employment and utilization of all persons. The American Disabilities Act also should be implemented effectively. *Management Manual*, chp. 12 @ pp. 491-498.

**Suggested Evidence of Compliance:** Provide a copy of the managing authority or Agency policy and indicate how it is being implemented by the Agency.

**DoD Comment.** Provide a copy of DoD Directive 1440.1, “The DoD Civilian Equal Employment Opportunity (EEO) Program.”

#### 4.1.3.3 Selection Process

*There should be a manual that describes all components of the selection process.*

**Commentary:** A comprehensive manual is essential for the proper administration, use, and defensibility of the selection process. The manual describes the order of events in the selection process. The manual may deal solely with the selection process or may be incorporated in a larger personnel management or general policy and procedure manual. The manual should include, at the least, information about the purpose, development, validity, utility, fairness, adverse impact, administration, scoring, and interpretation of all elements used in the selection process. The park and recreation agency may rely upon a state or local civil service commission, employment agency, or other public or private external organization to administer or provide one or more elements of the selection process. If so, a copy of all relevant manuals should be maintained on file by the park and recreation agency. *Management Manual*, chp. 12 @ pp. 503-511.

Where a centralized personnel agency exists, the responsibilities retained by the park and recreation agency shall be specified. The park and recreation agency should retain specific prerogatives concerning the selection process that will allow the agency to obtain qualified candidates for its positions. Identification of the specific needs of the Agency, determination of skills, and the personal attributes required for positions and the selection of personnel on these bases are examples of responsibilities that should be retained by the park and recreation chief administrator. The agency also should have a role in the development of the measurement instruments that are used in determining the skills and attributes of applicants for positions.

**Suggested Evidence of Compliance:** Provide a copy of manual.

**DoD Comment:** Refer to appropriate civil service and NAF employment policies.

#### 4.1.3.4 Background Investigations

*Personnel hiring should include procedures for background investigation prior to appointment, including:*

- *the verification of a candidate's qualifying credentials,*
- *a review of a candidate's civil and criminal record, if any;*
- *verification of at least three personal references of the candidate; and,*
- *particular attention to drug and child/adult abuse record.*

**Commentary:** The background investigation, though costly and time-consuming, is considered by many practitioners to be the most useful and relevant component of the selection process. Investigators must use all data available on the candidate, especially the application form and the medical history report.

It is more reliable to conduct the inquiry in person, though telephone and mail inquiries are appropriate in cases of criminal history and driving records. Background investigations are generally listed among the final stages in the selection process only to suggest that this is when they should be completed; they are likely to have commenced much earlier. There is a need for special sensitivity to any possible child abuse record. Background investigation procedures may be in the personnel manual. *Management Manual*, chp. 12 @ pp. 509-510.

**Suggested Evidence of Compliance:** Provide copy of procedures and examples of background checks completed.

**DoD Comment:** DoD 1401.1-M and DoD 1400.25-M provide broad policy for employee qualification and suitability requirement of NAF employees. Compliance with DoD 5200.2-R, "Personnel Security Program," is required.

#### 4.1.4 Management Policies and Procedures



##### 4.1.4.1 Personnel Manual

*There shall be written policies which govern the administration of personnel procedures for both professional and nonprofessional employees and are reviewed annually.*

**Commentary:** The personnel practices should include procedures for selection, hiring, and dismissal; retirement, hospitalization,

leaves, vacation, and other fringe benefits, increment policy; salary schedule; incentive system; and staff development program. Policies and practices should be in accord with the working conditions of the immediate locale. *Management Manual*, chp. 13 @ 548-549.

The manual of personnel policies and practices should be given to each employee, as appropriate to the position held.

**Suggested Evidence of Compliance:** Provide copy of policies and manual; describe on-the-job training opportunities; indicate procedures for annual review and date of latest review.

**DoD Comment: DoD APF employees:** Civil service employees are covered by Office of Personnel Management (OPM) regulations and by DoD 1400.25-M, Department of Defense “Civilian Personnel Manual.” **DoD NAF employees:** DoD NAF employees are Federal employees, but are not covered by most of the civil service personnel system’s programs and rules. NAF personnel policy, covering staffing, workforce relations, pay, classification, leave, and employee benefit plans, are contained in “DoD 1401.1-M, DoD Personnel Policy Manual for Nonappropriated Fund Instrumentalities,” and Chapter 1400 of DoD 1400.25-M, “Department of Defense Civilian Personnel Manual (CPM).” The Heads of DoD Components provide implementing regulations and procedures.

#### 4.1.4.2 Professional Considerations



##### 4.1.4.2.1 Code of Conduct (Ethics)

*There shall be a statement of personnel (Agency) responsibility or role in politically sensitive issues as related to the park and recreation system, business dealings with other entities, interrelationships with other organizations and agencies, and interactions with participants.*

**Commentary:** Professional ethics is a concern of the profession and of great importance to the integrity of the system. There should be guiding policies on a number of specific aspects, such as activism and partisanship, yet recognizing freedom of speech, acceptance of guidelines,

etc. *Management Manual*, chp. 3 @ 62-64, chp. 13 @ pp. 557-558.

Ethical behavior for the public good is of utmost importance, and should include conflicts of business interest, personal relationships to clientele including child abuse, drug abuse, et al.

**Suggested Evidence of Compliance:** Provide a copy of the code of conduct.

**DoD Comment:** The DoD 5500.7-R, “Joint Ethics Regulation (JER),” (<http://www.dtic.mil/whs/directives/corres/html/55007r.htm>) and Military Service Standards of Conduct are in place to fulfill this requirement. DoD 1401.1-M provides standard of conduct policy for NAF employees. Provide Component annual ethics training requirements as additional evidence of compliance.

#### 4.1.4.2.2 Professional Organizations

*Professional park and recreation personnel should be active members of their professional organizations.*

**Commentary:** “Active” means more than holding membership. It includes attendance at meetings, presentations, committee work, elected and appointed positions, et al. *Management Manual*, chp. 13 @ pp. 557.

**Suggested Evidence of Compliance:** Provide a list of personnel, and the professional park and recreation organization(s) in which they are a member; indicate nature of participation.

#### 4.1.4.3 Compensation, Benefits, Conditions of Work

##### 4.1.4.3.1 Compensation (salaries and wages)

*There should be a written compensation plan, which is reviewed annually. There should be equity of*

*compensation among units within the local government unit.*

**Commentary:** The compensation plan should include, such as: entry-level compensation for the agency; compensation differential within position; compensation differential between positions; compensation levels for those with special skills, if any; salary augmentation; compensatory time policy; and overtime policy. *Management Manual*, chp. 12 @ pp 511-515.

The compensation plan for an agency should take into account agency employment standards, agency skill needs, and compensation levels offered by other local employers. The compensation plan should be based on the agency's position classification plan and provide for differentiation between positions, uniform percentage increases between classes and positions, and room within the ranges for recognition of superior performance.

**Suggested Evidence of Compliance:** Provide copy of the park and recreation Agency or managing authority compensation plan.

#### **4.1.4.3.2** Employee Benefits

*There should be a written fringe benefits plan.*

**Commentary:** Each of the benefits provided to employees should be described in terms of what is provided, under what conditions, and the extent of the benefit. Types of benefits often include administrative leave, holiday leave, sick leave, vacation leave, retirement program, health insurance program, disability and death benefits program, liability protection program, provision of clothing and equipment used by employees in performing park and recreation functions, employee education benefits, if any, and personnel support services to employees. *Management Manual*, chp. 12 @ pp. 515-518.

**Suggested Evidence of Compliance:** Provide copy of the park and recreation Agency or managing authority fringe benefits plan.

#### 4.1.4.3.3 Conditions of Work

##### 4.1.4.3.3.1 Physical Examination

*There should be a written policy governing the provision of physical examinations for employees.*

**Commentary:** A periodic physical examination is a benefit to both the employee and the agency. The age of the employee and/or job assignment may determine the frequency of the examination.

It is desirable that at least the initial physical examination be provided at no cost to the employee. The physical examination may be provided by a physician made available by the agency. In the event an employee selects a personal physician, the fee should be paid by the employee with reimbursement, and the results subject to confirmation by an agency-selected physician.

**Suggested Evidence of Compliance:** Provide copy of the physical examination written statement.

**DoD Comment:** Provide copy of appropriate civilian personnel policy and military Service regulation. Job descriptions identify any physical requirements. Refer to applicable Component condition of work policies, local installation standard operating

procedures and collective bargaining agreements.

#### 4.1.4.3.3.2 Health and Physical Fitness

*There should be a program which enhances general health and physical fitness of employees.*

**Commentary:** A satisfactory level of general health and physical fitness on the part of agency employees should be maintained so that work can be performed efficiently and without personnel shortages caused by excessive sick leave.

What constitutes a satisfactory health level is related to the age of the employee and the position occupied. One level might be specified for those in more or less sedentary positions and another level for those who perform more active work, such as selected maintenance and program service tasks. Criteria for fitness should be those that have been shown to be directly related to the work performed.

A program does not necessarily have to be conducted by the agency, but may utilize community resources.

**Suggested Evidence of Compliance:**  
Provide copy of program.

**DoD Comment:** Enclosure 8 of DoD Instruction 1015.10 provides policy regarding support for physical fitness services for DoD Personnel. Provide copy of installation policies stating “use” criteria for health and fitness programs available for civilian

employees. Provide Service Component wellness program standard operating procedures. Provide information regarding annual wellness and health fairs.

#### 4.1.4.4 Training, Career Development

##### 4.1.4.4.1 Orientation Program

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

**Commentary:** An orientation program should include (1) philosophy, goals, and objectives; (2) pertinent sociological and environmental factors of the community and specific neighborhood in which the individual is to serve; and (3) the history and development of the agency. *Management Manual*, chp. 13 @ pp. 545-548.

There should be an operational manual for temporary employees.

**Suggested Evidence of Compliance:** Provide a copy of current orientation program.



##### 4.1.4.4.2 On-the-job Training

*There shall be an on-the-job training program which is evaluated, updated, and revised annually.*

**Commentary:** The nature of the training function will be based on the size of the agency--with larger agencies having separate components, and smaller agencies relying on a training supervisor supplemented by other agency personnel as required. *Management Manual*, chp. 13 @ pp. 534-536.

The training program should include, such as: planning and developing training programs; notifying personnel of required training, and training that is available to agency personnel; maintaining training records; assuring that

required training programs are attended; implementing training programs; selecting instructors; evaluating training programs; and coordinating training programs.

As personnel complete training programs, a training record should be maintained that describes the date of the training, the types of training received, any certificates received, attendance, and test scores.

There should be agency reimbursements to employees attending training programs in or outside the agency's service area. The conditions under which reimbursement will be provided for mileage, meals, housing, fee, books, or materials for training programs conducted in or outside the agency's area should be specified.

The training program should incorporate specific training set forth in other standards, e.g., 8.2.2 handling traffic, 8.3.1 law enforcement, 8.4.2 general security plan, 10.4 evaluation.

**Suggested Evidence of Compliance:** Provide a copy of current job training program. Indicate when it was evaluated and updated. Also, indicate criteria for reimbursement.

#### 4.1.4.4.3 Career Development

*There should be a program of career development (and self-improvement) based on needs of individual employees, including the responsibilities of employee and employer.*

**Commentary:** Career development is a structured process that is utilized by an agency to provide opportunities for individual growth and development at all levels. The career development program should foster the improvement of personal skills, knowledge, and abilities of all professional personnel in order to successfully meet agency tasks and career advancement requirements. The program should be voluntary and insure all professional employees equal access to training

and development opportunities. The aim of career development is to highlight specific opportunities for individual growth at all levels and to improve overall job satisfaction and performance. The agency may utilize the career development program to further the professional growth and capabilities of the employee's present and/or future job role within the agency. The staff development program should include availability of periodicals, books, and other resource materials; attendance at conferences, workshops, and clinics; staff seminars and study groups; in-service education program of a specific sequence and content; encouragement of correspondence courses and academic work; visitation to other programs.

*Management Manual*, chp. 13 @ pp. 556-557.

**Suggested Evidence of Compliance:** Provide a copy of the program for career development.

#### 4.1.4.5 Performance Evaluation

*There should be a sound and systematic procedure for annual appraisal of job performance.*

**Commentary:** Such personnel evaluation should be utilized for the development and improved quality of the individual's performance on the job, as well as a basis for promotion, monetary increments, and dismissal. Evaluation should be a continuing process of which the annual review is a summary. Evaluation should involve a face-to-face analysis of performance, dealing objectively with facts and job-related personality factors.

Evaluation instruments should be utilized in addition to evaluation interviews and general comments. Although evaluation is a day-by-day process, there should be periodic specific reviews with the employee, including at the end of the probationary period, at the end of a specific assignment, and annually. An employee's record should include a written annual evaluation. *Management Manual*, chp. 13 @ 549-554, 578-586.

Tasks of the position, as set forth in the job description, form the basis for the description of what work is to be performed and thus evaluation. Criteria used to define the quality of work should be descriptive, measurable, and allow a characterization regarding how the work is performed.

The supervisor of rated employees is the person most familiar with their performance and able, therefore, to evaluate performance most accurately. This responsibility should not be delegated. Employees may have been supervised by more than one supervisor during a reporting period. In this case, the rating supervisor should confer with the other supervisors.

A performance evaluation system should include the participation of the employee in the process. This should contribute to the fairness and objectivity of the system. As a full participant in the evaluation process, it is important that the employee be given a copy of the performance evaluation report, as well as a copy be placed in the employee's personnel file.

Each evaluation report of an employee's performance should be read and understood by the employee. The signature should indicate only that the employee has read the report and should not imply agreement or disagreement with the content. If the employee refuses to sign, the supervisor should so note and record the reason or reasons, if given.

**Suggested Evidence of Compliance:** Provide a copy of procedures and representative completed evaluations without identifying personnel information; e.g., name, social security number.

#### 4.1.4.6 Promotion

*There should be a written statement defining the promotion process and the Agency's role.*

**Commentary:** The park and recreation agency may rely upon a state or local civil service commission, or other public or private external organization to administer or provide one or more elements of the process in accordance with legal, professional, and administrative requirements. Where a centralized personnel agency exists, the statement should govern the responsibilities retained by the park and recreation agency's chief administrator for the promotion of personnel. The agency should have a role in the development of the measurement instruments that are used in determining the skills, knowledge, and abilities of employees for positions.

A manual should describe all elements used in the promotional process and may be incorporated within a comprehensive personnel management or general policy and procedures manual.

**Suggested Evidence of Compliance:** Provide a copy of promotion procedures and processes and indicate how they have been communicated to employees.

#### 4.1.4.7 Disciplinary Action, Appeals, and Grievances.

##### 4.1.4.7.1 Disciplinary Action

*There should be a disciplinary system related to the code of conduct and performance evaluation.*

**Commentary:** The system should specify the conduct expected of employees, and particularly identify prohibited employee behavior. Prohibitions should be specific, whereas approved behavior may be stated in general terms (e.g., courtesy, punctuality). Statement about grooming should be specific. This system should include, but not be limited to: (1) compliance with agency statements; (2) unbecoming conduct; (3) use of alcohol and drugs; (4) acceptance of gratuities, bribes, or rewards; (5) abuse of authority; and (6) proper care and maintenance of equipment. The code of conduct may be in the form of rules and regulations.

*Management Manual*, chp. 12 @ pp. 518-522, 524-525.

In addition to providing a copy of the code of conduct and appearance to each employee, this should be a topic included in all levels of training and repeated at intervals to emphasize its importance.

The components of the disciplinary system should identify the methods to be applied to individual conduct in the interest of discipline. The system should be based on fairness to the employee and the Agency and should stimulate employee morale and motivation.

**Suggested Evidence of Compliance:** Provide a written copy of the system, the policies and procedures and how they are made known to all employees.

#### 4.1.4.7.2 Appeals and Grievances

*A grievance procedure, available to all employees, should be established.*

**Commentary:** The procedures shall identify matters that are grievable (scope); establish time limitations for filing or presenting the grievance; establish procedural steps and time limitations at each step in the grievance procedure; and establish criteria for employee representation. Since a formal grievance procedure is designed to resolve differences between employee and employer, it follows logically that such procedures be written in clear, concise terms. If grievance procedures are part of a collective bargaining agreement, such agreement must be used. *Management Manual*, chp. 12 @ pp. 521,523.

A grievance usually contains the following information: a written statement of the grievance and the facts upon which it is based; a written allegation of the specific wrongful act and harm done; and a written statement of the remedy or adjustment sought. The three principal elements of a grievance may be included in one written statement. A form may be designed for this purpose to include spaces for noting significant times, dates, and actions taken relative to the grievance.

**Suggested Evidence of Compliance:** Provide a copy of the grievance procedure and indicate how the procedures have been communicated to the employees.

#### 4.1.4.8 Termination of Employment

*There should be policies and procedures for termination of employment.*

**Commentary:** Cross-reference 4.1.4.1 Personnel manual.

**Suggested Evidence of Compliance:** Provide copy of termination policies and procedures, and indicate how they have been made known to employees.

## 4.2 Volunteers

There are many values and benefits to utilization of volunteers, in addition to supplementing leadership when there are budgetary resource shortages. Volunteers are an excellent public relations medium in their interpretation of the programs and services. They can provide excellent expertise in given areas and may be able to relate better to certain clientele. However, for most effective use, there must be conscious “management,” and many of the practices applicable to paid personnel and the same as for volunteers. The standards in this section set forth some of the desirable practices, and certainly volunteering as a leisure pursuit should not be overlooked. *Management Manual*, chp. 13 @ pp. 561-565.

**NOTE:** A comprehensive volunteer manual of the park and recreation or central agency will encompass many of the subsequent standards of this section and provide the requested evidence of compliance.

**DoD Comment:** DoD Instruction 1100.21, “Voluntary Services in the Department of Defense” provides DoD policies, responsibilities, and procedures for the acceptance and use of voluntary services.

### 4.2.1 Utilization

*Volunteers should be utilized by the Agency for functions such as program leadership, financial drives and fiscal management, public relations and promotion, clerical services, advisory councils, etc.*

**Suggested Evidence of Compliance:** Provide list of functions in which volunteers are utilized and the extent of such utilization.

### 4.2.2 Recruitment, Selection, Orientation, and Retention

*There should be an on-going recruitment, selection, orientation and retention program for volunteers.*

**Commentary:** Background investigations should be done (see 4.1.3.4); in some states fingerprinting is required.

**Suggested Evidence of Compliance:** Provide description of recruitment, selection, orientation, and retention procedures.

#### 4.2.3 Supervision and Evaluation

*Volunteers should (a) be monitored and given supervisory visits and conferences, as well as in-service training, and (b) be evaluated regarding performance.*

**Suggested Evidence of Compliance:** Provide written description of the monitoring system, current practices for supervisory visits and conferences, in-service training, and evaluation process.

#### 4.2.4 Recognition

*There should be a program of recognition for volunteers.*

**Suggested Evidence of Compliance:** Provide description of the nature of recognition given, including awards and public recognition.

**DoD Comment.** DoD Instruction 1100.21, “Voluntary Services in the Department of Defense,” paragraph 4.2.3. requires the Secretary of the Military Departments to establish a system to recognize and reward volunteer contributions. Monetary awards are not authorized.

#### 4.2.5 Liability

*Volunteers should be covered for negligence liability by the Agency.*

**Suggested Evidence of Compliance:** Provide copy of documentation indicating coverage.

### 4.3 Consultants and Contract Employees

*Consultants and contract employees may be utilized for special functions.*

**Commentary:** These may be officially contracted for a fee or their services may not involve a fee at all. May include consultants on human development, management, finances, landscape design, facility construction, etc. *Management Manual*, chp. 13 @ pp. 565-566.

**Suggested Evidence of Compliance:** Provide a copy of park and recreation or central Agency policies and procedures regarding use of consultants and contract employees.



---

## 5.0 FINANCE (FISCAL POLICY AND MANAGEMENT)

---

*Management Manual*, chps. 14 and 15.

**DoD Note:** Military recreation uses both APF and NAF funds. NAFs are government funds entitled to the same protection as funds appropriated by the Congress of the United States. In accordance with DoDI 1015.15 and DoDI 1015.10, there is an individual fiduciary responsibility to use NAFs properly and prevent waste, loss, mismanagement, or unauthorized use. Financial management is in DoDI 1015.15 and accounting policy for APF and NAF is in DoD 7000.14-R, "Financial Management Regulation, Volume 12, Special Accounts, Funds and Programs," current edition. Furthermore, DoD has established fiscal standards for APF support as a percent of total expenses in enclosure 7 of DoDI 1015.10. Provide copies of DoD, Military Service, and installation guidance for APF and NAF. These policies may apply to all standards in this chapter.

### 5.1 Fiscal Policy



***Fiscal policies setting guidelines for management and control of revenues, expenditures, and investment of funds shall be set forth clearly in writing, and the legal authority must be clearly established.***

**Commentary:** Policy of an agency must comply with the higher authority of the parent organization and be based on appropriate enabling legislation. General fund revenues include revenues from property taxes, sales taxes, income taxes, licenses and permits, fees and charges. Policy decisions regarding revenues from other than general funds may include mileage's, grants, gifts and bequests, special taxes and assessments. If a "privatization policy" for providing facilities and services is established, it should include assurances that low-income portions of the population will not be denied access. *Management Manual*, chp. 14 @ pp. 589-620.

**Suggested Evidence of Compliance:** Provide copy of fiscal policies and legal authority.

### 5.1.1 Fees and Charges

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

**Commentary:** Recognition should be given to the function of income-producing and subsidized activities as well as “break-even” activities. Often a local agency will establish a policy to subsidize children’s activities, but not adults, or establish differential fees for residents and non-residents. Such policies should be regularly evaluated. *Management Manual*, chp. 14 @ pp. 604-611.

**Suggested Evidence of Compliance:** Provide copy of policy on fees and charges and rationale.

### 5.1.2 Acceptance of Gifts

*There should be a written policy for the acceptance of gifts and bequests.*

**Commentary:** “Reverter clauses” are sometimes used to assure that the properties given for recreational use continue for that purpose or revert to the owners or heirs. Where a gift is real property, or funds to build a facility, or to purchase acreage, there must be a provision for adequately maintaining the property after acquisition. *Management Manual*, chp. 14 @ pp. 617-619.

**Suggested Evidence of Compliance:** Provide a copy of written policy.

**DoD Comment:** A Federal employee is prohibited from accepting gifts from a prohibited source under title 5, Code of Federal Regulations (2635.202). DoD has gift acceptance authority for the Department in Section 2601 of title 10, United States Code, "General Gift Funds." “Contributions for Defense Programs, Projects, and Activities” is Chapter 3 of DoD 7000.14-R. Guidance is also provided in paragraph 4.6.4. of DoDI 1015.15.

### 5.1.3 Financial Assistance (government cost-sharing)

*Where feasible and appropriate, matching funding by state and federal governments, voluntary agencies, private groups and individuals may be used.*

**Commentary:** Local agencies are urged to take advantage of state and federal cost-sharing programs. Where utilization of federal funds is not part

of the philosophy of local financing, no penalty in scoring points shall occur in regard to this aspect; however, other sources should be used. *Management Manual*, chp. 14 @ pp. 613-615.

**Suggested Evidence of Compliance:** Provide records for past five years showing source and dates of matching funds for specific projects.

**DoD Comment:** Military installations operate with federal funds and have limited opportunity to receive grants from other federal agencies. Outside funding may be available through public-private ventures (DoD Instruction 1015.13), enhanced use leasing, corporate sponsorship, or donations, which are also limited.

## 5.2 Fiscal Management



*There shall be written procedures for fiscal management of the Agency.*

**Suggested Evidence of Compliance:** Provide a copy of the procedures.

### 5.2.1 Personnel

*The Agency's chief administrator should be designated as having the authority and responsibility for the fiscal management of the Agency.*

**Commentary:** Although an agency's chief administrator is ultimately responsible for all fiscal matters of the agency, the size and complexity of the agency may dictate the need to delegate responsibility for fiscal management functions to an identifiable person or component within the agency. For the purpose of the standard, the "fiscal management function" includes, at a minimum, annual budget development, supervision of internal expenditures and revenues and related controls, and maintenance of liaison with the government's fiscal officers.

If the agency has a fiscal management component to ensure integrity and reliability in administering the agency's fiscal matters, at least one employee assigned to the component has a baccalaureate degree in accounting, business administration, or a related field from an accredited college and a minimum of three years of fiscal management experience.

**Suggested Evidence of Compliance:** Provide resolution delegation authority and responsibility to the Agency's chief administrator.

## 5.2.2 Financial Resources (external)

*Agencies, organizations, and corporations should be utilized for funding programs and facilities of many different types.*

**Commentary:** These listings should include funding programs of both state and local governments, foundations, corporations, voluntary agencies, private groups and individuals which have been utilized. *Management Manual*, chp. 14 @ pp. 616-620.

**Suggested Evidence of Compliance:** Provide list of agencies, organizations, and corporations which have assisted and the nature of their assistance.

## 5.2.3 Purchasing Procedures

*Management Manual*, chp. 14 @ pp. 620-623.

**DoD Note:** Provide copies of DoD, Military Service, and installation guidance for APF and NAF purchase procedures. APF purchases are governed by the Federal Acquisition Regulation (FAR), current edition, and DoD Federal Acquisition Regulation Supplement, current edition. NAF purchases are not subject to the FAR, but are governed under DoDD 4105.67, "Nonappropriated Fund (NAF) Procurement Policy," and DoDI 4105.71, "Nonappropriated Fund (NAF) Procurement Procedures."

### 5.2.3.1 Requisition procedure

*There should be written procedures for the requisition and purchase of Agency equipment and supplies to include, at a minimum:*

- *specifications for items requiring standardized purchases;*
- *bidding procedures; and,*
- *criteria for the selection of vendors and bidders.*

**Commentary:** The intent of the standard is to establish formal procedures for controlling the requisitioning and purchasing of Agency supplies and equipment. The standard may be satisfied through evidence of the use of a purchasing procedure in general use by the governing entity, providing the conditions included in the standard are met. *Management Manual*, chp. 14 @ pp. 620-622.

**Suggested Evidence of Compliance:** Provide a copy of procedures.

**5.2.3.2** Emergency purchase or rental/lease procedures

*There should be written procedures for emergency purchasing or rental agreements for equipment.*

**Commentary:** Emergencies often require the purchase or rental of additional or more sophisticated equipment. Procedures are necessary to outline the methods for securing or procuring such equipment in a swift and efficient manner. *Management Manual*, chp. 14 @ p. 622.

**Suggested Evidence of Compliance:** Provide a copy of procedures.

**5.3** Auditing/Accountability



***The Agency shall have an accounting system.***

**Commentary:** The accounting system should be compatible with, or may be a part of, the central accounting system of the governing jurisdiction. It is essential that an agency establish such a system to ensure an orderly, accurate, and complete documentation of the flow of funds. *Management Manual*, chp. 14 @ pp. 590-591, 624-635.

**Suggested Evidence of Compliance:** Provide a description of the accounting system.

**DoD Comment:** The installation's military recreation program shall use a standard accounting system stipulated in DoD 7000.14-R providing a clear audit trail on the sources and uses of appropriated and nonappropriated funds.

**5.3.1** Monthly Status Reports

*The Agency should have an accounting system that includes, at a minimum, provisions for monthly status reports showing:*

- *initial appropriation for each account (or program);*
- *balances at the commencement of the monthly period;*
- *expenditures and encumbrances made during the period; and,*
- *unencumbered balances.*

**Commentary:** Each appropriation and expenditure should be classified, at a minimum, according to function, organizational component, activity, object,

and program. Data processing systems can facilitate rapid retrieval of information on the status of appropriations and expenditures any time the information is required. *Management Manual*, chp. 14 @ pp, 625, 627.

**Suggested Evidence of Compliance:** Provide a copy of the last three monthly reports.

**DoD Comment:** Provide a copy of the last three monthly reports for both appropriated and nonappropriated funds.

### 5.3.2 Control Personnel and Budget Authorization

*There should be written procedures for maintaining control over personnel in relation to budget authorizations.*

**Commentary:** The intent of the standard is to establish controls on the number and type of agency positions filled and vacant at any time to ensure that persons on the payroll are legally employed and that positions are in accordance with budget authorizations. *Management Manual*, chp. 14 @ pp. 625-629.

**Suggested Evidence of Compliance:** Provide copy of procedures and a table of office organizational personnel by budget payroll.

### 5.3.3 Procedures Relating to Cash

*There should be procedures used for collecting, safeguarding, and disbursing cash, to include, at a minimum:*

- *maintenance of an allotment system, if any, or records of appropriations among organizational components;*
- *preparation of financial statements;*
- *conduct of internal audits; and*
- *persons or positions authorized to accept or disburse funds.*

**Commentary:** Formal fiscal control procedures enable an agency to establish accountability, to comply with funding authorizations and restrictions, to ensure that disbursements are for designated and approved recipients and, more importantly, to alert agency management to possible problems requiring remedial action. Cross-reference 3.4.2.2. *Management Manual*, chp. 14 @ PP. 629-630.

**Suggested Evidence of Compliance:** Provide copy of procedures.

#### 5.3.4 Monitoring Fiscal Activity

*There should be written procedures for conducting internal monitoring of the Agency's fiscal activities.*

**Commentary:** The intent of the standard is to provide continuous monitoring of the Agency's fiscal activities, such as fixed assets, inventory control, et al. Internal monitoring provides pertinent information for determining whether established internal control procedures are being administered effectively and for evaluating the performance of staff responsible for fiscal management functions. *Management Manual*, chp. 14 @ pp. 631-634; chp. 15 @ pp. 700-706.

**Suggested Evidence of Compliance:** Provide copy of procedures.

#### 5.3.5 Independent Audit

*There should be an independent audit of the Agency's fiscal activities conducted annually.*

**Commentary:** As a basis for determining the financial integrity of an agency's fiscal control procedures, and independent audit should be conducted at least annually or at a time stipulated by applicable statute or regulation. The audit may be performed by the government's internal audit staff (external to the agency being audited) or by an outside certified public accounting firm. *Management Manual*, chp. 14 @ pp. 634-635; chp. 15 @ pp. 703-704.

**Suggested Evidence of Compliance:** Provide a copy of recent independent audit and management letter, if provided; indicate response to recommendations.

**DoD Comment:** **This standard is not applicable for DoD Military recreation.** However, the headquarters of each Military Service is required to conduct an annual Service-wide audit of its NAFIs by an independent audit organization in accordance with paragraph 6.8.2. of DoDI 1015.15. Audits by certified public accountants shall comply with DoDI 7600.6, "Audit of Nonappropriated Fund Instrumentalities and Related Activities."

#### 5.4 Budgeting Procedures *Management Manual*, chp. 15

#### 5.4.1 Budget Preparation, Presentation and Adoption



***There shall be annual operating and capital improvements budgets, including both revenues and expenditures.***

**Commentary:** Operating budgets cover a one-year period and capital improvements may extend five or six years with annual review. No attempt has been made to suggest a preference for any one budgetary system over another, primarily because the nature of an agency's system is usually determined by the kind of system in use in the government. What is an adequate budget is a matter of judgement as to how successfully the needs of the constituency for recreation and park services are being met. The budget includes both capital and operating expenditures. The program budget must be realistic in terms of the financial capacity of the community. It is desirable to have board, where there is one, or/and citizen input. *Management Manual*, chp. 15 @ pp. 678-700.

**Suggested Evidence of Compliance:** Provide a copy of the annual operating and capital improvements budgets.

##### 5.4.1.1 Participation in Budget Preparation

*The heads of major organizational components within the Agency should participate in the preparation to the Agency's budget.*

**Commentary:** An agency's budget should be developed in cooperation with all major organizational components within the agency. To increase the value of the input and to enhance coordination in the budget process, guidelines should be established to inform the heads of components of the essential tasks and procedures relating to the budget preparation process. The guidelines should include instructions for preparing budget request documents and for providing adequate justification for major continuing expenditures or changes in continuing expenditures of budget items. Information should be included regarding operating impact. For the purpose of this standard, a "major organizational component" is a bureau, division, or other component depicted on the organizational chart as the first or second level below the Agency's chief executive officer. *Management Manual*, chp. 15 @ pp. 667-674.

**Suggested Evidence of Compliance:** Provide procedures for such participation.

#### 5.4.1.2 Agency Components' Budget Recommendations

*Agency components have prepared written recommendations, based on operational and activity analysis, for use in the development of the Agency's budget.*

**Commentary:** In particular, recommendations concerning personnel resources are logical and necessary outcomes of analytic and programmatic activities. In addition to an assessment of future personnel needs, the analysis should include an assessment of presently assigned positions to ensure that positions allocated to agency functions are appropriate.

Unit costs per program element should be computed and line items established for the operational procedures determined to insure adequate support funding for all personnel authorized. Adequate financial records and service statistics should be maintained to assist in this process. *Management Manual*, chp. 15 @ pp. 656-662.

**Suggested Evidence of Compliance:** Provide copy of recommendations.

**DoD Comment:** Military installations may or may not have the opportunity to submit appropriated fund budget requests, but authorized personnel positions are assured funding. Nonappropriated fund budget requests are submitted for total program operations, which includes personnel.

#### 5.4.2 Budget Implementation

##### 5.4.2.1 Budget control

*There should be procedures for firm budget control within the Agency, including allotment system, accounting system, frequent reporting of revenues and expenditures and continuous management review through staff reports and meetings.*

**Suggested Evidence of Compliance:** Provide copy of procedures and practices for budget control. *Management Manual*, chp. 15 @ 700-706.

#### 5.4.2.2 Supplemental/Emergency Appropriations

*There should be written procedures for requesting supplemental or emergency appropriations and fund transfers.*

**Commentary:** Provisions should be available within the agency's budget system to meet circumstances that cannot be anticipated by prior fiscal planning efforts (e.g., additional funds to compensate for overtime expended during a civil disturbance or funds needed to purchase needed material not authorized in the operating budget). Mechanisms of adjustment may include transferring funds from one account to another and/or requesting additional funds be granted for agency needs. *Management Manual*, chp. 15 @ pp. 700-701.

Reduction of program elements to meet limited budgets should be by removal of program units, maintaining adequate financing of both programming and maintenance of related facilities so that the remaining programs to be conducted in order to maintain quality of services. The determining factor as to whether a program element is to be offered or not should not be whether it is self-supporting, nor the lowest per participant-unit cost, but the needs of the people.

**Suggested Evidence of Compliance:** Provide copy of procedures.

**DoD Comment:** **This standard is not applicable for DoD Military recreation.** Military Service headquarters, not military installations, request supplemental or emergency appropriations.

#### 5.4.3 Inventory, Fixed Assets

##### 5.4.3.1 Inventory control

*There should be written procedures for inventory control of Agency property, equipment, and other assets.*

**Commentary:** Inventory controls are intended to prevent losses and unauthorized use, and to avoid both inventory excesses and shortages. Complete records should be maintained for all agency property, equipment, and other assets. *Management Manual*, chp. 14 @ p. 623.

**Suggested Evidence of Compliance:** Provide copy of procedures.



---

## 6.0 PROGRAMS AND SERVICES MANAGEMENT

---

*Management Manual*, chp. 7

### 6.1 Programs/Services Determinants



*The programs and services provided shall be based on:*

- *conceptual foundations of play, recreation, and leisure*
- *constituent needs*
- *community opportunities*
- *agency philosophy and goals*
- *experiences desirable for clientele*

**Commentary:** A professional, systematic and studied approach should be taken in determining what programs and services should be provided by the agency. The public entity is not isolated, but other opportunities in the community, the particular needs of the targeted constituencies, and the agency's own goals must be specifically a part of the consideration for programs and services selected. See also Commentary in sections 6.1 through 6.8. *Management Manual*, chp. 5 @ pp. 106-111, chp. 7 @ pp. 176-180, 187-196, chp. 6 @ pp. 132-144.

**Suggested Evidence of Compliance:** Provide written statement and examples that the five determinants have been used in planning for programs and services.

#### 6.1.1 Participant Involvement

*Development of programs should involve the participants.*

**Commentary:** Participants should have involvement in (a) planning, through such means as club officers, senior citizen and teen councils, ad hoc committees, and questionnaires; (b) conducting activities, such as serving as volunteer leaders on playgrounds, recreation aides for special group services, judges for contests; (c) sponsorship, such as playground advisory councils, team sponsors, special project patrons; and, (d) policy recommendation through citizen advisory committees and study groups at both the neighborhood and community-wide levels. *Management Manual*, chp. 7 @ pp. 186-187, 213.

**Suggested Evidence of Compliance:** Describe the process for obtaining and utilizing participants' input. Give examples.

## 6.2 Nature of Services/Programs Delivery



*Services/programs shall be delivered in a variety of ways, such as: directed and self-directed programs, outreach, user services, rentals.*

**Commentary:** To appropriately service the constituency, it is essential that the services/programs be made available through various program formats and delivery approaches, as indicated in the four subsections. *Management Manual*, chp. 7 @ pp. 180-187, chp. 6 @ pp. 130-134.

**Suggested Evidence of Compliance:** Provide a list of ways in which services/programs are delivered.

### 6.2.1 General Supervision

*The programs/services should provide for self-directed recreation opportunities under general supervision.*

**Commentary:** Areas, facilities and equipment should be provided to give an opportunity for individuals and groups to participate without leadership, only general supervision. Examples: picnic facilities, tennis courts, roadways in scenic areas, bridle trails, self-guiding nature trails, open playgrounds. *Management Manual*, chp. 7 @ pp. 182-183.

**Suggested Evidence of Compliance:** Provide a list of opportunities available under general supervision.

### 6.2.2 Directed Leadership Program

*The programs should provide recreation opportunities under direct “face-to-face” leadership.*

**Commentary:** Participant involvement is directed by a leader. Examples: skills instruction classes, such as tennis, crafts, dance; playground for the mentally handicapped; synchronized swimming performance; creative dramatics for children. *Management Manual*, chp. 7 @ p. 183.

**Suggested Evidence of Compliance:** Provide a copy of brochure, newspaper advertisement or other promotion materials indicating opportunities.

**6.2.3** Facilitator

*Services/programs should be provided to individuals and small groups of individuals to stimulate and assist them to operate independently of the Agency.*

**Commentary:** Example: A group wishes to start a community theater organization; the city may help initially by providing a meeting place, some administrative help in publicity, and “seed money” if needed; eventually the organization may become self-sustaining. Or, a small group is interested in model airplanes. The agency would publicize an initial meeting for those interested and help them organize a self-sustaining group. The group may want to be an affiliate of the agency, but for the most part it would conduct all of its own affairs. Demonstration projects may be utilized for this purpose. *Management Manual*, chp. 7 @ p. 183.

**Suggested Evidence of Compliance:** List groups which your Agency has assisted in this manner.

**DoD Comment:** This refers to the coordination and interface Military recreation provides to special interest groups and private organizations.

**6.2.4** Programs/Services for a Fee

*Programs/services should be offered for a fee to augment basic recreational opportunities.*

**Commentary:** Cross-reference 5.1.1.

Not all services or programs can be offered without a charge. To offer services/programs for a fee can greatly augment the recreational opportunities. Services for a fee may include such as: rentals, e.g. use of picnic pavilion, ice skates and skis, boats, videos, safety equipment; programs, e.g., instruction, trips, and theater production. *Management Manual*, chp. 7 @ p. 218.

**Suggested Evidence of Compliance:** List programs/services provided for a fee.

### 6.3 Objectives



***There shall be specific objectives established for each program or service.***

**Commentary:** The statement of objectives should (a) be written; (b) cover programs such as community centers and playgrounds; programs for senior citizens, the persons with disabilities, and other special groups; special program fields; and services such as program consultation, provision of equipment and facilities, and literature; (c) be reviewed at the beginning of each year's or season's program and used as an evaluative tool at the end; (d) be prepared in consultation with appropriate groups, such as participant councils, planning committees, supervisory personnel, recreation leaders; (e) be specific and realistic in terms of what the program is supposed to do for the participant; not a statement of general values of an activity or program field but of outcomes or impacts in the individual participant and on the community (f) be based on the agency's philosophy and goals and (g) include rationale for method of delivery. *Management Manual*, chp. 7 @ pp. 187, 196-208, chp. 6 @ pp. 147-149.

Specific objectives are statements of the desired outcomes for the participants. These objectives are a refinement of how the goals become realized through programs. They tell you exactly what you seek to accomplish through each aspect of the program. Cross-reference 1.3.1.

Objectives should be written in terms of what the program or service is supposed to do for the participants. Frequently, such objectives are written as general values to the individual, such as "develop desirable personality traits" or "improve the mental and physical health." While there is a place for this type of generalization, for objectives to be meaningful, they should be more specific as to the actual outcome or impact desired by the program or service. Only in so stating can objectives be used for evaluation purposes.

One should be cautioned that objectives not be confused with organizational intent. For example, an agency may say that the objectives of its sports program includes providing a year-round program, diversified activity for all ages, and activities requiring varying levels of skill. These are not outcomes for participants, but rather the manner in which the agency will offer the activity--year-round, several different sports, activities for different age groups and different skill levels. To say that these forms of organization are the objectives in conducting the activity is the "activity without purpose" approach to programming. Unfortunately, this has been a common method of evaluating a program which asks "Do we have a variety of sports for all ages for all skills during the whole year?" rather than "Do the sports meet the various needs of individuals?"

**Suggested Evidence of Compliance:** Provide written objectives for each program or service.

#### 6.4 Outreach



***The programs and services shall be available to all cultures and populations resident of and visitors to the community.***

**Commentary:** Not only must there be compliance with state and federal legislation affecting a participation in programs and services, but also attention must be given to providing for the leisure needs of special populations, including senior citizens, single parents, physically and mentally handicapped, impoverished, et al. *Management Manual*, chp. 7 @ pp. 213-214.

Availability should be construed as being accessible (transportation), affordable (money), and within the capabilities of individuals (e.g., skill).

Outreach should include programs and services city-wide and regional, neighborhood services, economic levels, co-sponsorship with others, and visitors as well as residents.

Consideration should be given to mobile equipment, such as requisition trucks, bookmobiles, theaters, mobile playgrounds, and facilities which can meet needs of changing neighborhoods and be used for experimental programs.

**Suggested Evidence of Compliance:** Provide maps identifying neighborhoods and location of outreach activities, i.e., the distribution of facilities, programs, and services.

#### 6.5 Scope of Program Opportunities



***The Agency's programs shall provide opportunities in all program fields for various levels of proficiency, socio-economic levels, racial and ethnic backgrounds, ages, and gender in accordance with the Agency's statement of mission.***

**Commentary:** This standard should take into consideration the total community offerings; it does not mean that each public recreation and park agency must offer in program fields at all levels of proficiency for all ages and both sexes all the year around. Some opportunities (activities) may be offered by other community leisure-time agencies, both private and public. Also, all opportunities do not have to be available at the same time--there may be a 2-3 year rotational plan and seasonal considerations. The community inventory is basic. *Management Manual*, chp. 7 @ pp. 183-186.

Opportunities for levels of proficiency may be made by offering skills instruction, clubs, leagues, tournaments, etc., for different levels of ability. This standard of skill proficiency is for the cultural arts as well as the physical skills.

In offering opportunities from each of the program fields, there should be special consideration given to those which emphasize appreciation and understanding, as well as skill development.

Adequate opportunities must be available to persons of all races, creeds and colors, as well as ages and gender, and regardless of physical or mental disability or economic level.

**Suggested Evidence of Compliance:** Provide a matrix or listing of programs by fields, indicating offerings for various levels of proficiency and different ages, and why they are offered.

## 6.6 Selection of Program Content



*The selection of program content, specific activities, and opportunities shall be based upon an understanding of individual differences and the culture of the community.*

**Commentary:** There should be a definite plan of progression for activities based upon the abilities of the participants and upon good educational practices. Conduct of activities should provide for individual differences of interests, abilities (mental, social, physical), background experiences, etc. Activities selected should be suited to and contribute toward fulfillment of the basic physical, emotional, social, and intellectual requirements of individuals of whatever age. Refers to the developmental tasks of children, as well as to the basic urges and needs of all people. Unique socioeconomic characteristics of different sections of the community should be identified and related to the selection of activities. In selecting activities, local resources and cultural characteristics should be capitalized upon. Program content should be related directly to stated objectives of the specific program. Program content may be evidenced by indicating activities to be conducted. *Management Manual*, chp. 7 @ pp. 177.

**Suggested Evidence of Compliance:** Provide list of program activities and describe how individual and cultural interests were considered.

## 6.7 Types of Participation



*The program shall provide structurally for a wide range of types of participation.*

**Commentary:** Opportunities for recreation should be provided (1) which require no one but the individual himself to participate in the activity, (2) which require a small group,

and (3) which require large groups for a satisfying experience. Opportunities for recreation should be provided which require varying types of involvement by the individual, such as vigorous physical activity, intellectual concentration, spectator. Opportunities for recreation should be provided which require various degrees of participant responsibility and interrelationship, such as clubs, leagues, tournaments, study groups, skills instructional classes, informal workshops, and discussions. Public recreation and parks should be concerned not only with “mass recreation” but also with the need of people to recreate with small groups and alone. Encompassed in program opportunities should be those in which only a few are needed, such as bridge, tennis, music ensembles; and those for which a nominally large group is required for satisfaction, such as folk dancing, community singing, some spectator events. *Management Manual*, chp. 7 @ pp. 186-187.

*Types of involvement have at least two dimensions.* One is the degree of involvement; for example, physical recreation may require very little physical effort, such as croquet, miniature golf, shuffleboard, or it may require considerable physical output, such as basketball, aerobics, tennis. Provision should be made for activities which require various amounts of physical stamina. The same is true of intellectual endeavors; there should be those requiring little intellectual concentration and other which are a real challenge to the mind. The other dimension is the type of involvement by primary function demand, such as physical, intellectual, social, creative.

Some individuals enjoy participating most when they have little responsibility for the conduct of the activity, such as attending a spectator event, playing tennis, participating in a tournament, or taking a crafts class. Others prefer to be an integral part of the planning process, such as serving on teen councils or serving in some official capacity such as coach of a team, assistant to the craft leader, hostess at a social event.

Also, some individuals prefer activities in which they need have little interaction with others, such as crafts and swimming, while others thrive upon social interaction, such as that required by social dancing, bridge, dramatic activities. It is recognized, of course, that there may be a considerable amount of socialization in the activity, such as crafts, although the actual activity of doing crafts may require none. There should be opportunity for individuals to engage in activities at whatever degree of personal involvement they wish.

This Standard is distinguished from 6.1.1 in that 6.1.1 is directed toward participants being involved in policy determination, leadership, and program planning. This Standard focuses on types of participation as related to individual growth and development.

**Suggested Evidence of Compliance:** Provide listing of programs and illustrations of activities indicating the range and nature of involvement opportunities.

## 6.8 Education for Leisure

*The Agency should educate for leisure.*

**Commentary:** The education for leisure program should be a continuous and operational program designed to teach the general citizenry about the use of leisure time, emphasizing an understanding of the value of recreation to the individual and the impact of leisure on society. It should be concerned with the various behavior domains, just as the activities which compose the program are: the psychomotor, i.e., manipulative and coordinative physical skills and abilities; the affective, i.e., interests, appreciation's, attitudes and values; and, the cognitive, i.e., intellectual skills and abilities, knowledge. It should encompass people of all ages, children through senior citizens, as well as both genders, and be concerned with all aspects of recreation. Also, the program should include activities directed toward counseling for leisure, including making resource materials available. *Management Manual*, chp. 7 @ pp. 208-211.

A plan should be developed and implemented in cooperation with the community, including the schools, other leisure agencies, business and industry, semipublic organizations, and commercial recreation establishments. School cooperation should encompass the many facets of the school program which are concerned with leisure education such as adult education, dramatics, music, shop, art and physical education, although recreation education should be considered a part of the total education process and distinguished from physical education.

Six components of leisure education programs are set forth by John Dattilo and William Murphy (*Leisure Education Program Planning: A Systematic Approach*, State College, PA: Venture Publishing, Inc., 1991); leisure appreciation, awareness of self in leisure, self-determination in leisure, making decisions regarding leisure participation, knowledge and utilization of resources facilitating leisure, and social interaction.

**Suggested Evidence of Compliance:** Provide examples of programs of various ways in which the Agency educates for leisure.

## 6.9 Program Evaluation

*Program evaluations, based on stated program objectives, shall be conducted systematically and regularly.*

**Commentary:** Program evaluations should be an integral part of the program planning process. They should clearly document the extent to which objectives are met. Cross-reference 10. 1. *Management Manual*, chp. 6 @ pp. 160-166, chp. 7 @ pp. 218-219, chp. 18.

**Suggested Evidence of Compliance:** Provide completed copies of various program evaluations with analyses.



---

## 7.0 FACILITY AND LAND USE MANAGEMENT

---

### 7.1 Acquisition of Park and Recreation Lands

*There should be written policies and procedures for the Agency to acquire lands for park, recreation, conservation, and historical-cultural purposes.*

**Commentary:** This authority usually originates in state enabling acts, is delegated to local governments and implemented through local charters and ordinances. Lands may be acquired for park purposes through purchase, acceptance of gifts and bequests, and on occasion, through right of eminent domain (condemnation). Because land costs rise rapidly as areas are developed, planned acquisition is crucial. Acquisition of lands shall be for both current and projected needs of the community and based on policy and planning. Cross-reference 2.4.2. *Management Manual*, chp. 8 @ pp. 241-248.

The utilization of lands through joint use and cooperative agreements with others and lease agreements should not be overlooked.

**Suggested Evidence of Compliance:** Provide citation of legal authority to acquire lands and copy of policies and procedures.

**DoD Comment:** **This standard is not applicable for DoD Military recreation.** Military installations do not acquire land unless through Federal legislation.

### 7.2 Development of Lands

*There should be a written land development policy and procedures for development of park and recreation lands and facilities within the financial framework of the Agency.*

**Commentary:** The need and use of areas and facilities in relation to the current program goals of the agency should be reviewed annually. The review should reflect a concern for optimum usage and coordination with the total area and facility resources of the community. Open space and design standards should be considered, such as NRPA Recreation, Park and Open Space Standards and Guidelines, 1983. Cross reference 7.9. *Management Manual*, chp. 9 @ pp. 296-302.

**Suggested Evidence of Compliance:** Provide a copy of policy and procedures.

### 7.3 Defense Against Encroachment

*There should be procedures for protecting park and recreation lands and facilities from encroachment.*

**Commentary:** Often good planning requires the acquisition of lands for park and recreation purposes well in advance of the community's need for full development of programs and facilities. During this interim period, particularly, there will be encroachment pressures for both public and private purposes. Vigilance and determination are needed to preserve and protect the long-term public interest in these lands. If lands held in reserve are used and publicized for "use as trails, primitive camping, wetlands, etc.," the community will recognize them as recreation and will help resist encroachment. Cross reference 7.9. *Management Manual*, chp. 8 @ pp. 248-250.

**Suggested Evidence of Compliance:** Provide a copy of procedures.

**DoD Comment:** **This standard is not applicable for DoD Military recreation.** Military installations are protected from encroachment by Federal legislation.

### 7.4 Disposal of Lands

*There should be written procedures providing safeguards for the public interest when it becomes necessary to dispose of park and recreation lands.*

**Commentary:** From time to time demographic shifts may change the need for recreation services in certain geographic districts. Need for greater public interests such as interstate highways, may make it necessary to dispose of park lands in specific areas. In such cases negotiations should insure that the public recreational benefits are not diminished. In many communities the park and recreation departments receive cash and land to provide similar facilities in another location within the community service area. Such disposal should be in accord with the comprehensive plan (see 2.4.2). *Management Manual*, chp. 8 @ o. 248.

In many jurisdictions law requires a referendum before the local government may sell park, cemetery, riverfront, or water front property. Such legislative requirements safeguard the community interests from short-term political decisions base on expediency while allowing negotiation of long-term benefits.

**Suggested Evidence of Compliance:** Provide a copy of procedures.

**DoD Comment:** **This standard is not applicable for DoD Military recreation.** Military installations do not dispose of land unless through Federal legislation.

## 7.5 Maintenance and Operations Management



***There shall be a written maintenance and operations plan for management of the Agency's park and recreational areas, facilities, and equipment.***

**Commentary:** Parks and portions of large parks should be identified according to the intended use of the area, ranging from heavily used and highly developed areas to the large meadows and wooded vistas that act as buffer zones and provide some sense of solitude. Each of these areas can be assigned an appropriate set of maintenance standards including both recommended frequency and acceptable quality. See NRPA publication, *Park Maintenance Standards* (1986). *Management Manual*, chp. 9 @ pp. 324-350.

**Suggested Evidence of Compliance:** Provide a copy of the current management plan.

**DoD Comment:** Each Installation Master Plan determines areas designated for recreational use. Maintenance standards can be met internally by MWR and/or externally by other base operating support services.

## 7.6 Facilities Management

### 7.6.1 Legal Requirements

*There should be a regular review of legal requirements related to facilities, such as licenses, sanitary regulations, fire laws, and safety measures, and inspections of adherence thereto.*

**Commentary:** Special attention is needed for swimming pools, kitchens, and zoos. *Management Manual*, chp. 9 @ pp. 304-307.

**Suggested Evidence of Compliance:** Provide dates of last review and inspections.

**DoD Comment:** This standard can be met internally by MWR and/or externally by other programs (Safety, Legal, Public Works, Medical, etc.)

### 7.6.2 Building Security Plans

*A security plan should be developed for each building and facility. Annual review and inspection should reflect all changes.*

**Commentary:** Security plans should include alarm systems, key and lock systems and assignments, secure storage facilities, especially with cleaning

supplies, pesticides, or other hazardous materials. *Management Manual*, chp. 9 @ pp. 307-313.

**Suggested Evidence of Compliance:** Provide copy of last annual review of plan and inspection of facilities.

### 7.6.3 Preventive Maintenance

*There should be a preventive maintenance program, including regularly scheduled systematic inspections and careful safety checks, for each facility.*

**Commentary:** Special attention should be given to playground equipment, swimming pools, pedestrian ways, etc. *Management Manual*, chp. 9 @ pp. 329-331.

**Suggested Evidence of Compliance:** Provide a copy of the programs, including inspection schedules.

**DoD Comment:** This standard can be met internally by MWR and/or externally by other programs (Safety, Legal, Public Works, Medical, etc.).

## 7.7 Fleet Management

*There should be a fleet management plan, including inventory and maintenance schedule, for all vehicles and other major equipment.*

**Commentary:** Regularly scheduled preventative maintenance programs should include careful safety checks of equipment. Written records of repair and maintenance of vehicles and major equipment should be maintained. *Management Manual*, chp. 9 @ pp. 320-325.

**Suggested Evidence of Compliance:** Provide copy of plan.

## 7.8 Agency-owned Equipment and Property

*There should be a policy and procedures for the management of and accountability for Agency-owned property, including purchase and distribution to authorized persons, proper training of appropriate personnel in use of equipment, safe and secure storage of equipment, and maintenance of all equipment in operational readiness and working order.*

**Commentary:** Such property includes supplies, materials, tools, expendable items, vehicles, installed and mobile equipment and personal wear items used by the Agency.

**Suggested Evidence of Compliance:** Provide copy of policy and procedures.

## 7.9 Natural Resource Management



***There shall be written environmentally sound standards and procedures for development and maintenance of the Agency's natural resources, with particular attention to protection and preservation of especially-sensitive land and water areas.***

**Commentary:** Such special areas would include environmentally unique areas, wetlands, riverbanks, and special woodlands valuable for erosion control, nature study, wildlife habitat, water supply reservoirs and water recharge areas. Critical elements include species selection for trees and shrubs, integrated pest management, knowledge of plant succession communities, and woodland ecology. Cross reference 7.2 and 7.3. *Management Manual*, chp. 9 @ pp. 296-303.

Environmentally sound practices should be integral to all operations, including recycling, hazardous waste control, et. al. Even if the agency does not own/control the natural resource, there should be sensitivity to the environment and work with other agencies to meet environmentally sound standards.

**Suggested Evidence of Compliance:** Provide copy of standards and procedures.

## 7.10 Maintenance Personnel Assignment

***There should be competent personnel assigned to clearly defined duties for routine maintenance, repairs and minor improvements, general cleanliness and overall attractiveness of areas, facilities, and equipment.***

**Commentary:** Effective maintenance of grounds and facilities requires the selection, training, and supervision of workers in a wide variety of tasks ranging from unskilled seasonal laborers to skilled trades. Supervisory staff must be able to focus on maintenance management, such as workload control, as well as supervise the technical details of maintenance work. *Management Manual*, chp. 9 @ pp. 343-349.

**Suggested Evidence of Compliance:** Provide procedures for assignment of personnel.

## 7.11 Depreciation and Replacement

*There should be an established replacement schedule for all park and recreation properties and facilities, and equipment.*

**Commentary:** This must recognize the need for cyclic replacement of buildings, vehicles and equipment and establish a system of depreciating and replacing assets within the framework of a long-range financial plan. (See also 5. 0) *Management Manual*, chp. 9 @ pp. 320-325.

**Suggested Evidence of Compliance:** Provide copy of replacement schedule.

---

## 8.0 SAFETY AND SECURITY

---

**NOTE:** Safety in this section refers to safety of person and property from third parties, disruptive behaviors, and natural or other disasters. Safety as related to bodily injury due to activity participation is covered in the next category, 9.0 Risk Management.

While other units in the governing body (municipality, township, county) may be responsible for many of the basic security and public safety functions, especially for the smaller agencies, these functions are of importance to the quality operation of a park and recreation system, and the agency personnel should be knowledgeable regarding such functions. The supporting role of agency personnel must be identified and understood, especially as related to law enforcement and security. The responsibility for such goes beyond the police and integrally involves agency personnel. *Management Manual*, chp. 17.

**DoD Comment:** Coordination and cooperation with local installation law enforcement regarding standard operating procedures in the areas of security and safety may be required.

### 8.1 Authority



*The authority of all park and recreation personnel as related to law enforcement (including whether deputized or not), traffic control, and general security functions shall be clearly set forth by policy statement and communicated to appropriate persons. A person shall be designated as liaison to the jurisdictional police department.*

**Commentary:** See 3.1.3 Administrative Manual. *Management Manual*, chp. 17 @ pp. 744-752.

**Suggested Evidence of Compliance:** Provide copy of policy and method of distribution, and name of liaison.

### 8.2 Traffic Control

*Management Manual*, chp. 17 @ pp. 763-765.

#### 8.2.1 Plan

*There should be a plan for traffic control, worked out in conjunction with the jurisdictional police for:*

- *each activity/facility site, including significant transfer points from highway to park road, parking, and foot travel;*
- *each major event where there are large number of people and vehicles;*
- *crowd control (nonvehicular);*
- *traffic patterns; and,*
- *emergency disasters, such as fires, tornadoes, riots.*

**Commentary:** A traffic survey shall be part of the annual safety audit/risk management plan to identify critical points and aspects.

**Suggested Evidence of Compliance:** Provide copy of plan.

### 8.2.2 Personnel

*There should be special in-service training for the safety of personnel handling traffic at events and in parking areas.*

**Commentary:** Cross-referenced to 4.1.4.4.2. Safety equipment for personnel, such as colored vests, should be provided.

**Suggested Evidence of Compliance:** Provide copy of training schedule.

### 8.2.3 Recording Procedures

*There should be clearly identified procedures for recording and documenting accidents and disturbances.*

**Commentary:** This standard addresses traffic accidents only and should be distinguished from Standard 3.4.2.3.

**Suggested Evidence of Compliance:** Provide copy of procedures (for traffic accidents only)

### 8.2.4 Roadblocks and Street Closures

*There should be a policy for use of road-blocks and street closures.*

**Commentary:** Street closures often are used for temporary recreation activities and directing traffic.

**Suggested Evidence of Compliance:** Provide copy of policy.

### 8.3 Law Enforcement



#### 8.3.1 Training Program

*There shall be a law enforcement in-service training program conducted either by the Agency or in conjunction with the jurisdictional police or other agency.*

**Commentary:** Such training (PLEAS, Institutes, etc.) may include but is not limited to: (a) individual liability which may accrue to a park ranger personally; (b) understanding of human rights under the Constitution, federal laws and local ordinances; (c) collection of evidence, including search and seizure, interviewing, (d) handling testimony at hearings and in court, (e) rules of detention and arrest, with (f) variations related to juvenile offenses and arrests; and (g) crimes against persons and property. *Management Manual*, chp. 17 @ 752-755, 759-763.

Notwithstanding the size of the agency, and whether or not the agency has jurisdiction and personnel have law enforcement responsibilities, all personnel must be cognizant of basic law enforcement procedures. Whether or not the agency has deputized personnel is at the discretion of the agency and in accord with the local structure.

Cross-reference to 4.1.4.4.2, and 8.4.2.

**Suggested Evidence of Compliance:** Provide copy of program outline and training schedule.

#### 8.3.2 Handling of Evidentiary Items

*There should be procedures for all personnel regarding handling of drugs and narcotics, weapons, and other evidentiary materials.*

**Suggested Evidence of Compliance:** Provide copy of procedures. *Management Manual*, chp. 17 @ pp. 761-762.

**DoD Comment:** Procedures for handling evidentiary items are available through installation military law enforcement offices.

### 8.3.3 Handling of Disruptive Behaviors

*There should be procedures regarding assaults and batteries, crowd disturbances and other types of incidents/offenses.*

**Commentary:** There should be a specific written policy on the methods and procedures to follow in responding to discipline/disruptive behavior problems. This policy should clearly define the steps necessary for various levels of seriousness in participant/attendee disruptive behavior. *Management Manual*, chp. 17 @ p. 760.

**Suggested Evidence of Compliance:** Provide copy of procedures.

## 8.4 General Security



### 8.4.1 Plan

*There shall be general security plans both for general use of outdoor areas and facilities and buildings, and for specific group program/activity functions.*

**Commentary:** While law enforcement is important, preventive general security practices are essential. The plan should include:

- preventive maintenance to deter vandalism and theft.
- special attention should be given to working with youth to help control juvenile delinquency. There should be community participation in any crime/delinquency prevention program.
- layout and design considerations to enable better control of people, individually and in crowds, and vehicles and more effective supervision.
- security during (a) emergency disasters (e.g., floods, tornadoes, fires), (b) disruptive behaviors (e.g., riots, demonstrations, shootings and (c) special events.

The general security plan may be a part of the overall risk management plan. Cross reference 9.0. *Management Manual*, chp. 9 @ pp. 307-313, chp. 17 @ pp. 765-775.

**Suggested Evidence of Compliance:** Provide copy of plans.

**8.4.2** In-Service Training

*There should be an in-service training program, which includes the role of each employee and volunteer in the general security plans.*

**Commentary:** An in-service training program for employees and volunteers is critical to success. General security can be effective only when each employee (service, office, program--all) and volunteer leader is alert to their responsibility related thereto. Cross-reference 4.1.4.4.2.

**Suggested Evidence of Compliance:** Provide copy of program outline and training schedule.

**This page left blank intentionally.**

---

## 9.0 Risk Management

---

**Commentary:** Many local governments have a risk management division with a designated/specific manager. In such situations, parks and recreation should be a part of the overall plan and its implementation. If the overall plan with implementation meets the following standards, then the Agency meets the requirements of this section. This section sets forth only the essential elements. Throughout the Standards are many additional important aspects of risk management, such as an inspection system for areas and facilities, emergency procedures, accident recording, competent personnel, supervision, visitor protection, and security and public safety. *Management Manual*, chp. 16.

**DoD Note:** MWR risk management policy is in paragraph 6.9 of DoDI 1015.15 and Military Service policy. Risk management is the responsibility of the leader of every program in which there are active participants. Risk management must be integrated into event planning.

### 9.1 Statement of Policy

*There should be a policy for risk management, which is approved by the Agency policy entity.*

**Commentary:** The agency policy entity must set the direction and give appropriate authority for the implementing operational practices and procedures. *Management Manual*, chp. 16 @ pp. 729-730.

**Suggested Evidence of Compliance:** Provide copy of policy and board minutes adopting policy.

### 9.2 Risk Manager

*There should be an employee with risk management responsibility and authority to carry out the policies established for risk management.*

**Commentary:** There must be aggressive loss control management and monitoring. It is essential to assign responsibility for this vital act so that it receives the credibility and institution-wide acceptance it warrants and is needed and is not perceived only as insurance purchase. Operationally, for most effective implementation, a risk manager should be designated. The risk manager must be given authority to carry out the policies established regarding risk management, both with the employees and the administration. The risk manager will work closely with the business officer of the corporation in

facilitating the financial approaches determined to be most appropriate and with the administrator/ supervisors of the programs and services in obtaining essential employee performance as related to reduction of programmatic risks. The structure and size of the corporate entity will determine whether the risk manager doubles as financial officer, is the same with the recreation director, the enterprise manager, et al., or has no other responsibilities. Whatever the appropriate arrangement, it is essential that the tasks of a risk manager be assigned specifically to one person. “Everybody’s responsibility is no one’s responsibility!” *Management Manual*, chp. 16 @ pp. 716-718.

Further, the risk manager is not a safety director with a more sophisticated title. The risk manager is a safety director in a general sense, but is much more. Safety is not the only concern of the position--there also is the financial risk management aspect. However, a safety director or specialist might work under the risk manager or in a small operation, both functions may be given to the same person.

There may be intra-agency management with an overall risk manager for the whole municipality or entity. Where there is an inter-organization risk management agency, such as a joint risk management system formed by several municipalities, such agency will have a management team with representation from each member municipality, as well as its own management personnel, which will establish, implement, and monitor procedures to reduce the current level of losses.

**Suggested Evidence of Compliance:** Provide copy of job description evidencing responsibility for risk management.

**DoD Comment:** A person should be appointed as the risk manager for military recreation with oversight of annual risk analysis and risk management plan. Provide copy of appointment.

### **9.3** Plan



***There shall be a risk management plan reviewed annually and updated to reflect new information, operational techniques, and programs/services.***

**Commentary:** A comprehensive risk management plan, which encompasses both financial and programmatic risk management, is essential to minimize legal liabilities and personal injuries. A risk management plan systematically analyzes the services offered and facilities/areas managed for personal injury and financial loss potential and selects approaches to handle such losses. It sets forth basic policies and the implementing operation practices and procedures of the approaches which will be utilized to manage the identified risks of loss. (See 9.6.) *Management Manual*, chp. 16 @ pp. 729-734.

A plan cannot be static; it is dynamic and needs to be regularly reviewed for updating regarding services of the organization and changing approaches to controlling losses in keeping with changing needs and capabilities of the organization and opportunities which become available within the financial industry as well as within the organization itself.

**Suggested Evidence of Compliance:** Provide copy of the plan with dates revision.

**DoD Comment:** Also include evidence of risk management plan for major special events.

#### 9.4 Risk Analysis and Control Approaches

*There shall be risk analysis systematically performed annually and with approaches to control of risks clearly identified.*

**Commentary:** There is no specific method for identification of risks suitable for all entities; the method and tools used will vary according to the nature and extent of the operation. What is important, however, is that a systematic procedure be established to assure total assessment in order to avoid unexpected losses. Risk analysis should utilize any agency management information database, and include identification of risks and estimation of extent of the risks. Alternate approaches for control of risks and the expected impact of each should be identified, with the selection of approaches to control specific risks then clearly identified. *Management Manual*, chp. 16 @ pp. 717-729.

**Suggested Evidence of Compliance:** Provide copy of analysis.

#### 9.5 Employee Involvement

*The risk management plan should involve active interaction between employees at all levels and administration/supervisors.*

**Commentary:** This interaction is essential because all facets of the operation must be included, and the on-line employees both have insights to risks and are critical to implementation of risk management procedures. It is the employees which must be assured of their importance to successful risk management, as well as understand the operational procedures. *Management Manual*, chp. 16 @ pp. 716-717.

There must be commitment by both management and employees. Just as it is desirable to have the policy board involved in the establishment of risk management policies, so must employees be involved in determination of desirable practices in implementing policies. Particularly in medium to large-sized agencies, an employee risk management committee is highly desirable to augment the risk manager. It continuously monitors the risk management program, recommending changes; reviews operating safety manuals

and emerging plans; fosters a safety-conscious attitude among employees and encourages participation in staff training including first aid; reviews accidents and claims, analyzing nature thereof and possible action to ameliorate, and the cost thereof; and makes periodic inspection/ tour of programs and premises. In especially large operations, there might be practices to pinpoint problem areas and recommend changes, and to project trends and possible future losses. It must be made very clear to employees that the practices requested and recommended are not only to provide a safe program so participants will not be injured, but also for their own well-being.

**Suggested Evidence of Compliance:** Provide description of interaction.

**DoD Comment:** All employees must be cognizant of risk management requirements throughout military recreation. All employees must be able to recognize dangerous conditions or signs of trouble and be able to report them correctly. Employee must be able to relate to the age and abilities of participants and to ensure that all participants understand what safety practices are. Provide evidence of risk management training/instruction for employees.

## **9.6** Operational Procedures

*There should be a manual of operating procedures for carrying out the risk management plan. All administrative and supervisory personnel shall have a copy of the manual and other employees' procedures pertinent to their responsibilities.*

**Commentary:** Specific implementing operational procedures are an important element in an risk management plan. Guidelines for operationalizing the procedures set forth for the approaches to be used should be put together into a risk *Management Manual* to provide an authoritative guide and immediately available reference for all levels of employees. Not all employees need a full copy of the manual, but it should be available, and pertinent aspects definitely should be given to the employees in accord with their responsibilities. The manual should cover such operational information as what automobile insurance coverage the corporation has and if a car is rented, what insurance should be purchased; periodic inspections regarding risk potentials; supervision system, emergency plans, the accident and incident reporting system (see 3.4.2.3 and 8.2.3); and many other aspects set forth in other standards. *Management Manual*, chp. 16 @ pp. 730-731.

Particular attention should be given to emergency plans and procedures directed toward large-scale natural disasters, such as earthquakes, tornadoes, hurricanes, forest fires, and floods, and include evacuation procedures, inventory and location of equipment and materials, displacement plans for facility residents and activities, and psychological aid for staff affected by emergency, et al. Plans also should be prepared for civil disturbances, as well as the usual emergency care both for special events with a large

number of participants and/or spectators and for on-going activity in the parks and recreational facilities. Special cooperative arrangements should be made with other public departments and agencies, private contractors, and community organizations. Park and recreation agencies should be integral to any community emergency plan.

**Suggested Evidence of Compliance:** Provide copy of manual and distribution procedure.

## 9.7 Risk Accounting

*The risk management plan should be monitored in terms of the dollar costs.*

**Commentary:** Risk management is an on-going process; not only must it be integrated into the very fiber of an organization, but also its effectiveness must be systematically evaluated and adjustments made as appropriate. Neither the implementation of the plan nor its effectiveness assessment just happen --“everybody’s business is nobody’s business.” Responsibilities must be assigned and structure set in place to facilitate risk management. While a primary purpose of risk management is the savings of lives, it is essential that the risk management plan be monitored in terms of the dollar costs -- is it paying off financially and if not, why not? In calculating the costs of risk, one must add together the costs of insurance, uninsured losses that come from the operating budget, the losses which may come from the funded reserve (self-insurance), the administrative costs of maintaining the risk management office/personnel and its operation, and the safety and loss control expenses, including personnel training. If this amount is over five percent of the operating budget, serious evaluation of the risk management plan must be undertaken; costs usually range from two to three percent. However, in terms of effectiveness of the plan, calculation of savings also should be made on reduction of the indirect and hidden costs of accidents, such as time lost from work by injured employees, damage to equipment and facilities, failure to provide services and thus loss of income, etc. Initially, to establish a sound risk management plan, a financial investment may need to be made to implement good practices; but, it is an element of sound financial management to spend initially to obtain substantial long-term savings. *Management Manual*, chp. 16 @ pp. 731, 734.

Many agencies adopt an administrative policy to limit exposure to law suits by settling claims rather than litigating claims. Many insurance companies take this approach -- settle a claim, even though there may be technically no liability, because it is more economical to do so. It takes a great deal of money, in terms of preparation of materials, investigation, time of attorneys, et al, to litigate, and for small claims it is usually much less expensive to settle. Here, also, is the publicity attendant to a trial, which usually is unfavorable to the school, municipality, or leisure agency. On the other side, however, is the psychological trauma of the employee, in any injury suit, of having a settlement inferring negligence and guilt, when there is none; and, some individuals, knowing an entity is settlement-prone, will file just to get some money. The policies established for claims settlement are very

important to discouraging unfounded claims, to protecting the morale of the employees, and to providing the best financial benefit for the organization.

**Suggested Evidence of Compliance:** Provide copy of monitoring procedure.

**DoD Comment:** This standard is not applicable for DoD Military recreation. While Military installations manage risk, risk management costs and funding are the responsibility of the Military Service headquarters.

---

## 10.0 EVALUATION AND RESEARCH (EVALUATIVE RESEARCH)

---

*Management Manual*, chp. 18

### 10.1 Systematic Evaluation Program



***There shall be a systematic evaluation plan to assess outcomes and the operational efficiency and effectiveness of the Agency.***

**Commentary:** This standard is concerned with a systematic evaluation program for the total agency operation. Evaluation should encompass both the operation as a whole and specific elements and services. Evaluation is the process of determining the effectiveness of current practices and procedures. ***Evaluatory practices also are referred to in other aspects, these should be incorporated into the overall program of evaluation.*** See:

- a. Annual evaluation of goals and objectives (1.3.3).
- b. Annual review of policies (1.4.2).
- c. Trends analysis (2.1).
- d. Data gathering for planning (2.4).
- e. Community inventory and need index (2.4.1.2; 2.4.1.3).
- f. Management information system (3.4.1).
- g. Records management (3.4.2).
- h. Service statistics (3.4.3).
- i. Performance evaluation of personnel (4.1.4.5).
- j. Fiscal management, unit cost determination (5.4.1.2).
- k. Inventory control (5.4.3.1).
- l. Recreation services management -- program “needs” and effectiveness (6.1).
- m. Program evaluation (6.9).
- n. Cost effectiveness of certain equipment (7.11).
- o. Risk management determination of nature of, and extent of, risks (9.4).

In this era of accountability, a comprehensive evaluation system is essential. It should encompass both “effort” or operational analysis and “effect” or outcomes, as well as assessment of the appropriateness and adequacy of the process. Evaluation should be made not only by personnel within the agency, but also by those from outside the agency. Participants, as well as the planners, supervisors, and leaders, should be involved in the evaluative process. A time schedule for evaluations should be established, some evaluations will be annual, others periodical, and still others at the end of a season event.

Evaluations should be use in program development and planning, not just filed away. *Management Manual*, chp. 18 @ pp. 787-799.

Often there is a planning and research unit which conducts various studies as a basis for the planning function (see 3.6). These studies are very important; however, there is an evaluation function that also is critical to efficiency and effectiveness of daily operations (services and programs) and which often is overlooked. This latter is the focus of 10.1. There also is a third function of research and that is action research as related to demonstration projects and basic research focused toward generating new insights regarding parks and recreation (see 10.2).

An agency may wish to use “benchmarking” as a process of continuous improvement toward a level of performance it seeks to meet. Benchmarking is a specific type of structured evaluation. For further discussion of benchmarking, see *Does Your Government Measure Up?* by William D. Coplin and Carol Dwyer. See Introduction - Publications available, p. xvii.

**Suggested Evidence of Compliance:** Provide copy of plan and most recent evaluation.

**DoD Comment:** Such tools as needs assessments, organizational surveys, formal statistical analysis, fiscal oversight reviews (internal/external) are just a few examples of using an evaluation plan to validate this standard.

## **10.2** Demonstration Projects and Action Research

*There should be at least one experimental or demonstration project or involvement in some aspect of research, as related to any part of park and recreation operations, each year.*

**Commentary:** Try something different and evaluate it! Having difficulty getting a program or service in -- present it as a pilot or experimental program. Want to try out a new approach or technique? Make it a demonstration project! Want to check out a program strategy to modify participant behaviors -- would be a good action project. This Standard does not ask for sophistication research, but some “new” way of doing something which is systematically evaluated as to effectiveness. *Management Manual*, chp. 18 @ pp. 809-811.

In as much as the recreation and park profession has a responsibility to improve administrative procedures, program methods, special group services, facility design and maintenance, etc., studies and demonstration projects should be conducted regularly which contribute directly to such improvement. Every agency, regardless of size, can undertake some type of study for the enhancement of its program and the stimulation of its professional staff. Research is the systematic inquiry for new knowledge.

## EVALUATION AND RESEARCH (EVALUATIVE RESEARCH)

---

Departments are encouraged to undertake action research, exploratory investigations, and demonstration projects to endeavor to develop better methods in conducting programs for all types of groups. Operational studies are greatly needed. A demonstration project is an experimental program set up to show how a certain aspect of program might be conducted. One project might extend over several years.

Since the community is the laboratory for recreation and park research and the public recreation and park agency is one prime channel thereto, when requested, cooperation should be given to bonafide, quality research projects being undertaken by individual researchers, private research organizations, graduate students, and educational institutions. There might be cooperative projects either with other city department or agencies or with other recreation departments. The public recreation and parks agency should recognize its responsibility to reject requests to participate in poorly designed and conducted studies.

The recreation and park agency should investigate the availability of governmental and private agency grants and apply for them when they can be used advantageously for demonstration projects and research.

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

**Suggested Evidence of Compliance:** Provide copy of report on project for the last year and list projects for the preceding two years.

### 10.3 Evaluation Personnel

*There should be personnel either on staff or a consultant with expertise to direct the technical evaluation/research process.*

**Commentary:** The competence of the personnel is a major ingredient in a productive and effective evaluation and research effort. Colleges and universities often can be helpful with faculty serving as consultants and in providing student project assistance and interns. Cross-reference 3.6.2. *Management Manual*, chp. 18 @ 795-797.

**Suggested Evidence of Compliance:** Provide copy of job description for staff person or contract or evidence of informal agreement for external technical assistance.

**DoD Comment:** Military recreation should have expertise to direct the technical evaluation/research process. This expertise can be developed in house or procured from outside sources. A person should be appointed for military recreation with oversight of evaluation. Provide copy of appointment.

#### 10.4 Employee Education

*There should be an in-service education program for professional employees to enable them to carry out quality evaluations.*

**Commentary:** There should be not only the ability to carry out a specific evaluation, but also understanding regarding the function and general process of evaluative research. Cross-reference to 4.1.4.4.2. The in-service program may include participation in training offered by other agencies and organizations and use of training videos and resource materials. *Management Manual*, chp. 18 @ p. 797.

**Suggested Evidence of Compliance:** Provide description of program.

**DoD Comment:** Provide description and documentation of evaluation training provided.

**This page left blank intentionally.**