

# **LEISURE AND RECREATION MANAGEMENT**

**George  
Torkildsen**

8461755

*Leisure  
and Recreation  
Management*



GEORGE TORKILDSEN



E8461755

LONDON NEW YORK

E. & F. N. Spon

First published 1983 by  
E. & F. N. Spon Ltd  
11 New Fetter Lane, London EC4P 4EE

Published in the USA by  
E. & F. N. Spon  
733 Third Avenue, New York NY 10017

© 1983 George Torkildsen

Printed in Great Britain at the  
University Press, Cambridge

ISBN 0 419 11740 7

*This paperback edition is sold subject to the condition that it shall not, by way of trade or otherwise, be lent, resold, hired out, or otherwise circulated without the publisher's prior consent in any form of binding or cover other than that in which it is published and without a similar condition including this condition being imposed upon the subsequent purchaser.*

*All rights reserved. No part of this book may be reprinted, or reproduced, or utilized in any form or by any electronic, mechanical or other means, now known or hereafter invented, including photocopying and recording, or in any information storage and retrieval system, without permission in writing from the publisher.*

---

British Library Cataloguing in Publication Data

---

Torkildsen, George

Leisure and recreation management.

1. Recreation—Administration—Great Britain

I. Title

333.78'0941      GV182.15

ISBN 0-419-11740-7

---

---

Library of Congress Cataloging in Publication Data

---

Torkildsen, George.

Leisure and recreation management.

Bibliography: p.

Includes index.

1. Recreation—Management. 2. Leisure.

I. Title.

GV181.5.T67 1982      790'.06'9      82-19727

ISBN 0-419-11740-7 (pbk.)

---

G289.1  
T1

£14.95



*Leisure and  
Recreation Management*



## ILLUSTRATIONS

### **Chapter 1**

Great Yarmouth Marina Centre - a local authority project financed, developed and managed in collaboration with the commercial sector. (Courtesy of the Borough of Great Yarmouth.)

### **Chapter 2**

Variety Club Sunshine Coach. (Courtesy of the Variety Club of Great Britain.)

### **Chapter 3**

Mecca Leisure Social Club, Harlow (Courtesy of Len Toms, Harlow Gazette.)

### **Chapter 4**

Symbols of National Agencies. (Courtesy of the Arts Council of Great Britain, The Central Council of Physical Recreation, the National Playing Fields Association and The Sports Council.)

### **Chapter 5**

Active play - a need for all children. (Courtesy of John Sari Photographers and Harlow Development Corporation.)

### **Chapter 6**

Forest horse-ride. (Courtesy of John McCann Photography and Harlow Development Corporation.)

### **Chapter 7**

Bar at Bletchley Leisure Centre. (Courtesy of John Donat Photography and Faulkner-Brown, Hendy, Watkinson, Stonor (Architects).)

### **Chapter 8**

Companionship - an important element in leisure for the aged. (Courtesy of G. Howald, Berne, Switzerland and the National Playing Fields Association.)

### **Chapter 9**

A competitor in the Stoke Mandeville National Paraplegic Games, 1981. (Courtesy of Richard Gardner.)

**Chapter 10**

London Marathon, 1982. (Courtesy of John Gichigi, Allsport Photographic.)

**Chapter 11** Morecambe Leisure Park. (Courtesy of Faulkner-Brown, Hendy, Watkinson, Stonor (Architects).)

**Chapter 12**

Rhyl Sun Centre. (Courtesy of Barry Wilkinson Photography and Gillinson, Barnett and Partners (Architects, Engineers, Planners and Designers).)

**Chapter 13**

A meeting of management staff at Harlow Sportcentre. (Courtesy of Len Toms, Harlow Gazette.)

**Chapter 14**

It's a knockout - programming for friendly rivalry between towns.

**Chapter 16**

Marketing Lancaster University's 'Come Alive' campaign. (Courtesy of Lancaster University.)

**Chapter 17**

Industrial Exhibition in the Sports Hall at Harlow Sportcentre. (Courtesy of Len Toms, Harlow Gazette.)

# Preface



This book is written for all those people who are interested in exploring the fascinating world of 'leisure' and 'recreation' and its management. They may be top recreation and leisure executives, senior managers, middle managers, first-line managers, recreation officers at all levels, supervisory managers or trainee managers. They may be organizers and administrators, policy-makers, planners, researchers, or students and lecturers in a wide range of recreation management and leisure courses. In addition there are very important recreation 'fringe elements', including those people involved in architecture, planning and local government other than recreation, community workers, teachers, politicians and many others.

This is the first book of its kind written in the United Kingdom. The subject areas are relevant to the wide spectrum of recreation organizations and personnel, whether in the public, private or commercial sectors. Most of the subject areas also apply universally. People's needs are the same the whole world over. The expression of need through recreation is also much the same. The principles of management apply to all organizations, to all resources and facilities, to all programmes, and to all problems encountered.

The book seeks to answer some simple questions on a complex phenomenon: what is leisure and recreation? How is it planned, provided for, managed and controlled? How can greater opportunities be provided through improved management?

My motivation in writing the book stems from a preoccupation and overwhelming interest in recreation and its management. Having been involved for over twenty years as teacher, manager, director, lecturer and consultant and having been part of the movement towards the development of the community recreation centre and the emerging 'profession' of recreation management, I have felt destined to write about it. The Government Working Party on the Training for Recreation Management and its recent report (which had not been published at the time of writing this book) indicates the considerable importance of the subject and its future in the United Kingdom. More pertinently, it acknow-

ledges the need for well-trained managers of recreation, be they in government, in private or in commercial recreation.

This is a book that deals in the concepts of recreation, in the processes of planning for recreation and with its management. It is concerned also with approaches towards better management and in management performance itself. It is not, however, a technical textbook dealing with buildings, facilities, maintenance, catering, accounting, or with arts, sports, countryside recreation and social recreation in and of themselves. These aspects are covered by many other publications, by the Sports Councils, Arts Councils, Countryside Commission and national agencies.

A good deal has been written of late concerning the 'hardware' of recreation - recreation technology, buildings and design, and management courses have been devised to teach the aspects of accounting, economics, statistics, survey techniques, quantitative methods, research and the like. Little, however, has been written about the nature of the management of leisure opportunity or about recreation 'software', the quality of the management, the principles underlining recreation provision and the 'people' approach to recreation planning and programming. What does leisure mean to people? What does recreation do for people and why provide opportunities and management for it to occur? It is to these questions that the book directs itself and provides practical suggestions as to how good management can create better opportunities for recreation to occur for even more people, more often.

My hope is that you will find this publication both interesting and valuable.

George Torkildsen



# Acknowledgements



I thank all who helped in any way in the production of this book through their work, support, information, advice or understanding.

I acknowledge the administrative and secretarial assistance of Rita Tomlin and Valerie Beadle and their assistants Gaynor Bond and Maureen Connolly.

In the latter stage of editing and completing the manuscript invaluable assistance was given by Gwynne 'Grif' Griffiths and by Ian Barclay and Colin Sinclair, with assistance from Sally Torkildsen.

I also wish to thank the following for their direct and indirect help by supplying information, critiques or ideas: Roy James, Peter Cullen, Tony Veal, Ted Blake, Professor Ray Maw, Jane Foulsham and Rosemary Wellings (with Chapter 11).

This book could not have been written without a background of knowledge accumulated over the years from individuals and institutions. These include: Polytechnic of North London department of Extension Studies and department of Management, Polytechnic of Central London Built Environment Research Group and School of Management, National Playing Fields Association, Sports Council, Association of Recreation Managers, Harlow and District Sports Trust with whom I have been associated for over 20 years and the staff, past and present, at Harlow Sportcentre, with whom I gained much of my practical experience in management, my business colleagues and associates Ron Pickering, Dr Don Anthony and Gerry Perrin and all my colleagues and friends in recreation management including PNL DMS(R) students 1971-81 who, most of all, made me face the problem areas which this book tries to grapple with.

To all and many more, thank you.

# Introduction



Leisure and recreation activity revolve around *policy, planning, resources, facilities, finance, services, programmes and management*. Through these means opportunities are offered or made available to people to indulge in recreation, whether passively or actively. It is believed that recreation providers should be concerned, not just with the quantity of the facilities, but with the *quality* of the recreative experience for the individual. Provision for recreation is made by three main contributors – *private* individuals and groups, *commercial* operators and *public* authorities.

This book is concerned with the provision and management of 'leisure' and 'recreation'. But the first thing to be said about provision and management is that nature provides us, in the natural environment, with abundant resources for recreation, so much so that, one could argue, there is no need for expensive additional facilities, services, programmes and management. Nature has provided the grass and the fields, the trees and the woods, rivers, rain and sunshine. We have the challenge of the mountains, the seas and the sky. We have beauty to behold, solitude in the country and peace away from the crowds.

The second thing to be said about provision and management is that we, as individuals, or with families or among friends, are quite capable of providing for all our recreational needs and for our children or those unable to care for themselves, without additional facilities, services, programmes and management. Nature has provided us with the means to survive, to seek, to explore, to find, to grow and to multiply. It has certainly provided us, not only with the desire to play and to find recreations, but also with the *human capacity and resourcefulness* to do so.

Yet the demand for man-made additional resources for recreation for people is greater now than it has ever been. Opportunities are needed for some children just to learn how to play with other children, to play with water and sand and to explore their environment. Indeed the problem is so acute that it has needed government, institutional and voluntary agencies to promote the concept of the 'child's right to play'. The International Year of the Child focused attention on the plight of

children in slums, in traffic-congested areas, in high-rise blocks and in bad homes and housing conditions.

The energies of young people, increasingly seen channelled frustratingly into needless violence, or acts of vandalism, evidence unsatisfied needs. Leisure opportunities for the adventure, the noise, the speed and the independence of youth can assist in meeting some of the needs. Opportunities are needed for adults, for families, for the loner, the lonely, the old, the handicapped and the delinquent to *experience* recreation, which may enhance their quality of life.

Hence, the cornerstone of recreation and its management must be concerned first, foremost and always with *people*, not just resources, buildings and facilities, but with the human rights, the dignity and the uniqueness of the *individual*. It is from this standpoint that recreation provision and management are debated and this thread, however tenuous, will link discussion on principles, planning, services and management and endeavour to forge a bridge between the philosophy of recreation and the practical services and management needed for it to occur for people more often.

The book is developed around three main themes: *philosophy*, *provision* and *management* in the field of leisure and recreation. Put another way the concern is with *thinkers*, *enablers* and *doers*. At one extreme, some people believe that thinkers tell us what the problems are and offer no solutions, providers provide unnecessary facilities and then tell others to get on and use them, and organizers, in their muddled amateur fashion, tell others what to do and how to do it, because they cannot do it themselves. I take the view that management is concerned with thinking, enabling and doing and that the Recreation Manager should encapsulate the essential ingredients which span the fields of philosophy, provision and management in the context of recreation.

A Recreation Manager is not someone who comes out of a college with a certificate; there can be no instant Recreation Manager. Nor is he or she someone who, through years of experience, can operate an establishment efficiently but has no knowledge about the effectiveness of the operation, what the needs of the consumers are and how opportunities can be provided to meet those needs. Rather, a Recreation Manager is a person, young or older, who has evolved with a mix of education, training inside and outside the job situation, and some experience, into a person with motivation, ability and sufficient understanding to create and manage opportunities for people at whatever level is satisfying for them. Hence the bland statement that 'any good manager can manage anything' is not supported unequivocally.

Many employers equate management with administration and thus appoint administrators. While the good manager should be able to administer, organize and learn, administration is only one of the many

functions of management. The emerging profession of recreation management is accumulating many good administrators. This book is written in the hope that the 'profession' will accumulate many good managers.

The book is written in five main parts or stages of leisure and recreation management.

*Part One* seeks answers to the question: who are the *providers* of recreation services, resources and facilities? Those involved in recreation policy, research and management must know about the world in which they live – the recreation market place, the providers and their influence. It is written in four chapters. Chapter 1 deals with the *public sector*, Chapter 2 with the *voluntary sector* and Chapter 3 with the range of *commercial* providers. The overlap and interrelationship between the three is evident, though the three can be analysed as partially separate sectors. Public recreation is enabled, controlled and guided to some extent through a whole range of *national agencies* and these are very briefly described in Chapter 4.

Having looked at the world of recreation provision and the nature of the providers, *Part Two* asks the most important question: *what* is to be managed? The first tenet of management is to know what it is you are supposed to be managing. Most researchers have considerable difficulty in answering the question: what is recreation and how can it be managed? This simple question provides a multitude of answers to a complex phenomenon. Despite the problems of overlap and interrelationship, Chapters 5, 6 and 7 study the concepts of *play*, *recreation* and *leisure* as distinct entities to discover what they are and what they mean to people.

In Chapter 8 an attempt is made to bring together the play/leisure/recreation trilogy and to suggest a possible interlocking relationship between them – a 'PLR' conceptualization, which needs a new name in the English language or which uses *one* name as the pivot for the three.

*Part Three* is concerned with the people, the individuals, who are to benefit from leisure and recreation provision and management. Chapter 9 considers the *needs and motivation* of people towards leisure and recreation activity and Chapter 10 focuses on the major factors which influence and condition leisure and recreation choice.

*Part Four* is the *planning process* itself. Chapter 11 relates to the planning approaches and suggests a greater people-orientation and involvement in order to achieve the aims of recreation services. Chapter 12 is written in two parts. The first is concerned with the birth and development of the community recreation centre and the second considers the planning and design aspects relevant to the management of facilities.

*Part Five* is the part which is traditionally accepted as 'management'.

A person is appointed to a position of, say, manager of a recreation centre and is told to get on with the job and 'manage'. Many believe that recreation management starts from there. This book takes a different view from the outset. It is suggested that far from starting with the facility, recreation management starts with the people it is intended to serve and their needs, an understanding of the recreation 'product', the market place, and the providers, and in involvement in the planning process. Management, it is contended, is a beginning-to-end process. The techniques of facility management, however, are an important and essential *part* of the process. In Chapter 13 the principles and approaches to *management, leadership and decision-making* are considered. Chapters 14, 15, 16 and 17 get down to the more 'nitty-gritty' of recreation facility management, i.e. *programming, staffing, marketing and event organization*.

Finally, in Chapter 18 the question of training for recreation management is considered: who manages recreation? Who do they represent? Who trains them? Is recreation management a profession? These questions are debated. It is important, however, to appreciate that this chapter was writing *before* the publication of the Government Working Party on the training for recreation management.

# Contents



Illustrations	xi
Preface	xiii
Acknowledgements	xv
Introduction	xvii

## *Part One: The providers of leisure opportunity and recreation services*

<b>1</b>	<b>Recreation provision in the public sector</b>	<b>3</b>
1.1	Introduction	4
1.2	The range of direct provision by local authorities	4
1.3	Government and recreation: the development of local authority services	12
1.4	The transition: an awakening to recreation	15
1.5	Local government reorganization and its effect on recreation	18
1.6	Local authority services 1972-1982: powers and responsibilities	20
1.7	Management in local government: the policy makers	23
1.8	Corporate management within local government	26
1.9	Comprehensive recreation and leisure departments	28
1.10	The complexities of recreation management in local government	30
1.11	Summary: the problems and opportunities for recreation and leisure through the public sector	35
	References and notes	37
<b>2</b>	<b>Recreation provision and services in the voluntary sector</b>	<b>39</b>
2.1	Introduction: voluntary provision in the non-public sector	40
2.2	The range of voluntary providers	40
2.3	Voluntary clubs and organizations in historical context in the United Kingdom	42
2.4	Leisure participation in voluntary groups	44
2.5	The role of voluntary groups in society	53

2.6	Summary: the voluntary providers of leisure and recreation opportunities	56
2.7	Recreation trusts: a voluntary/public management system	57
2.8	Industrial recreation provision	60
2.9	Summary: voluntary sector provision	69
	References and notes	69
<b>3</b>	<b>Commercial providers of recreation services, products and facilities</b>	<b>71</b>
3.1	Introduction	72
3.2	The commercial provider	72
3.3	Major commercial companies	76
3.4	Home-based leisure	79
3.5	Social recreation outside the home	85
3.6	Entertainment and the arts	87
3.7	Sport and physical recreation	89
3.8	Tourism and holidays	91
3.9	Sponsorship	95
3.10	Commercial providers: summary	98
	References and notes	99
<b>4</b>	<b>The national agencies</b>	<b>101</b>
4.1	Introduction	102
4.2	The Arts Council of Great Britain	102
4.3	The Sports Council	107
4.4	The Central Council of Physical Recreation	110
4.5	The National Playing Fields Association	111
4.6	The Countryside Commission	113
4.7	The Forestry Commission	114
4.8	The Water Space Amenity Commission	115
4.9	The British Waterways Board	115
4.10	National agencies and recreation management	116
	References and notes	116
	Recommended additional reading	116

*Part Two: Recreation philosophy*

<b>5</b>	<b>Play</b>	<b>119</b>
5.1	Introduction: why study play?	120
5.2	Play: a complex phenomenon	121
5.3	Play in historical perspective	122
5.4	Play theories	124
5.5	Play: summary	138
	References and notes	139

<b>6</b>	<b>Recreation</b>	<b>141</b>
6.1	Introduction	142
6.2	Recreation: an overview	142
6.3	Recreation theories	145
6.4	Recreation: any kind of satisfying experience?	151
6.5	Recreation: an institution and a process	153
6.6	Recreation: summary	155
	References and notes	157
<b>7</b>	<b>Leisure</b>	<b>159</b>
7.1	Introduction	160
7.2	Leisure: historical perspective	160
7.3	Leisure: a variety of approaches, descriptions and definitions	167
7.4	Leisure today: potential and problems	173
7.5	Leisure: its relationship to work	177
7.6	Leisure: summary	181
	References and notes	182
	Recommended additional reading	184
<b>8</b>	<b>Play/recreation/leisure: an integration?</b>	<b>185</b>
8.1	Introduction	186
8.2	Play and its implications for recreation services	187
8.3	Recreation and its implications for community recreation services	189
8.4	Leisure and its implications for community recreation services	191
8.5	Interrelating play, recreation and leisure	193
8.6	Barriers to integration	200
8.7	Assumptions on which to build services and programmes	202
	References and notes	203

*Part Three: Needs and influences on leisure participation*

<b>9</b>	<b>Leisure and people's needs</b>	<b>207</b>
9.1	Introduction	208
9.2	Theories of human motivation	208
9.3	Social needs	212
9.4	Needs, demands and recreation services	217
9.5	Summary: leisure and people's needs	219
	References and notes	220
	Recommended additional reading	222
<b>10</b>	<b>Leisure: factors which influence participation</b>	<b>223</b>
10.1	Introduction	225



10.2	Individual, personal and family influences on leisure participation	226
10.3	Social and situation circumstances and leisure participation	230
10.4	Opportunity and leisure participation	234
10.5	Summary: factors which influence and condition people's participation in leisure	242
	References and notes	243

*Part Four: Recreation planning*

<b>11</b>	<b>Recreation planning</b>	<b>249</b>
11.1	Introduction	250
11.2	Approaches and methods at present employed in recreation planning	251
11.3	Standards of provision	254
11.4	Recent theoretical approaches to recreation planning	261
11.5	Government, national agencies and regional recreation planning	265
11.6	Structure plans and local plans	268
11.7	Recent practical approaches in recreation planning	270
11.8	Planning for people: a needs-based recreation planning approach	274
	Appendices to Chapter 11	275
	References and notes	279
	Recommended additional reading	281
<b>12</b>	<b>Recreation centres</b>	<b>283</b>
12.1	Introduction	284
12.2	The history and birth of the recreation and leisure centre	284
12.3	Joint planning: the school and the community	286
12.4	Joint planning partnerships	288
12.5	Adapting the old and building the new	290
12.6	The use of sport and leisure centres	292
12.7	Progress and problems over 20 years	297
12.8	Management implications for design of an indoor public recreation centre	299
12.9	The recreation centre: summary	307
	References and notes	307

*Part Five: Management*

<b>13</b>	<b>Management</b>	<b>313</b>
13.1	Introduction	314
13.2	The management process	315