

School of Management

**A Study of Organisational Effectiveness in
Local Government Recreation Services in
Western Australia**

Suzanne Verrall Colyer
Dip. Phys. Ed., T.S.T.C., B.P.E., M.Sc.

This thesis is presented as part of the
requirements for the award of
Degree of Doctor of Philosophy
of
Curtin University of Technology

October 1993

ABSTRACT

The notion of leisure is subjective and contradictory, therefore attempts to organise, manage and measure leisure experiences may be described as paradoxical. The evaluation of recreation and leisure services has been focused on performance indicators associated with specific programmes and facilities. At a macro level, evaluation from the broader perspectives of organisational effectiveness and leisure theory is a neglected area of research. This study examines a model of organisational effectiveness criteria as a way of exploring the "leisure management paradox" in local government recreation services. The focus of the research was local government recreation services in Western Australia.

This study had two major purposes. The first purpose was to identify a range of criteria that are appropriate for evaluating organisational effectiveness in local government recreation services. Secondly, the study investigated the perceptions of these criteria held by recreation staff in different local government recreation services in Western Australia.

The specific research objectives focused on the issues of effectiveness in local government recreation services, namely:

1. To identify criteria for organisational effectiveness relevant to local government recreation services in Western Australia.

2. To develop a conceptual model of organisational effectiveness criteria.
3. To test the developed model to confirm the appropriateness of the selected criteria for assessing local government recreation services.
4. To determine if there are differences in the perceptions of organisational effectiveness held by different groups of recreation workers in different types of local government settings.

The findings revealed that perceptions of the importance of organisational effectiveness criteria held by recreation workers in local government in Western Australia are relatively homogeneous. Differences appeared to be associated with geographic location, availability of resources, and the perceived organisational culture of the local government authority. These findings offer a practical framework for managers of recreation services and provide a benchmark for further research in local government and recreation services generally.

I declare that this thesis is my own work and has not been submitted, in whole or in part, in respect of any other academic award.

ACKNOWLEDGMENTS

I wish to thank my supervisor, Professor Geoff Soutar, for his help and encouragement throughout this study. I also thank my co-supervisor, Dr Paul Ryder, for his support and guidance from a distance. The support of the Edith Cowan University in granting six months study leave to work on this project is gratefully acknowledged. I thank my colleagues in local government recreation services and the Ministry of Sport and Recreation in Western Australia for their contribution to the study. Finally, I thank my family and friends for their encouragement, support and patience throughout the project.

For my father
Henry Joseph Colyer

TABLE OF CONTENTS

	Page
<i>Title Page</i>	<i>i</i>
<i>Abstract</i>	<i>ii</i>
<i>Declaration</i>	<i>iv</i>
<i>Acknowledgments</i>	<i>v</i>
<i>Dedication</i>	<i>vi</i>
<i>Table of Contents</i>	<i>vii</i>
<i>List of Tables</i>	<i>xii</i>
<i>List of Figures</i>	<i>xv</i>

PART ONE BACKGROUND TO THE STUDY

Chapter 1	Introduction and Overview	2
	Leisure as a paradox	2
	The development of local government recreation services in Western Australia	4
	Major concepts and constructs	8
	Purpose of the study	11
	- Research objectives	12
	- General research approach	13
	Significance of the study	14
	Study outline	15
Chapter 2	Review of Literature	17
	The leisure paradox	17
	Need for evaluation of recreation services	21
	Other studies of municipal recreation services	26
	Public and not-for-profit organisations	28
	Defining organisational effectiveness	35
	Paradox and the competing values model	39

Table of Contents continued:

	Life-cycle, environment and constituent preferences	43
	Measuring organisational effectiveness	46
	Organisational culture	55
	Summary	65
PART TWO	SETTING THE SCENE	
Chapter 3	Background to the Delphi Study	68
	Overview of research approach	68
	The Delphi technique	70
	The Delphi panel	73
	Shortcomings of Delphi	76
	Summary	78
Chapter 4	Establishing a Framework for Assessing Organisational Effectiveness	80
	The Delphi experiment	80
	Delphi results	81
	- Defining effectiveness	81
	- Effectiveness issues	83
	- Ineffectiveness issues	84
	Future issues and the impact on effectiveness of recreation services	87
	Summary of the Delphi experiment	88
	Criteria for local government survey	89
	Summary	90
Chapter 5	Local Government Recreation Service Survey	91
	Questionnaire development	91
	- Effectiveness criteria	91
	- Other effectiveness and ineffectiveness issues	94
	- Background data	94
	Pilot survey	95
	Sampling strategy	95

Table of Contents continued:

	Preliminary survey	96
	- Definitions of staff positions	96
	Data collection	98
	- The period of data collection	98
	- Distribution of questionnaire	98
	- Follow-up	100
	Data analyses	100
	Missing data	101
	Summary	101
 PART THREE ESTABLISHING THE FRAMEWORK OF INDEPENDENT VARIABLES		
Chapter 6	Preliminary Analysis of Data and Respondents	104
	Introduction and overview	104
	Response rates	104
	Profile of local government recreation workers	106
	Summary	110
 Chapter 7	 Local Government Groups	 111
	Introduction	111
	Local government clusters identified	112
	Summary	113
 Chapter 8	 Organisational Culture and Effectiveness	
	Criteria	114
	Introduction	114
	Cultural types and cultural clusters	114
	Five cultural profiles	120
	Summary	124

Table of Contents continued:

PART FOUR	ANALYSIS OF PERCEPTIONS OF CRITERIA OF ORGANISATIONAL EFFECTIVENESS	
Chapter 9	Rating the Importance of Effectiveness Criteria	126
	Introduction	126
	Factor analysis of effectiveness criteria	126
	Creating the model	129
	Summary	131
Chapter 10	Exploring the Effectiveness Data	134
	Introduction	134
	Analysis of effectiveness statements	134
	Summary	143
Chapter 11	Testing the Effectiveness Criteria and the Effectiveness Factors	145
	Introduction	145
	Effectiveness criteria	145
	Effectiveness factors	152
	Summary	155
Chapter 12	Perceived Effectiveness of Local Government Recreation Services	157
	Introduction	157
	Analysis of perceived effectiveness	158
	Comparison of perceptions of effectiveness of recreation services	159
	Additional effectiveness criteria	162
	Summary	165
PART FIVE	SUMMARY AND CONCLUSIONS	
Chapter 13	The Results and Implications for Future Research	167
	Leisure paradox revisited	167
	Summary of approach	170
	Summary of results	171

Table of Contents continued:

	Research conclusions and implications	177
	Future research directions	180
REFERENCES		184
APPENDICES		
Appendix A	Delphi Definitions and Criteria	202
	- Round 3 Question 1	202
	- Round 3 Question 2	204
	- Round 3 Question 3	206
Appendix B	Effectiveness Criteria in Order of Perceived Importance of Contribution to Local Government Recreation Services with Definitions and Issues Statements	209
Appendix C	Organisational Culture Types, Values and Questionnaire Items	219
Appendix D	Covering Letters	220
Appendix E	Research Questionnaire	225
Appendix F	Definitions of Effectiveness Criteria: Attachment to Questionnaire	238
Appendix G	Follow-up Correspondence	241
Appendix H	Definitions of Categories of Recreation Workers	244
Appendix I	Summary of Demographic Characteristics of Local Government Recreation Staff	246
Appendix J	Maps 1, 2 and 3 - Local Government Boundaries and other Statistical Areas in Western Australia	250
Appendix K	Letter of Permission	254

LIST OF TABLES

	Page
Table 1 Effectiveness Criteria and Performance Measures	48
Table 2 Number of Delphi Panel Members According to Role	75
Table 3 Criteria for Defining Effectiveness	82
Table 4 Comparison of Effectiveness Issues	83
Table 5 Comparison of Ineffectiveness Issues	85
Table 6 Criteria of Effectiveness and Ineffectiveness	87
Table 7 Summary of Staff Positions for Questionnaire Distribution	97
Table 8 Summary of Response Rates	105
Table 9 Summary of Responses for Professional Recreation Workers and Other Professional Local Government Officer Categories	106
Table 10 Gender Comparison to Position in Local Government	107
Table 11 Selected Demographic Characteristics of Recreation Workers	108
Table 12 Salaries of Local Government Recreation Workers	110
Table 13 Reliability Coefficients for Organisation Culture Instrument	115
Table 14 Factor Loadings Matrix for Cultural Types	116
Table 15 Local Government Organisational Culture Clusters	118

List of Tables continued:

Table 16	Cultural Profiles of Five Cities	120
Table 17	Factor Loadings Matrix of Principal-Components Analysis of Five Effectiveness Factors	128
Table 18	Comparison of Ratings and Ranking of Effectiveness Criteria	131
Table 19	Criteria in Order of Perceived Importance of Contribution to Local Government Recreation Service Effectiveness	133
Table 20	Factor Loadings Matrix of Principal-Components Analysis of Seven Factor Solution: Effectiveness Statements Grouped by Effectiveness Criteria	138
Table 21	Factor Means, Standard Deviations and Reliability Coefficients of Effectiveness Issues	141
Table 22	Analysis of Variance Table for Effectiveness Criteria	146
Table 23	Canonical Discriminant Functions - Effectiveness Criteria	147
Table 24	Weights and Correlations of Independent Variables with Discriminant Functions - Effectiveness Criteria	147
Table 25	Canonical Discriminant Functions Evaluated at Group Means (Group Centroids) - Effectiveness Criteria	148
Table 26	Analysis of Variance Table for Effectiveness Criteria Factors	152
Table 27	Canonical Discriminant Functions - Effectiveness Criteria Factors	153

List of Tables continued:

Table 28	Weights and Correlations of Independent Variables with Discriminant Functions - Effectiveness Criteria Factors	153
Table 29	Canonical Discriminant Functions Evaluated at Group Means (Group Centroids) - Effectiveness Criteria Factors	154
Table 30	Principal-Components Analysis of Perceived Effectiveness	158
Table 31	Analysis of Variance - Perceived Effectiveness	159
Table 32	Final Regression of Perceived Effectiveness using an Initial 19 Independent Variables	161
Table 33	Comparison of Effectiveness Criteria	173

LIST OF FIGURES

	Page
Figure 1 The competing values model showing the relationship between four organisational theory models	41
Figure 2 Levels of organisational analysis, theoretical models and related effectiveness criteria	42
Figure 3 Matrix of nature and sources of criteria for evaluating organisational effectiveness in local government recreation services	52
Figure 4 Characteristics of ideal types of organisational culture	62
Figure 5 Organisational culture items from Quinn's Instrument II	64
Figure 6 Organisational culture clusters for local government recreation services	119
Figure 7 Cultural profiles of five cities	122
Figure 8 Scree test of effectiveness factors	135
Figure 9 Discriminant map of local government clusters and effectiveness criteria	151
Figure 10 Recreation service effectiveness criteria related to theoretical approaches to organisational analysis	175

PART ONE

BACKGROUND TO THE STUDY

A primary factor in rating recreation programs is the importance of looking at them as a whole, from the point of view of quality, not merely of quantity. What they are or are not doing for people is the basic criterion, but one that is not easy to evaluate.

(Butler, 1967, p. 552)

Chapter 1

Introduction and Overview

Leisure as a Paradox

The notion of leisure is one of contradiction and paradox. Leisure has been defined as time, as activity, as rest and relaxation, as a state of mind, as organised social interactions, as freedom from work, as an extension of work or neutral (Barrett, 1989; Kelly & Godbey, 1992; Parker, 1972). Recently, Handy (1990, p. 166), commenting on the changing nature of society, observed that "the best form of leisure is nearly always active leisure, or work of a sort". Roche (1989) also noted the ambiguity and paradox evident when applying traditional definitions of time and leisure to current social and economic structures. Work time and non-work time are not so clearly defined, especially with increasing unemployment, retirement and the feminist criticism of traditional leisure definitions (Burden, 1993).

Leisure and recreation are often used synonymously in the literature, but generally some distinction is made to suggest these are different social phenomena. Leisure may be associated with perceptions and processes of certain human experiences not necessary for survival (Hultsman & Anderson, 1991; Kelly & Godbey, 1992). Recreation is identified as a separate social institution, less inclusive than leisure; organised to achieve benefits for the social good (Cheek & Burch, 1976; Kelly & Godbey, 1992), and a vehicle for leisure experiences. These distinctions

do not relieve the contradictions in leisure and recreation, but perpetuate the motives underlying the establishment of organisations to provide leisure and recreation services, programmes and facilities (e.g., social control or self determination). Cheek and Burch (1976) have argued that Weberian rationality has pervaded even the institutions of leisure and recreation and is responsible for routinisation of enjoyment sought through leisure and recreation participation. As a consequence, more contradictions are found in the imperative to organise, structure and manage leisure activities and to define the separate domains for government, non-government and private leisure organisations. Contradictions exist in the rational, economic approach to the delivery and evaluation of recreation and leisure services.

The emergence of a profession to serve the leisure needs and interests of communities and individuals compounds the paradox. For managers of local government recreation services, living in the paradox requires a constant balancing of community demands for facilities and activities against limited council resources and priorities to optimise leisure opportunities to achieve current social benefits. Torkildsen (1992, p. 451) also identified this conflict for leisure service managers, noting "the dilemma: leisure and recreation is [sic] concerned with human experience. It defies management." This is the "leisure management paradox".

Paradox is also present in the discussion of organisational effectiveness. Researchers have noted that highly effective organisations perform in contradictory ways to satisfy contradictory expectations (Cameron, 1986b; Peters & Waterman, 1982; Quinn, 1988). The present study is an

exploration of the leisure management paradox by examining the perceptions of organisational effectiveness in local government recreation services held by local government recreation workers. A brief overview of the emergence of local government recreation services in Western Australia provides the background for this study.

The Development of Local Government Recreation Services in Western Australia

In Western Australia, local government recreation services were formalised early in 1974 with the appointment of recreation officers by the then Community Recreation Council of the State Government of Western Australia (now the Ministry of Sport and Recreation). The momentum for this development came from the first national seminar on leisure convened by the Federal Government in 1974 (Whitlam, 1975).

In 1973, the Community Recreation Council of Western Australia acknowledged a need for full time officers working in local government to further the development of recreation in the community. The Council felt that its main channel for the effective organisation of community recreation services was through local government authorities. Gray (1983, p. 86) noted that the "Community Recreation Officer Scheme was designed to take over and expand that portion of the district youth officer's activities which took him [sic] into the community at large". Community Recreation Officers were appointed to act in a planning and consulting role on recreation matters and "to work at community level

creating greater opportunities for participation in all forms of leisure activities" (Community Recreation Council, 1974, p. 2).

The first ten (and eventually thirty-two) state funded officers were located in various metropolitan and rural local government authorities. This secondment scheme continued until June 1982, when it was discontinued and participating municipalities were encouraged to continue employing recreation staff from within their own resources.

Prior to this scheme, local councils generally provided only swimming pools, playing fields for traditional sports, parks, gardens, playgrounds and community halls. The introduction of the recreation officer scheme generated a new perception of local government's role in meeting the recreational needs and interests of its residents, ratepayers and visitors. Arts programmes, environmental activities, theatre, indoor sports and vacation care programmes for children are some examples of the activities initiated by the recreation professionals.

The evolution of recreation services within local government in Western Australia stabilised to a point where the focus moved from programming community activities to broader issues of community planning and development, and the application of management and marketing principles to recreation activities. Much recreation research in recent years has concentrated on participants in leisure programmes, constructing user profiles, developing an understanding of participation patterns and describing user activity preferences by age, gender and income (e.g., Boag, 1989; Nicholls, 1989; Parker & Paddick, 1990).

Little attention, however, has been given to evaluating the effectiveness of recreation and leisure services.

A review of unpublished recreation research in Western Australia (Carr, Bromley & Dare, 1990) found that fifty percent of the studies addressed such issues as community needs, environment and planning studies, with a significant percentage of these studies focused on recreation facility use and youth needs. There were no studies found that dealt with the organisational effectiveness of recreation services.

When Western Australian local government recreation services were still embryonic, Murphy, Williams, Niepoth and Brown (1973, p. 61) noted that, in the United States, the delivery of recreation services was often "marked by lack of precision and effectiveness". Ten years later, Marriott (1983) made a strong case for the evaluation of recreation services, stating that, in Australia, virtually no research had been carried out to assess leisure facilities and programmes. Local councils have invested millions of dollars in recreation services, creating recreation centres, sports stadia and administrative departments, but no attempt has been made to determine if such investment is justified, and the "evidence [that] does exist suggests that a considerable proportion of the expenditure is being wasted and that only the superficial leisure needs of some community members are being met" (Marriott, 1983, p. 11).

The evaluation of recreation and leisure services has faced the same problems as evaluative research in other social institutions. Problems include selecting an appropriate evaluative approach (Stufflebeam & Webster, 1983); determining relevant, appropriate criteria (Cameron,

1986a; Hatry & Dunn, 1971; Howat, 1993); deciding the level of analysis (Hitt & Middlemist, 1979; Pfeffer & Salancik, 1979; Van de Ven & Ferry, 1980); and examining constituent perspectives (Keeley 1978; Pennings & Goodman, 1977; Zammuto, 1984). Any evaluation model will reflect the underlying theoretical assumptions about management and management outcomes, for evaluation assumes consensus on pre-specified objectives, goals, standards and procedures (House, 1983). In addition, leisure and recreation research has been criticised for its lack of theoretical framework (Henderson, 1991).

Concerns about an absence of suitable effectiveness measures and related research effort in recreation services have been expressed by several researchers over the years (e.g., Hatry & Dunn, 1971; Murphy et al., 1973; Marriott, 1983). Siderelis (1975) noted that little was known about the organisational characteristics that influence effectiveness within a recreation service. More recently, recreation researchers in Australia have investigated some organisational aspects of recreation services. Watkins (1986), Howat and Edington (1986) and Howat (1993) examined organisational structure and organisational goals in Australian public recreation services, but did not specifically examine the effectiveness of recreation services. Other studies have investigated selected local government authorities (e.g., Chetkovich & Chetkovich, 1989) or addressed specific matters, such as the asset value of local government recreation facilities (e.g., Ministry of Sport and Recreation, 1992a).

Organisational effectiveness has been examined extensively in the commercial and tertiary education sectors, as well as in some not-for-

profit public services (e.g., Cameron, 1978, 1986a; Coulter 1979; Hatten, 1982; Osborn & Hunt, 1974; Pennings, 1975; Rushing, 1974). However, there has been little examination of effectiveness in the recreation and leisure industry and the few studies in this area were carried out twenty years or more ago (e.g., Delles, 1974; Hatry & Dunn, 1971; Siderelis, 1975). More recent studies have addressed only traditional approaches to effectiveness, such as goal setting (e.g., Edginton, Madrigal, Lankford & Wheeler, 1990; Howat, 1993) or examined specific criteria, such as quality in recreation services (MacKay & Crompton, 1990).

Major Concepts and Constraints of Organisational Effectiveness

Organisational theorists, as well as managers of organisations, are interested in explaining, evaluating and predicting organisational performance (organisational effectiveness) in relation to the purpose of an organisation. Researchers have attempted to identify structures, systems and criteria that may account for the success or failure of an organisation. In the present study, interest lay in identifying criteria important in defining and assessing the effectiveness in local government recreation services. Other studies of recreation services focused on selected indicators (e.g., Delles, 1974; Hatry & Dunn, 1971) and did not address a wide range of effectiveness indicators. Torkildsen (1992, p. 85) gave an insight into the scope of effectiveness for leisure services by describing an effective leisure service " ... as one that ensures the right opportunities are provided, at the right time, and in the right place based on the needs of the people it is intended to serve". However,

while he noted that an effective leisure service is impossible to achieve as " ... any collective service cannot be all things to every purpose", he suggested that evaluation of such services should include both qualitative and quantitative measure.

While the precise criteria for organisational effectiveness, pertinent to local government recreation services, were expected to emerge during the study, it was felt that such criteria would include at least some of those found by Steers (1975) and Campbell (1977). Campbell listed thirty criteria, ranging from productivity and profits, to quality, stability and flexibility. Steers found seventeen characteristics from a sample of effectiveness studies, with adaptability and flexibility mentioned most often, followed by productivity and job satisfaction. A major concern noted by Steers (1975) was the problem of integrating isolated criteria to achieve a better understanding of the effectiveness construct. A more recent effectiveness model, developed by Quinn and Rohrbaugh (1983), addressed this concern by using a multi-component construct of organisational effectiveness based on the work of Campbell (1977). The model integrated several models of organisational effectiveness, accommodating the competing values and paradox in one framework.

Goodman and Pennings (1977) identified several problems in studying organisational effectiveness. These included the nature of the organisation, the definition of organisational effectiveness, the domain of effectiveness, the perspective of constituencies and the determinants of effectiveness, as distinct from criteria of effectiveness. They pointed out that:

the problems consist of identifying the criteria with which to assess program or organizational effectiveness, measuring these criteria, and weighing the various outcomes in order to judge the adequacy of the organizational arrangements to attain the outcomes.

(Goodman & Pennings, 1977, p. 2)

This view was supported by Seashore (1983), who suggested that organisational effectiveness was a relational, evaluative construct defined by the needs, interests and preferences of relevant constituencies. Further, Seashore (1983, p. 64) identified member constituents (organisational employees) as being of "unparalleled importance and utility" when examining organisational effectiveness. The problem for investigators of effectiveness lies in determining appropriate indicators and standards (Cameron, 1986a; Torgovnik & Preisler, 1987) from a relevant constituency perspective (Connolly, Conlon & Deutsch, 1980; Keeley, 1978; Salancik, 1984; Seashore, 1983; Yuchtman & Seashore, 1967).

Current trends in marketing and management emphasise a market-oriented approach if organisations are to be successful and responsive to the consumers they aim to serve (Gronroos, 1990; Kohli & Jaworski, 1990; Narver & Slater, 1990; Payne, 1988). In local government recreation services a customer orientation is particularly relevant. Recreation practitioners, in recognising the importance of a customer focus, conduct needs assessments to identify consumer leisure and recreation needs and interests. However, similar attention has not been given to the internal viewpoint of the supply side of the supply-demand

equation to identify the criteria perceived by the recreation workers as important in measuring the effectiveness of their recreation services.

While other constituents could have been selected (e.g., consumers of a recreation service) this study deliberately focuses on employees within local government recreation services. This is an appropriate starting point for an investigation of organisation effectiveness criteria in local government recreation services. These workers face the paradox of establishing, maintaining and evaluating a customer focus in traditionally structured and oriented organisations.

Purpose of the Study

The results of evaluation can help in making decisions about the use of resources, in the planning of recreation facilities and programmes, as well as assisting an organisation to set a direction to serve specific recreation needs within its community. Performance measures alone are not sufficient to measure organisational effectiveness. Organisational effectiveness incorporates more than immediate and tangible output activities. Cameron (1978) suggested that predictors (determinants or organisational conditions) and effects (long term outcomes), as well as input, process and output measures, are needed to assess organisational effectiveness.

The present study had two major purposes. Firstly, it attempted to identify a range of criteria that are appropriate when evaluating organisational effectiveness in local government recreation services.

recreation staff in different organisational situations of recreation services in local government in Western Australia.

Research objectives.

Specific research objectives focusing on the issues of effectiveness in local government recreation services were:

1. To identify criteria of organisational effectiveness relevant to local government recreation services in Western Australia.
2. To develop a conceptual model of organisational effectiveness criteria.
3. To test the developed model to confirm the appropriateness of the selected criteria for assessing local government recreation services.
4. To determine if there are differences in the perceptions of organisational effectiveness held by different groups of recreation workers in different types of local government settings.

These research objectives raised some initial questions about the applicability of effectiveness criteria, derived from studies of profit and not-for-profit organisations, to local government recreation services, and the variables that may influence the perceptions about effectiveness criteria, specifically:

1. What criteria have been used to assess organisational effectiveness in profit and not-for-profit organisations?
2. Which of these and which other effectiveness criteria might be relevant to Western Australian local government authorities?

3. How might these effectiveness variables be constructed into a model appropriate for local government recreation services?
4. How do recreation workers perceive the organisational culture of local government recreation services in Western Australia and do these perceptions influence their views about effectiveness criteria?
5. Are there differences between the organisational characteristics of local government in terms of: size of the community serviced; geographic location of local authorities; size of department/section (number of personnel); the relative value of resources used by the recreation service (e.g., recreation services budget as a proportion of total budget)?
6. Do the perceptions about effectiveness held by Regional Recreation Advisers of the State Government Ministry of Sport and Recreation differ from those of recreation staff within local government?

General Research Approach

While the study was exploratory, rather than an attempt to test particular hypotheses, several relationships were examined. It was expected that:

1. Within groups of local government authorities, clustered around a set of objective variables (e.g., total budget, recreation budget, population, area, number of recreation staff and distance from Perth, capital city of Western Australia), recreation service staff would identify similar effectiveness criteria.

2. Recreation staff from similar organisational cultures would give similar importance to criteria for assessing effectiveness.
3. Recreation workers, whether male or female, professional or supervisory, or employed by local or state government, would have similar views about organisational effectiveness criteria for recreation services.

Significance of the Study

This study was intended to be a comprehensive investigation of the criteria of effectiveness in local government recreation services, with the view to providing a basis for further study of issues important in the effective delivery of recreation services. At a time when several local government authorities are introducing performance measures to evaluate their multi-million dollar recreation services, it seemed opportune and appropriate to explore the characteristics of such effectiveness. The findings may establish a benchmark for future evaluation of recreation services, providing a model of organisational effectiveness for recreation services, that will allow for additional analysis and further research in this much neglected area.

Of particular interest are the differences that may exist between the urban, Western Australian municipalities, with their larger populations and, therefore, greater resource base, compared to rural municipalities with responsibility for large areas of land, but small populations. The results of this study may provide a guide to the emphases different local authorities place on the evaluation of the recreation services they

provide for their ratepayers and visitors. Not only will the findings offer the basis for an evaluative tool, but they may give insight into the relationship between the size of a local government authority, its resource base, geographic location, the culture and structure of its recreation service, and its approach to assessment of its effectiveness.

The study may also offer some understanding of the organisational imperative to systematise recreation functions in local government and to enter into competition in the recreation market place, and while encouraging and supporting community development, deliver quality recreation services that meet community needs; the competing values of the leisure management paradox.

Study Outline

The background to the research problem and the significance of the present study are discussed in the first part of the study. An historical overview of the development of local government recreation services in Western Australia and the reasons for this present study are outlined in Chapter 1. The general literature on the development of evaluation approaches in recreation and leisure services is discussed and related to research on organisational effectiveness and organisational culture in Chapter 2.

The research design, the Delphi technique and its relevance to this study, and the criteria generated for testing are discussed in Part Two. The Delphi research methodology is outlined in Chapter 3. Chapter 4 reports

the results of the Delphi experiment. Chapter 5 describes the development of the questionnaire and the selection of categories of recreation workers from the population of interest.

The framework of independent variables against which the effectiveness criteria were tested is established in Part Three. Three sets of characteristics of local government recreation services, used as independent variables, are discussed and analysed. These include: demographic characteristics of recreation workers; groups of local government authorities determined by objective measures (e.g., budget, number of staff and distance from Perth), as well as groupings based on perceptions of organisational culture. Chapter 6 provides a summary of demographic characteristics of recreation workers. The clustering of local government authorities is described in Chapter 7. Organisational culture profiles of local government authorities are established in Chapter 8.

In Part Four the analyses of data are discussed. The responses rating the importance of the effectiveness criteria and effectiveness issues are examined in Chapters 9 and 10. Chapter 11 reports the results of testing the importance ratings of organisational effectiveness criteria by the recreation workers. Perceptions of effectiveness of recreation services are examined in Chapter 12. A summary of this study, its conclusions, and directions for further research are discussed in Part Five.

Chapter 2

Review of Literature

The Leisure Paradox

The term "leisure" conjures images of respite from work, free time and choice, spontaneity, fun, excitement, peace and quiet, achievement, relaxation and social interaction. A number of paradoxes emerge from the attached meanings and the use of the word itself.

Leisure has been defined in many, often contradictory, ways, from the classical view of the Greeks (cultivation of self) to more popular models of discretionary time (residual), mental and spiritual attitude (normative, non-utilitarian), quality of activity or from a holistic perspective (Murphy et al., 1973; Parker & Paddick, 1990; Roberts, 1978). Detailed reviews of the meanings of leisure, recreation and work-leisure relationships abound in the literature (e.g., Iso-Ahola, 1979; Kelly & Godbey, 1992; Parker, 1972; Parker & Paddick, 1990; Winniffrith & Barrett, 1989). The contradictory notion of serious leisure, proposed by Stebbins (1992) to explain leisure behaviour incorporating a substantial commitment in time and effort (planned rather than casual activity), has served to further enrich the enigma of the meaning of the word leisure. Roberts (1992) noted the importance and complexity of leisure, referring to leisure as a process, rather than a clearly defined entity.

Technological and economic changes in the last two hundred years, resulting changes in social conditions, particularly in the workplace, have increased the amount of leisure time and discretionary income available (Parker, 1972; Roberts, 1978; Veal, 1987). Consequently, recreation and leisure services emerged as a separate identifiable institution in the early part of the twentieth century to meet a range of the social, recreation and community needs generated by these social changes (Murphy et al., 1973). Recreation and leisure programmes and services were viewed as a panacea for a range of social conditions (e.g., juvenile delinquency or loss of self confidence by the unemployed) resulting from these changes (Parker & Paddick, 1990; Kelly & Godbey, 1992).

Leisure and recreation services were traditionally defined as those activities conducted by recreation agencies " ... which, through the creation and/or manipulation of human and physical environments, provide opportunities for the expression of a wide variety of recreation behaviors ... [through a process involving] planning, organizing, staffing, directing and controlling" (Murphy et al., 1973, p. 78).

The enigma of leisure extends to the provision of a diversity of recreation facilities and opportunities. Government intervention has created public recreation services, where recreation planning and administration are incorporated within bureaucracies; controlled to provide opportunities for spontaneity; and structured to create freedom of choice. Stebbins (1992) reflected on this trend towards the regimentation or systematisation of leisure, earlier referred to as rationalisation or routinisation by Cheek and Burch (1976).

Distinctions exist within the provision of recreation services, separating commercial, private enterprise provision; private, non-profit services; voluntary agencies; and government provision (Crompton, 1978; Parker & Paddick, 1990). The commercial provider is guided by profit (Epperson, 1986), while not-for-profit agencies tend to be guided by wider social goals, such as equity, quality of life, social control (Hatten, 1982), or social justice (Keeley, 1978; Zammuto, 1984).

Veal (1987) noted the increasing commodification of leisure goods and services, even in the public sector. Holidays are no longer seen as time free from work, but purchased from a tour operator. Sport is less often played at no or little cost on the street or public park, but increasingly conducted in professionally designed and managed sports centres, with fees and charges equivalent to commercial operators. New activities are classified as sports (e.g., windsurfing), while other games and pastimes are redefined as sports (e.g., chess and ballroom dancing) and organised into associations and competitions. Hobbies, too, are subject to rationalisation, commercialisation and competition as seen in art exhibitions and specialist hobby suppliers (Cheek & Burch, 1976). Leisure has become associated with spending, consumption and possession. Kelly (1991) pursued this argument pointing to the growth of the leisure industry, driven by rational economics and market forces.

Local municipal councils, responding to market forces, have found it necessary to manage the use of sporting fields, indoor sports halls, theatres and other recreation facilities to optimise their investment and the demand for the use of these public facilities, often in competition with commercial providers. Providers compete to service unmet needs

and to satisfy the consumers' search for attractive recreation alternatives (Crompton, 1978; Veal, 1987). Specific recreation management functions have been identified and recreation services have been organised into departments, with a hierarchy of staff appointed to a full range of functions. These developments are features of the process of rationalisation; commercialisation of leisure goods and labour, bureaucratisation of recreation activities and large scale enterprise (Cheek & Burch, 1976).

Watkins (1986) expressed concern at this bureaucratisation of leisure services, noting that a review of the management of indoor recreation facilities revealed a strong, inverse correlation between the quality of the delivery and the strength of the bureaucratic structures in which the facility functioned. More bureaucracy resulted in lower quality; with quality defined as less flexibility, less innovation and less contact with users. Torkildsen (1992) also noted the prevalence of institutionalised systems contributing to ineffective management.

Of interest, therefore, is the way in which public recreation services within local government authorities in Western Australia deal with these conflicts and paradoxes. The remaining discussion in this chapter addresses approaches to the evaluation of recreation services, and an overview of approaches to organisational effectiveness research. Also examined is the impact organisational culture has on perceptions of organisational effectiveness.

Need for Evaluation of Recreation Services

In times of reduced public financial resources, with political sensitivity to the increasing financial burden on ratepayers, local councils have become more aware of their responsibility and accountability to the electorate. Recreation services have been subject to constant justification and challenge since becoming a local government function in the early 1970s.

Early attempts to evaluate recreation services focused on input measures (resources), such as areas of land reserved for parks and playgrounds, numbers of facilities and personnel. These descriptive statistics were useful as benchmarks for comparisons with community needs in the establishment phase of local government recreation services. However, these measures overlooked outputs (results of service) for they bore no relationship to the outcomes desired or intended by the municipality or the community. Murphy et al. (1973) agreed that the lack of effectiveness measurement resulted from difficulty in defining goals and objectives, the methods by which effectiveness measurement was attempted and the haphazard delivery of recreation services.

During the 1960s, there was a great emphasis on the use of standards, particularly in the provision of public open space. Butler (1967), Meyer and Brightbill (1964) and Murphy et al. (1973) all placed importance on prescribed standards as the basis for evaluating recreation services. Standards were prescribed for area, facilities, personnel, programs, participation, administration, finance and other factors, with effectiveness equated with approximation to the relevant standard.

These approaches represent remnants of scientific management theories that advocated systematisation, standardisation and efficiency (Madaus, Stufflebeam & Scriven, 1983).

Other performance or effectiveness measures, when they have been applied to public service institutions (where measures of profitability, as used in profit organisations, are of little value in the not-for-profit human services sector), tend to be reduced to descriptive measures. Williams (1981) used the goal model to define effectiveness in local government services as the degree to which a service met the objectives of the municipal council. He cited examples of performance measures, such as the percentage of population using the library or swimming pool, where the objective was to increase attendance at these facilities.

As local government recreation services (and other discretionary services) are still professional "infants" compared to other local government departments, such as engineering and health, there has been strong pressure for them to account for expenditure and output. Roads, rubbish bins, trees and drains can be quantified. It is more difficult to account for the quality of a recreation experience, the satisfaction of participants, or the personal or community development processes initiated by a recreation department. Such intangibilities cannot be quantified in the same way. The number of people through turnstiles, teams registered, or revenue from hall hiring may provide measures of efficiency, but offer incomplete analyses of the return on investment of the recreation dollar. Marriott (1983, p. 12) emphasised that, while efficiency is important, effective recreation delivery is equally

important, stating that "an efficient organisation which cannot deliver the goods is no better than a weak organisation which tries hard".

An early model for measuring the effectiveness of local government recreation services was suggested by Hatry and Dunn (1971, pp. 11-12), who argued that effectiveness data should be collected systematically and regularly to:

- a) Provide current information on how recreation services are meeting public needs.
- b) Provide a baseline from which future progress can be measured.
- c) Estimate the future effectiveness of current types of programs.
- d) Determine budgets for recreation-related programs.
- e) Prepare community plans involving land or facilities, including capital improvement requests.
- f) Provide annual status reports of the effectiveness of the community's services.
- g) Deal with public questions as they arise throughout the year.

Arising from these guidelines, Hatry and Dunn (1971, p. 17) proposed a range of new measures that they felt more adequately revealed the extent to which a recreation service was meeting community needs. The "new" measures included:

1. Total attendance and participation hours or days for each major activity or facility during a given time period;

2. Number and percentage of different participants and non-participants for each major recreation service during a given time period;
3. Number and percentage of persons living within and not within x minutes or y distance of a specific type of recreation facility or activity;
4. Crowdedness indices, which may include: waiting times, number of times persons are turned away or deterred from using a facility, or ratio of usage to capacity;
5. Number of different activities, facilities or features available at specific points in time;
6. Number and rates of accidents, injuries and criminal attacks for a given time period;
7. Index of physical attractiveness of recreation areas and facilities;
8. Index of overall perceived recreation satisfaction of citizens;
9. Juvenile delinquency and crime rates affected by recreation programs;
10. Incidence of illness affected by recreation services; and
11. Changes in business income, job opportunities, and property values affected by recreation services.

These measures are primarily descriptive, but some are so indirect to the recreation service, and subject to other factors, as to be of little value. The application of such measures would have to be specific to each community and to different groups within the community, as each will have a unique nature, determined by its social class, cultural and ethnic characteristics (Murphy et al., 1973).

Hatry and Dunn (1971) stated that such data need only be in estimates, (e.g., plus or minus ten percent), to reveal inadequacies and to serve as a guide for action. As the analysis of such data was not intended to be rigorous, nor to allow for more extensive statistical analysis, it could be argued that any recreation service evaluation based on this approach would yield limited and, possibly, questionable results. However, at the time, Hatry and Dunn's model was accepted as a suitable evaluation tool (Delles, 1974).

In a more comprehensive study, Siderelis (1975) evaluated the effectiveness of municipal recreation departments in the southwest region of the United States of America, based on seven organisational characteristics, including organisation structure and department size, community demographics and the task orientation of recreation boards. Effectiveness was defined as the "goal approach" (Etzioni, 1964; Price, 1972). The time since the study, as well as the limited sample and cultural differences, make any comparison to Western Australian municipalities in the 1990s difficult.

There are two considerations arising from the preceding discussion. First, it is evident that research into the effectiveness of recreation services has placed heavy emphasis on outputs for determining effectiveness, without reference to a broader framework of variables. Secondly, the underlying variables of recreation service effectiveness need to be identified in the specific socio-cultural context of that service. Variables used in North America or elsewhere may not be relevant to Western Australia.

Other Studies of Municipal Recreation Services

The published literature offers little evidence of research into the effectiveness of recreation services. A review of unpublished recreation research in Western Australia also provided little evidence of research into the effectiveness of local government recreation services (Carr et al., 1990). This review revealed that local government authorities were major producers (42%) of recreation research studies. However, more than fifty percent of all the studies examined were studies of community needs, environmental management and planning, and recreation facility studies.

Crompton (1978) attempted to develop a taxonomy for leisure service delivery. The classification provides a framework of components of leisure service delivery systems, including local municipal recreation services. The model also identified the intersecting relationships between components, from the product categories (e.g., tourism, recreation, home centred) through product form (e.g., public, non-public sectors) to products (e.g., camping) and brands (e.g., YMCA camping programmes). This taxonomy provides a useful framework for the categorisation of leisure services. However, it added little to the understanding of recreation service effectiveness.

London and Howat (1979, p. 205) identified employee commitment as a key factor in the organisational effectiveness of park and recreation agencies. Three types of commitment were recognised: commitment to the organisation, to the profession, and to the community. It was noted that commitment per se should not be assumed to be a "good thing" as a

balance between the three types of commitment is needed. The notion of paradox in organisational effectiveness is evidenced in this study of employee commitment, but not investigated further.

Further studies by Howat and Edington (1986) and Howat (1993) examined Australian local government parks and recreation administrators' perceptions of the importance of organisational goals. Howat (1993) concluded that these administrators placed an increased value on management (e.g., long term plans) and motivation goals (e.g., employee motivation) determined by priority rankings of goal statements grouped in three categories: output goals, management/motivation goals and adaptational/position goals. These studies, however, added little to a broader understanding of organisational effectiveness of the Australian local government parks and recreation field, as the focus was only on organisational goals.

Watkins (1986) discussed some of the characteristics of organisational design that create barriers to public recreation effectiveness and noted the need for recreation organisations to be flexible and adaptable, and to seek alternative structures. However, like the other studies, Watkins did not specifically address the issue of organisational effectiveness in recreation services in local government.

A study of local government recreation services in Western Australia (Chetkovich & Chetkovich, 1989) investigated the support and assistance that local government provided to learning centres and community centres; investigating specifically women's recreation services. The scope of the study was limited to an in-depth investigation

of the recreation policy and provision in six municipalities, and the level of support and assistance given by 37 local authorities with learning centres within their boundaries at the time of the study. The conclusions of the report were predominantly anecdotal and descriptive, lacking substantial qualitative or quantitative analyses, thus making it difficult to assess its usefulness in the context of the present study.

All of these studies touched on one or more aspects of organisational performance, but none attempted to develop a comprehensive view of organisational effectiveness in local government recreation services.

Public and Not-for-Profit Organisations

A substantial amount of research into organisational effectiveness has been conducted on tertiary institutions, possibly due to the academic orientation of the researchers and the availability of research funds, particularly in North America (e.g., Cameron, 1978, 1986a). Some investigations into effectiveness have been carried out in private enterprise organisations (e.g., Hirsch, 1975; Hitt, Ireland, Keats & Vianna, 1983). There have also been effectiveness studies in not-for-profit organisations, other than in tertiary institutions (e.g., Coulter, 1979; Hatten, 1982; Osborn & Hunt, 1974; Rushing, 1974; Webb, 1974).

In profit organisations, the economic orientation provides a quantifiable measure of success or failure that may be less applicable in not-for-profit organisations. According to Hatten (1982) managers of not-for-

profit organisations have the same responsibility to serve consumers, but with outcomes that may be termed social profit, (e.g., customer satisfaction, health, enjoyment, equity, and quality of life) or other social utility (Dubin, 1976). Despite these different orientations, Hatten (1982) also suggested that similar evaluative approaches can be applied both to profit and not-for-profit organisations. However, care is needed to ensure the criteria used are applicable and appropriate to specific not-for-profit organisations.

The primary focus of a profit organisation is financial profit to satisfy the enterprise's various stakeholders. Public organisations are different, requiring different performance and outputs from those of business organisations (Drucker, 1973; Kelly, 1988; Meidan, 1986). Kelly (1988) pointed out that local government traditionally has not had direct competitors and is not expected to make a profit. Therefore, other criteria have to be identified that, while compatible with an evaluative approach, are relevant to these not-for-profit, public organisations.

Yuchtman and Seashore (1967) took a different view, suggesting the key to organisational effectiveness was success in the competition for and exchange of scarce and valued resources (systems resource approach). Rushing (1974), however, expressed concern with this idea of organisational effectiveness when applied to not-for-profit organisations, as it could work against the community which the organisation serves.

Although referring to small hospitals, Rushing (1974, p. 482), made a strong case for appropriate evaluation criteria for not-for-profit organisations, stating:

For organisations oriented primarily to serving community needs, effectiveness would not be gauged in terms of organisational success in exploiting economic resources in the community. If anything the reverse might be argued; the less a non-profit hospital exploits the community the more effective it is in meeting community needs, assuming that services are constant.

The acquisition of resources for local government recreation services has several dimensions. First, within a local government authority, there is direct funding through the municipal budget for basic administration and operational activities (Gifford, 1984; Local Government Act of 1960-1976). At this level there is direct competition with other council departments, influenced by the respective power of these departments in the political process. Secondly, recreation programmes compete at two levels in the market place with varying demands for resources from the community. Local government recreation services compete for grant funds for certain programmes (e.g., vacation care programmes for children). These funds represent indirect resources from State and Federal funding agencies. In some local government authorities, direct resources (e.g., fees and charges) are sought from users of services and facilities (e.g., regional recreation centres), where the community is expected to bear the full or partial cost of use. Financial surpluses derived from one activity area are often applied as indirect subsidies to other programmes or facilities that operate at a deficit.

Finally, one aspect of the operation of local government recreation services that is different from all other recreation services is the function

of "facilitation", where community organisations are assisted by recreation advisers to co-ordinate community resources to provide and manage their own recreation services and facilities. There are some grounds for challenging Yuchtman and Seashore's (1967) attempt to equate effectiveness with success in securing scarce economic resources, as there is not always a direct relationship between the economic resources and the activities of a municipal recreation department. Contrary to Rushing's (1974) view, exploitation of a community, by using its volunteer resources, may be the most effective means of developing some recreation services.

The separation of input arrangements (resources) from output transactions (services), however, is a distinguishing feature of public organisations. Thus, as Molnar and Rogers (1976) noted, organisational effectiveness must be approached differently in public organisations. The systems resource model is less relevant to organisations whose resources are totally or in part guaranteed by legislation or tax revenue (Parkhouse, 1991). The effectiveness of public agencies could better be defined in terms of their ability to distribute or provide services. Resources per se cannot be used as legitimate organisational effectiveness criteria when there is no direct link between resource acquisition and output. "Funds, facilities and personnel acquired in exchanges with other units are not generally defined as returns on investments, but as a means of maintaining and improving services" (Molnar & Rogers, 1976, p. 404). This view is compatible with the general approach adopted in local government recreation service management.

Effectiveness is more difficult to measure in publicly funded agencies which often have vague and multiple goals (Rainey, Backoff & Levine, 1976). They are, therefore, more dependent on the political decision-makers than objective measures of efficiency (Dahl & Lindblom, 1953). Even defining effectiveness as "continued viability" is not appropriate for public sector organisations, which "almost never fail in the sense of dying" (Schneider, 1983, p. 46). Meyer and Zucker (1989) used the phrase "permanently failing" to describe organisations which perform poorly, but persist, while suggesting that organisations which persist and perform well are usually described as effective. In some cases, where an organisation is reliant on financial resources from government funding agencies, such as a community arts group, State theatre company or a child care programme, financial failure may be an acceptable outcome, demonstrating a need for continuing grants and donations to ensure long term survival (Hatten, 1982). However, for some organisations, long term survival may not be an issue, particularly for an organisation with a specified life (e.g., Olympic Bid Committee). These organisations are created to achieve a specific purpose within a specified period of time, with a very visible outcome.

At the local level of sport and recreation service, an understanding of this relationship between resources and outcomes is important to local government authorities and their communities. At this level, there has been a trend to adopt a user pays approach and evaluate recreation service performance in quantitative terms. Performance measures, that are indicative of this general approach, have been devised to evaluate performance of leisure centres in some Western Australian municipalities. Table 1 shows examples of the measures used which

include, use density (visits per annum + total activity space); surplus/subsidy per visit ([$\$$ operating income per annum - $\$$ operating expenses per annum] - visits per annum); energy costs; and cleaning and maintenance costs (Centre for Environmental and Recreation Management, 1993; Town Clerks, Cities of Melville, Stirling and Wanneroo, personal communications, March 1992).

Such measures are efficiency output measures, developed to account for the use of resources. However, these measures bear little relation to what might be the desired distribution of resources as suggested by Molnar and Rogers (1976). Many recreation service outcomes are not tangible, cannot be easily evaluated and are influenced by various factors. User volume, for example, will have limited value as a measure of service effectiveness if consumers have no alternative recreation choices in their residential community (Mudd, 1989).

Although Meyer and Zucker (1989) argued that consumers of public and not-for-profit organisations do have a choice in selecting services by using criteria that are important to them (the consumers), evaluation of services by these criteria is not easily achieved. Cameron (1986a) noted that where an evaluation of a service cannot be made on its primary criteria (e.g., training of an aerobics instructor), then a judgement is made using proxy or secondary criteria (e.g., friendliness of people in class, personality of instructor). These proxy criteria may have little relationship to actual performance. These criteria usually do not include price, for seldom is the full price paid for community services that are selected by quality (meeting expectations of consumers), not efficiency. Most public goods and services, however, are not sufficiently discrete

even to allow the separate calculation of cost per use. Once parks, ocean foreshore reserves, playing fields and other open space resources have been created, they are available to anyone at little or no cost. This characteristic of "free" amenities and the notion of perishability add to the difficulty of evaluating public services (Kelly, 1988).

There is a need to distinguish between direct outputs (productivity and efficiency) and the desired consequences resulting from the direct outputs (Kelly, 1988; Meyer & Zucker, 1989). An efficient organisation will have surplus resources to ensure survival and choices in allocating those resources to achieve other desired outcomes (e.g., subsidised programmes, or extensions to buildings). Efficiency, therefore, is only a means to an end (Bluedorn, 1980; Katz & Kahn, 1978).

The use of efficiency measures results from public recreation organisations attempting to contain and justify expenditure without reference to the relevance of their services to community needs (Watkins, 1986). A focus on efficiency alone can be misleading. Crompton (1982) argued that participant satisfaction may produce large attendances, but large attendances do not necessarily indicate participant satisfaction. The economics of a recreation service cannot be ignored, but a more comprehensive range of measures is needed to evaluate the effectiveness of local government recreation services; measures that take account of the human experience. Torkildsen (1992, p. 451) pointed to the need for a method of evaluating leisure services "that permits a social cost-benefit analysis".

Defining Organisational Effectiveness

Organisational effectiveness has held a fascination for organisational analysts since the scientific management and classical organisational theorists proposed sets of prescriptive production principles that, if followed, would result in maximum performance by an organisation (Quinn, Faerman, Thompson & McGrath, 1990; Spray, 1976). However, Evan (1976) noted the irony in the difficulty determining if organisations are achieving the purpose for which they were created. He suggested that the difficulty could be found in conceptualising and measuring organisational effectiveness.

Organisational effectiveness has different meanings depending on the various theories about organisations and the viewpoint held by the analyst (Campbell, 1976; Dubin, 1976; Pennings & Goodman, 1977; Steers, 1976). An internal, managerial viewpoint will define organisational effectiveness differently from an external, societal position. The former is concerned with the efficient utilisation of resources, while the latter focuses on the social utility of the output of an organisation (Dubin, 1976).

Assumptions about organisations have led researchers to adopt different viewpoints about what constitutes effectiveness. Two general perspectives have emerged in the literature: the goal-centred approach and the natural systems approach (Campbell, 1976; Quinn & Rohrbaugh, 1983; Scott, 1987). The goal-centred approach is a rational orientation that attempts to identify organisational goals and to measure how well goals are achieved. The natural systems model acknowledges

the dynamic and complex influences on an organisation, and focuses on coping mechanisms, such as internal consistency (e.g., cohesion/conflict, turnover) and distribution of resources. The interdependency of these two approaches was noted by Campbell (1976, p. 32), who suggested that the efforts of analysts, starting from these different viewpoints, would " ... tend to parallel each other - if not actually converge".

For other investigators, it was a question of what constitutes "optimal performance" (Cameron, 1986a). Waddock and Mahon (1991, p. 237) believed it to be a question of "efficacy", with the answer related to the definition of facts of the effectiveness issues or problems. Effectiveness was related to the values attached to organisational performance. They saw the lack of agreement about the dimensions of effectiveness and its measurement resulting from the parochial perspectives of researchers.

Investigations of organisational effectiveness include a range of possibilities (Cunningham, 1977; Seashore, 1983). Early definitions of organisational effectiveness attempted to distinguish an ultimate criterion or single factor that could account for the success or failure of an organisation (e.g., Steers, 1975; Yuchtman & Seashore, 1967). These early attempts were rejected, as up to thirty different variables had been suggested to influence effectiveness (Campbell, 1977). Not surprisingly, one particular variable is unlikely to have a major effect (Campbell, 1976; Cunningham, 1977; Katz & Kahn, 1978; Mahoney & Weitzel, 1969).

Subsequent researchers used a large number of variables to measure organisational effectiveness. However, there is a continuing lack of

consensus as to the meaning of effectiveness and the way to measure it. Mott (1972) identified several criteria based on quality, quantity and efficiency of production and the ability of the organisation to be flexible and adaptable to environmental changes. Steers (1976, pp. 55-56) suggested organisational effectiveness could be defined as "an organisation's ability to acquire and efficiently use available resources to achieve its goals", making a distinction between official and operative (real) goals. He defined efficiency as the cost/benefit ratio involved in achieving organisational goals and believed increasing inefficiency would have a detrimental effect on organisational effectiveness. Steers outlined a process model that combined several approaches to investigate effectiveness. The model included three related components: the notion of optimisation of goals, a systems perspective and a human behaviour emphasis.

Other researchers have suggested various models of organisational effectiveness that take into account a number of components and are generally reflective of a shift from rational to contingency approaches, such as organisational goals (Campbell, 1977; Etzioni, 1964; Price, 1972), system resources (Molnar & Rogers, 1976; Yuchtman & Seashore, 1967), internal and decision processes (Scott, 1977; Seashore, 1983; Steers, 1976) and participant satisfaction (Keeley, 1978). Keeley's (1978, p. 290) social justice model, balancing participant interests and satisfaction through the "minimization-of-regret principle", added a relevant dimension to the assessment of effectiveness for organisations providing community services, particularly recreation services. All of these models address specific areas of organisational activity and all suffer from limitations, such as vague goals and the

subjective selection of appropriate processes for assessment (Parkhouse, 1991; Rainey et al., 1976).

Lewin and Minton (1986) concluded from their chronology of organisational effectiveness research that there was no generally accepted model of organisational effectiveness. Effectiveness involved trade-offs and the management of paradoxes unique to each organisation. The ways in which researchers have conceptualised organisations also creates difficulties as each conceptualisation, while including some phenomena, has excluded others. Cameron (1984) supported Cunningham's (1977) view, conceding that variety in conceptualisation of organisations and multiple models of effectiveness were important, and that contradictory approaches might be productive, adding richness to the theory. Seashore (1983) also argued that the various suggested effectiveness models were not incompatible and could be treated in a common framework as complementary domains of effectiveness.

Themes that appeared in effectiveness research led Cameron (1986b) to conclude the central concern of effectiveness was in matching an appropriate effectiveness model (including its set of indicators) with appropriate circumstances, implying that criteria are contingent on circumstances at the time of the evaluation. Such contingency, however, may cause measurement problems and difficulty in making comparisons at different times and across different situations.

Academic researchers seem to have been more concerned with effectiveness, while managers seem more concerned with

ineffectiveness. For Cameron (1984, p. 234) effectiveness lies on a continuum, within which characteristics of effectiveness are different from characteristics of ineffectiveness, suggesting that the two are concerned with "qualitatively different phenomena". He proposed that, because it is easier for individuals to identify faults or weaknesses, the evaluation of ineffectiveness may be an alternative approach to the study of organisational effectiveness, focusing on factors that inhibit organisational performance. Cameron stated that:

All this is to say that the construct space of *ineffectiveness* appears to be more narrow and more easily mapped than is the construct space of *effectiveness*. Preferences are more easily identified and more consensual.

(Cameron, 1984, p. 247)

Cameron (1986b) argued that all theories of organisations rely on some conception of difference in performance, in which high quality performance is equated with effectiveness and poor quality performance with ineffectiveness (see also Cameron & Whetton, 1983).

Paradox and the Competing Values Model

The concept of paradox in the discussion on organisational effectiveness emerged from the competing values model suggested by Quinn and Rohrbaugh (1981). The competing values model resulted from an attempt to integrate the various approaches to effectiveness contained in the literature of the time. The competing values model integrated sets of the central concepts of effectiveness and the approaches (developed by

other researchers) into a single conceptual framework. In this framework, effectiveness criteria are paired to represent the basic dimensions of organisational life: organisational structure; organisational focus; and organisational means and ends. These three dimensions were used to group effectiveness criteria in a conceptual framework that defined four models of the general paradigms of organisational theory, highlighting the values of each and juxtaposing each model in relation to one another (Quinn, 1988; Quinn et al., 1990; Quinn & McGrath, 1982a , 1982b; Quinn & Rohrbaugh, 1981). The components of the competing values framework also reflected the historical development of management models: from the rational goal approach of Taylor in the early 1900s; the internal process model expounded by Weber and Fayol; with a shift to concern for commitment to and of workers represented by the human relations model; and the open systems orientation or contingency theory in the latter years of this century for explaining organisational responses to rapidly changing technical and socio-economic environments (Quinn et al., 1990).

The concept clusters, located in a two-dimensional space, are shown in Figure 1. The first dimension (horizontal or x-axis) reflected the organisational focus, representing a contrast between an internal or person-oriented emphasis (e.g., morale, training and development, cohesion) and an external or organisation orientation (e.g., goal setting, productivity, environment). The second dimension (vertical or y-axis) reflected differing organisational preferences for structure, representing a contrast between stability and control, and flexibility and change. A third dimension was represented by a depth or distality axis (not shown in Figure 1) to indicate the degree of closeness to desired organisational

outcomes (means - ends continuum). The resultant four quadrants separate the characteristics of the four organisational models: human relations, open systems, internal process and rational goal models (see also Figure 4).

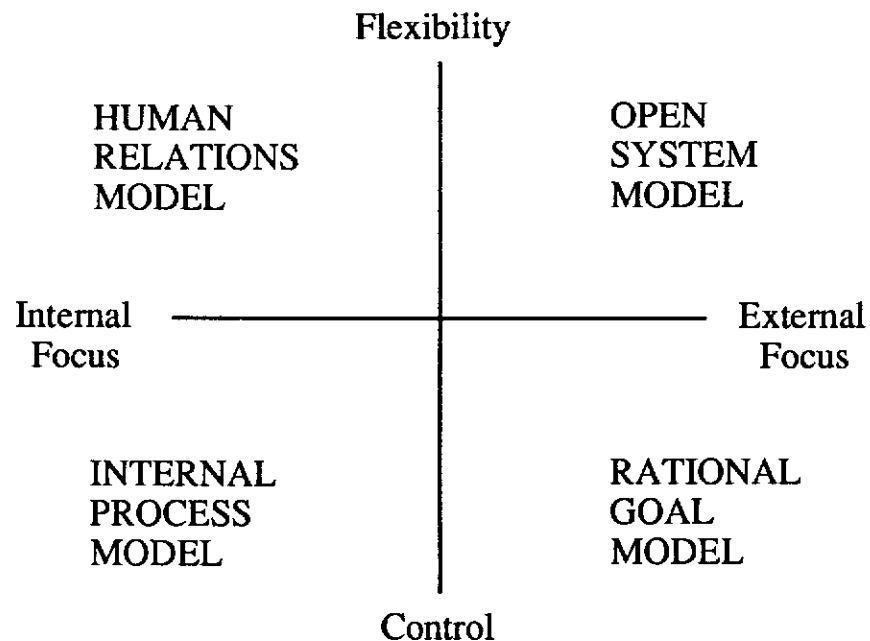


Figure 1 The competing values model showing the relationship between four organisational theory models (after Quinn & Rohrbaugh, 1981, 1983).

The Quinn and Rohrbaugh (1981, 1983) model provides a useful summary of major effectiveness models. The procedures used in developing the model offer guidance for generating evaluation criteria for unique organisational settings, as in this case, local government recreation services. Their use of a panel of experts to define and refine

traditional indices of organisational effectiveness is a practical strategy for establishing basic, relevant criteria for further assessment. Figure 2 shows three levels of organisational analysis: general orientation, middle range orientation and conceptual orientation, with the effectiveness criteria identified and related to each basic model of organisational effectiveness (Quinn & McGrath, 1981; Quinn & Rohrbaugh, 1981, 1983; see also Table 1 and Figure 4). Effectiveness criteria are separated into means and ends, with means shown above ends for each model.

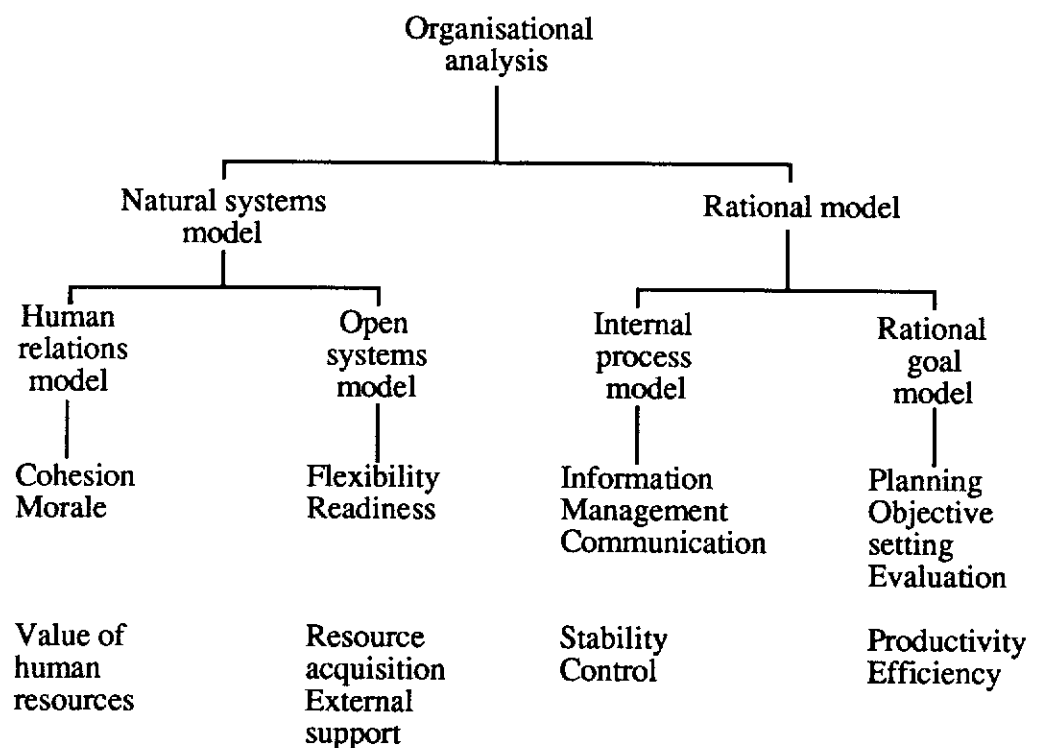


Figure 2 Levels of organisational analysis, theoretical models and related effectiveness criteria (after Quinn & Rohrbaugh, 1981, 1983).

Cameron (1986b) supported the concept of competing criteria (or criteria dissonance) in the discussion of effectiveness. He argued that criteria were often competing, contradictory, even mutually exclusive, rather than compatible and congruent. Further, unless such a paradoxical condition exists in organisations, dysfunctional cycles can emerge that lead to ineffectiveness, for Cameron (1986b, p. 550) claimed that "highly effective organisations were paradoxical in that they performed in contradictory ways to satisfy contradictory expectations".

Life-cycle, Environment and Constituent Preferences

Quinn and Cameron (1983) applied a spatial model of organisational effectiveness to a longitudinal study of a public service organisation, hypothesising that, as organisations moved through their life-cycles, different effectiveness criteria would be emphasised. They identified four life-cycle stages: entrepreneurial, collectivity, formalisation, and control and elaboration of structure. Their results provided some evidence that organisations emphasise different criteria of effectiveness as the organisation progresses through these stages.

The relationship between an organisation and its environment has been explored by a number of researchers (e.g., Osborn & Hunt, 1974; Pennings, 1975; Zammuto, 1984). A study of social service agencies (Osborn & Hunt, 1974) and Pennings' (1975) study of brokerage firms concluded that environment had little impact on organisational effectiveness. However, changing, often hostile environments may have

more impact on organisational effectiveness than was concluded by these earlier studies. Dunphy and Stace (1990) drew attention to the need for environmental scanning, when they urged managers to spend more time monitoring the organisational environment and managing the interface with the environment. Drucker (1993, p. 272) coined the phrase "management by going outside" to emphasise the need for managers to examine and respond to activities external to the organisation. Recent changes in Australian Federal Government policies, for example, have had a major impact on criteria by which Australian universities will be evaluated in the 1990s (e.g., quality assurance and research performance).

Pennings (1975) noted that variance in effectiveness was explained primarily by structural variables, (e.g., power, communication, degree of participation and meeting frequency), with amount of power and power distribution being the best predictor of effectiveness. This explanation is somewhat cyclical, for power may be defined as "the ability to cause others to perform actions that they might not otherwise perform" (Vecchio, Hearn & Southey, 1992, p. 302) or as the force to effect (or affect) the achievement of organisational outcomes (Petzall, Selvarajah & Willis, 1991). However, the power perspective suggests that the effective organisation is one that satisfies the most powerful members of the dominant coalition to ensure their support (Pfeffer & Salancik, 1978; Zammuto, 1984). Cameron and Whetton (1983) argued against this strategy, noting that relative power was determined by subjective assessment and focusing on one constituency was not sufficient for organisational survival.

Zammuto (1984) was interested in what effectiveness meant to different stakeholders or constituents. He suggested that organisations need to be concerned with which constituents' preferences should be satisfied and how resources should be distributed so as to satisfy these preferences. However, identifying appropriate constituencies and their preferences is difficult. Choices are required that focus on the preferences of some constituents and not others (Cameron & Whetton, 1983). Others have also advocated a multiple constituency approach (e.g., Cameron, 1978; Connolly et al., 1980; see also Keeley, 1978, 1984; Salancik, 1984). The multiple constituency perspective implies that optimum or "satisfactory effectiveness is better for the organisation than is maximum effectiveness on any one constituency's criteria" (Cameron & Whetton, 1983, p. 18). This present study is focused on internal constituents of a local government recreation service (i.e., employees responsible for managing the recreation service and facilities) to identify effectiveness criteria. However, in other evaluations of recreation service effectiveness, other constituencies and other values would need to be involved.

The effectiveness construct has been described as value-based and time-specific; the definition of which is influenced by social evolution and the interpretation and definition of acceptable organisational behaviour by management theorists of the time. Cameron (1986a) noted this congruent or contextual appropriateness of effectiveness criteria. The time-specific nature of the criteria of organisational effectiveness was supported by Quinn and Cameron's (1983) life cycle study. Organisational effectiveness was identified as a continual process of becoming effective, rather than being effective, because the substantive

definition of effective organisational performance continually changes as the values and preferences on which evaluations are based change over time (Steers, 1976; Zammuto, 1984). These generalisations were integrated into an expanded view of organisational effectiveness in which "the construct of organisational effectiveness refers to human judgements about the desirability of the outcomes of organisational performance from the vantage point of the varied constituencies directly or indirectly affected by the organisation" (Zammuto, 1984, p. 614).

Based on this perception of organisational effectiveness, Zammuto (1984) suggested new research directions, including a multiple evaluation of performance of an organisation from different value perspectives, rather than following the common practice of conducting comparative evaluations of multiple organisations from a single perspective. This perspective offers a different approach to studying organisational effectiveness, putting the researcher "outside looking in". Such a shift of attention, however, could emphasise output/ends and neglect means and process components, therefore, care is needed if this approach is adopted.

Measuring Organisational Effectiveness

The literature contains many examples of the forms of assessment used in studies of organisational effectiveness; for example, by constituencies (e.g.; Seashore, 1983; Tsui, 1990; Zammuto, 1984), by determinants, (e.g., Cummings, 1983), by macro- or micro-indicators (e.g., Cummings, 1983; Mahoney & Weitzel, 1969) and by performance (e.g., Brewer,

1983; Scott, 1977). Different variables have been proposed for each form of assessment in different organisational settings. Campbell (1977), Mott (1972) and Webb (1974) compiled lists of variables that might be used as indices of organisational effectiveness, noting these criteria varied in generality, operationalisation and means-ends relationships.

While consensus occurred for some elements of organisational effectiveness, there were also areas of conflict. Cameron (1986b, pp. 543-544), responding to criticisms of earlier effectiveness research, claimed that researchers often selected models and criteria arbitrarily for convenience; defined indicators of effectiveness too broadly, too narrowly or that were not related nor appropriate to organisational performance; were confused with the difference between determinants and indicators of organisational effectiveness; and used outcomes and not effects to assess effectiveness.

Similar issues that need to be addressed in researching organisational effectiveness, including the selection of the components to be appraised, the availability of information on outcomes, the time of assessment (to reduce any euphoric effect) and process standards, were identified (Scott 1977; Steers; 1976). It is clear that criteria lists suffer from the problems outlined by Cameron (1978) and offer limited frameworks by which to evaluate effectiveness in local government recreation services. Examples of criteria lists of organisational effectiveness are shown in Table 1. The examples include measures use in a North American study of municipal recreation services (Siderelis, 1975); the

Table 1 Effectiveness Criteria and Performance Measures

SIDERELIS (1975)	CAMPBELL (1977)	QUINN & ROHRBAUGH (1983)	PERFORMANCE MEASURES* (1992)
Department effectiveness	Morale	Morale	Department goals
Need for recreation services	Value of human resources	Value of human resources	Income/ expenditure summary
Task orientation of Boards	Training and development	Training and development	Utilisation/ income summary
Recreation-city interdependency	Quality	Quality	Payroll cost revenue analysis
Administrative competence	Conflict/cohesion	Conflict/cohesion	Casual labour cost summary
Department size	Flexibility-adaptation	Flexibility-adaptation	Revenue/ utilisation
Internal behaviour	Readiness	Readiness	Programme/revenue
	Growth	Growth	Programme range
	Utilisation of environment	Utilisation of the environment	Use density
	Evaluations by external entities	Evaluation by external entities	Market penetration
	Information management and communication	Information management and communication	Receipts per visit
	Control	Control	Expenses per visit
	Stability	Stability	Surplus/subsidy
	Planning and goal setting	Planning and goal setting	Expense recovery
	Productivity	Productivity	Energy per metre
	Efficiency	Efficiency	Equipment per metre
	Profit	Profit	
	Motivation		
	Managerial interpersonal skills		
	Role and norm clarity		
	Absenteeism		
	Participation and shared influence		
	Turnover		
	Achievement emphasis		
	Overall effectiveness		
	Managerial task skills		
	Goal consensus		
	Internalisation of organisation goals		
	Job satisfaction		
	Accidents		

Note: * Examples from Cities of Melville, Stirling and Wanneroo, 1992.

effectiveness criteria list created by Campbell (1977) and refined by Quinn and Rohrbaugh (1983); and performance measures from several Western Australian municipalities. These local government recreation service performance measures are actually efficiency measures. More subjective criteria are used in some municipalities (e.g., objective setting and evaluation) but are not extensively applied.

Various studies (e.g., Cameron, 1978, 1981; Meyer, 1975; Steers, 1976; Van de Ven & Ferry, 1980) suggested a number of major issues be examined in evaluating organisational effectiveness, namely:

1. The nature of effectiveness criteria. Are they:
 - * specific to the organisation or universal?
 - * derived or prescribed by or for the researcher?
 - * static or dynamic (snap shot or longitudinal view)?
 - * objective or subjective (organisation records or personal perceptions)?
2. Sources of criteria:
 - *Do sources range from major decision-makers to outside constituents, reflecting the specific values and biases of the various sources?
3. Level of analysis. Is it:
 - * supersystem (external environment components)?
 - * organisation as the unit of assessment?
 - * subunit (department, section, work group)?
 - * individual?

4. Organisational Domain:

*Are activities emphasised and evaluated as prescribed or determined by or for the organisation?

Reviews of effectiveness research have highlighted the variety of approaches taken, with most empirical studies using sources and effectiveness criteria that were not compatible with other studies (Cameron, 1978; Cunningham, 1977; Lewin and Minton, 1986; Steers, 1975). Depending on the nature and source of the effectiveness criteria selected, the level of analysis and the organisational domain, it is not unexpected that approaches and criteria used in organisational effectiveness research are not compatible. Organisational domains of public, not-for-profit organisations are usually diverse, vague and ill-defined, suggesting that the performance of these organisations in their domains is difficult to evaluate (Katz & Kahn, 1978; Meyer, 1975; Rainey et al., 1976).

Heeding these cautions and using Cameron's (1978) chart of types and sources of criteria of organisational effectiveness as a guide, it is possible to create a matrix depicting the nature and sources of organisational effectiveness criteria relevant to any study of local government recreation services. The literature suggests the importance of identifying these dimensions to ensure the validity of the effectiveness criteria (e.g., Cameron, 1978, 1981, 1986a, 1986b; Scott, 1977). Figure 3 shows the relationship between the types of effectiveness criteria, possible sources and levels of analysis for local government.

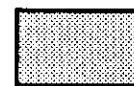
The supersystem can be examined at two levels. The first level contains those constituents which exist within the municipal boundaries and have a strong interest in the activities of the local council (e.g., residents, ratepayers and voluntary community groups, private enterprise). At the second level, the supersystem contains other constituents which have a broader interest in and impact on the council activities, but are not necessarily resident in the municipality (e.g., state and national government agencies, peak bodies of sporting and other voluntary recreation associations and professional associations).

At the organisational level, there are two groups within the decision-making processes of a municipality (the elected members and the senior administrative staff), which may or may not include the head of the recreation department. Both groups have different personal, political and professional orientations and priorities within the organisation.

In this matrix, the department is defined as a subunit of the organisation, while the work unit is introduced as a component of the subunit (Van de Ven & Ferry, 1980). Staff patrolling beaches or working in swimming pools and recreation centres may be perceived to form work units that are different from each other and different from the department as a whole. Pennings and Goodman (1977, p. 166) noted that "subunits represent a major additional class of determinant of each other's effectiveness". In Cameron's (1978) chart, the subunit of an organisation was intended to include department, section or work group.

Sources of Criteria		Nature of Criteria									
Levels of analysis	Participants	Universal to Recreation in Local Government					Organisation specific				
		D	I	P	O	E	D	I	P	O	E
Supersystem	Wider Community										
	Within Boundary Constituents										
Organisation	Council										
	Senior Staff *										
Subunit	Department										
Work unit	Facility or programme										
Individual	Individual										

KEY D = Determinants (Predictors)
 I = Inputs (Resources/Mean) s
 P = Processes
 O = Outputs (Productivity/Ends)
 E = Effects (Consequences)



Scope of this study.

* May or may not include head of recreation service if a formal recreation functional unit is in existence.

Figure 3 Matrix of nature and sources of criteria for evaluating organisational effectiveness in local government recreation services.

However, it may be more useful to separate larger subunits into work units for further analysis in local government authorities. The focus of the present study is at the subunit (incorporating the work unit) level as this was the most appropriate level for the development of effectiveness criteria suggested in the literature (Hitt et al., 1983; Hitt & Middlemist, 1979; Pennings & Goodman, 1977; Van de Ven & Ferry, 1980). In several local government authorities, where there was no formal recreation department, but a recreation service overseen by a senior officer, the recreation service was accepted as the subunit in the matrix in Figure 3.

The inclusion of determinants (predictors or organisational and environmental conditions) and effects (long term outcomes) highlights the complexity of influences on organisational effectiveness. The increased range of indicators caters for any such criteria that may emerge from the study. Cameron (1986b) indicated problems with the limited range and scope of criteria used in effectiveness research. In one study, for example, an indicator accepted as synonymous with effectiveness (e.g., morale), may be treated as output; whereas, in another study the same indicator might be used as a predictor, with no justification by the researcher. In some situations, the effects may be more important than the outcomes but, as it is difficult to measure the causality of organisational activities, researchers have tended to confine their consideration to direct outcomes. Notwithstanding, the nature of particular indicators needs to be specified in effectiveness research.

The efficiency of organisational output has been used frequently as a measure of organisational success, expressed in tangible and

quantifiable terms, usually monetary values, extracted from an organisation's accounting records (Brudney & Morgan, 1988; Katz & Kahn, 1978; Miles & Cameron, 1982; Williams, 1981). The measurement of efficiency is also problematic. Efficiency is an internal standard, involving measurement of an organisation's activities, but it is value free and independent of external evaluation of its outputs (Brudney & Morgan, 1988; Katz & Kahn, 1978; Kelly, 1988; Pfeffer & Salancik, 1978). However, the effects of the productive effort, rather than efficiency, may be of more interest to society, for it is the effects of the activities of an organisation that will be judged by various groups interested in these outcomes (see also Waddock & Mahon, 1991).

Miles and Cameron (1982) described an organisation as being "legitimate" if its activities were congruent with general prevailing social values. However, they suggested that organisational efficiency may not serve as an indicator of legitimacy. An organisation may be performing efficiently for its immediate (internal) constituents, but the by-products of its activities may negatively affect, or be negatively perceived by, more remote constituencies. Examples include the tobacco and timber industries (Cameron, 1986b; Miles and Cameron, 1982). Equivalent recreation examples may include the establishment of a boxing club, the creation of bridle paths through a nature conservation area, and the construction of a recreation centre on public open space. The side effects or impacts of these activities are part of the effectiveness of a recreation service. A programme cannot be considered effective if it produces undesirable, although unintentional, consequences (Mohr, 1983). The framework described in Figure 3 sets the focus of the present study within the general effectiveness area,

while acknowledging that a different focus may produce different results.

Organisational Culture

From the establishment phase of the recreation officer scheme within local government in Western Australia in the early 1970s, there was anecdotal evidence about difficulties experienced by newly appointed recreation officers. The difficulties cited included a lack of support, a lack of understanding of recreation, too much "red tape", long delays in receiving council approval for projects and an inability to respond quickly to emerging community needs and demands. Such anecdotes might be explained by the conflict between the values and procedures of the established organisation and those of the newly appointed officers. Recreation officers were entering a new function, often reluctantly created by a cautious Council. They were appointed for their experience, enthusiasm and creativity in diverse areas of the recreation field.

Recreation officers, newcomers to local government, could be described as entrepreneurs, as they took "primary responsibility for mobilizing people and other resources to initiate, give purpose to, build, and manage a new organization" (Pettigrew, 1979, p. 573). In this case the new organisation was the recreation service (new functions or a new grouping of existing functions, co-ordinated by a new officer). Greiner (1972) also used the term entrepreneur to describe the founder of organisations and noted that, as organisations take on different

characteristics and mature, they require different leadership and management styles. Local government authorities are considered to be mature organisations with historical and legal origins in the foundation of Western Australia in 1829. In the early days of the recreation officer scheme, recreation officers were seconded into local government to act as entrepreneurs or intrapreneurs (Naisbitt, 1982) in these mature organisations.

The recreation officers brought different sets of perceptions about recreation, a set of personal values from previous professional experiences as teachers, clergy, social workers and youth workers, and a set of values instilled by the employing agency (the Community Recreation Council of Western Australia). The introduction of recreation professionals to local government created a potential clash of values, norms and assumptions about recreation service management. The conflicts, isolation and lack of support that occasionally occurred may be explained as a result of the meeting of different, distinct groups, the traditional local government officers and the new recreation officers; each with its own significant history and shared view of the world or culture (Schein, 1985a).

Organisational culture has been defined in various ways, based on understandings drawn from anthropology and sociology. In various definitions, organisational culture has been referred to as "shared values and interpretations" (Siehl & Martin, 1988, p. 81), "learned ways of coping with experience" (Gregory, 1983, p. 364), and "socially acquired understandings" (Wilkins & Ouchi, 1983, p. 469). Whatever the definition of organisational culture, Hofstede, Neuijen, Ohayv and

Sanders (1990, p. 286) suggested that there appear to be some generally accepted characteristics of the organisational culture construct: it is holistic, historically determined, related to anthropological concepts, socially constructed, soft and difficult to change. Recent approaches to organisational culture incorporated these characteristics into an integrated construct that has common elements of shared philosophy, beliefs and feelings, observed regularities in behaviour and historical processes of transmitting values and norms (Pettigrew, 1979; Schein, 1985a; Vecchio et al., 1992).

Three levels of culture were identified by Schein (1985a): artefacts, values, and underlying assumptions or philosophy of the organisation. Artefacts are the visible, superficial aspects of organisational culture: the rituals, stories, technology and physical features of the organisation (e.g., its decor, uniforms). Values may be the espoused values of what people say they believe in (Siehl & Martin, 1988): overt statements made about the organisation and what it ought to be (Schein, 1985a), or "values-in-use" (Siehl & Martin, 1988). Values-in-use are of two types: practices and forms (Siehl & Martin, 1988; Trice & Beyer, 1984). Practices are the formal regulated behaviour patterns (e.g., training programmes) and informal behaviour patterns (e.g., norms that encourage involvement in staff social club). Cultural forms, or "values-in-action" (Siehl & Martin, 1988, p.81), are manifest in artefacts.

Schein (1985a, p. 6) argued that the "essence" of culture is found at the deeper level of underlying assumptions about the nature of organisations, the environment and human activity. These assumptions are the all pervasive, entrenched values that are taken for granted and

guide all behaviour in an organisation, because they have contributed to the success and survival of the organisation. Trice & Beyer (1984, p. 654) referred to these underlying assumptions as the "substance" of an organisation; "... the network of meanings contained in its ideologies, norms and values". Schein (1985, p. 9) defined culture (from the broadest level of society to the smallest social subunit) as:

a pattern of basic assumptions - invented, discovered, or developed by a given group as it learns to cope with its problems of external adaptation and internal integration - that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems.

The notion of organisational culture attracted interest from organisation researchers in the late 1970s, although many prior studies had investigated discrete aspects of organisational culture (Barley, Meyer & Gash, 1988; Hofstede et al., 1990; Trice & Beyer, 1984). The narrow focus on isolated cultural elements of the earlier studies that offered only a limited understanding of organisational culture, prompted Trice and Beyer (1984, p. 653) to support a "more comprehensive approach to analysing organisational culture ... [to] yield better results". However, they criticised some researchers who proposed concepts of culture that were so general as to not distinguish the various cultural dimensions.

In organisational, rather than anthropological terms, these cultural dimensions include means of compliance, leadership style, decision-making procedures and organisational forms (Kimberley & Rottman, 1987), and guide the actions and commitment of the employees

(Cummings & Huse, 1989; Pettigrew, 1979; Schein, 1985a; Smircich, 1983). The culture of organisations also includes collective beliefs about organisational purpose, performance criteria, motivation and evaluation (Quinn & McGrath, 1985; Wilkins & Ouchi 1983).

Organisations were recognised as "culture producing phenomena", not only producing goods and services, but distinctive cultural artefacts as by-products of the general productive effort (Smircich, 1983, p. 344). As culture evolves so it acts as determinant or constraint on the organisation (Pettigrew, 1979). Culture as a specialised form of social control was recognised by Wilkins and Ouchi (1983) and Meek (1988). However, Meek (1988) suggested that culture may not be a unifying force, although workers in an organisation must share common knowledge to achieve organisational ends. An organisation may appear to have a broad host culture, but there may also be multiple organisational sub-cultures operating within the organisation (Gregory, 1983; Meek, 1988; Schein, 1985a; Smircich, 1983). These may even be counter cultures, competing within organisational boundaries, that can be a source of conflict and competition.

Schein (1985b, p. 17) noted that the literature contained arguments for the creation of strong cultures, which were seen to be more likely associated with effectiveness (e.g., Peters & Waterman, 1982). He suggested that "more culture or stronger culture" was not the issue, but understanding and using the strengths of the existing culture in the context of the stage of evolution of the organisation (Schein, 1985b, p. 42).

Meek (1988, p. 461) also challenged the popular notion held by managers and academics that organisational culture can be manipulated to create economic success but, nevertheless, believed that successful organisations have a certain "feel" or quality that requires further investigation. There is also growing evidence that organisational culture affects an organisation's ability to perform and that culture has an important relationship with and contributes to organisational effectiveness (e.g., Cameron & Freeman, 1991; Denison & Spreitzer, 1991; Smircich, 1983). Corporate, or organisational, culture as an internal variable is the most pertinent theme to the present study: the implication being that culture contributes to the overall effectiveness of the organisation, and that perceptions of culture may be associated with perceptions of effectiveness.

Early organisational culture research moved from a systems theory framework towards more qualitative measurement of subjective variables, such as rituals and stories from the workplace (Cameron & Freeman, 1991; Hofstede, 1986; Smircich, 1983; Zammuto & Krakower, 1991). Siehl and Martin (1988) agreed that qualitative methods are valuable to explore the complexity of organisational culture (e.g., meanings and uses of symbols to motivate individuals and groups to work). However, they argued that systematic comparisons of organisational values and processes between and within organisations, and across time are necessary to understand the dynamics of culture and to speculate on relationships between types of organisational culture and organisational performance.

More recently, however, the research emphasis has shifted back to stress the more objective, traditional approaches to the study of organisational culture. The competing values model, developed by Quinn and Rohrbaugh (1981, 1983) to explain differences in the values underlying organisational behaviour, was modified to represent organisational cultures (Denison & Spreitzer, 1991; Quinn, 1988; Quinn & Spreitzer, 1991). The competing values framework that draws together the underlying value systems of each of the four major theoretical models of organisational theory was used to illustrate the different emphases given to these values in an organisation's culture (Cameron & Freeman, 1991; Ouchi, 1980; Quinn, 1988; Zammuto & Krakower, 1991). The characteristics of these models are summarised in Figure 4.

This framework integrates the conflicts and tensions that are inherent in organisations, with various researchers imposing their own descriptors on the models depicted in the quadrants. However, the dimensions that define the competing values framework are held to be the same: people versus organisation; stability and control versus flexibility and change; and means versus ends. As these values have more credibility as manifestations of organisational culture (Schein, 1985b), and reflect those held by the wider society, the model of cultural values provides an advantage over examining cultural artefacts that tend to be organisation specific and not comparable across a number of organisations (Zammuto & Krakower, 1991).

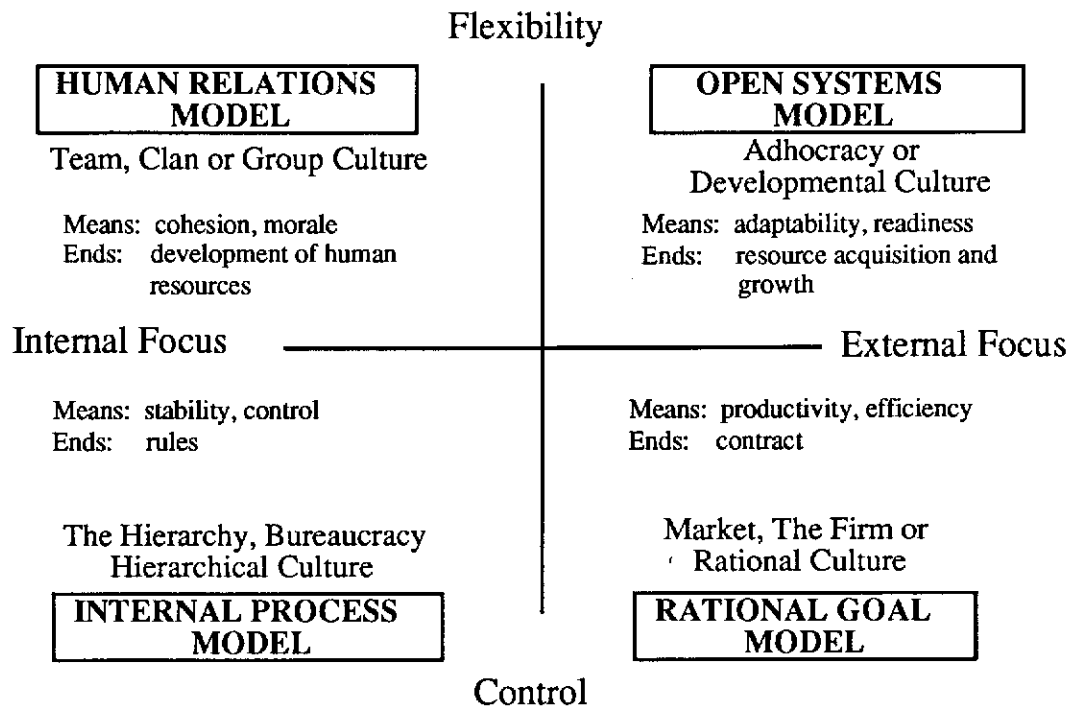


Figure 4 Characteristics of ideal types of organisational culture (after Cameron & Freeman, 1991, Ouchi, 1980; Quinn, 1988).

Quinn's model provides an answer to the concerns of Siehl and Martin (1988) that quantitative, as well as qualitative, measures are necessary for systematic comparisons within and between organisations, organisational subgroups, and individuals. The competing values model explores culture at the organisational level (rather than at the societal or individual level), but acknowledges that organisations are not homogeneous cultures, that different values exist and that organisational values reflect the values of the external social system. The competing values framework incorporated characteristics that were associated with the management models identified in the organisational literature. This framework may be of value to managers, because these values are more subject to managerial influence and control (Siehl & Martin, 1988).

The competing values framework has been used to study organisational culture and the quality of life (Quinn & Spreitzer, 1991); cultural congruence, strength and type (Cameron & Freeman, 1991); and comparative qualitative and quantitative studies of organisational culture (Zammuto & Krakower, 1991). The instruments developed from the competing values model allow for comparisons across organisations that were not easily achieved by earlier qualitative approaches. Instrument II, using Likert scales, was described by Quinn and Spreitzer (1991) as having the potential to develop independent measures for each quadrant and create a visual representation as a means of identifying cultural strengths and weaknesses. Results also provide more realistic descriptions of an organisation's culture (Quinn & Spreitzer, 1991). The instrument allows the identification of cultural profiles, based on shared perceptions within an organisation. The items included in Instrument II, used to distinguish these aspects of organisational culture, are shown in Figure 5 (see also Appendix C for statements derived for this present study).

Studies have shown that organisations do not fall into one quadrant, but contain characteristics of more than one cultural type. Therefore, a balance of competing values is important in maintaining organisational effectiveness. As Quinn (1988, p. 300) surmised "perhaps effectiveness is the result of maintaining creative tension between contrasting demands in the social system".

Recent studies have used the competing values framework to examine organisational culture and its impact on other organisational functions. Cameron and Freeman (1991) found that the type of culture identified in

an organisation had an influence on organisational effectiveness, with each cultural type most effective in those domains of activity that were consistent with the dominant characteristics of the organisation. The clan or team (group) culture, for example, was more effective in dimensions relating to human resource concerns. The adhocracy (developmental) culture was found to be more effective than the other cultures in dimensions relating to the external environment. Similar relationships were found for market (rational) and hierarchical cultures (Cameron & Freeman, 1991; Ouchi & Wilkins, 1985). In the present study it was anticipated that any differences in organisational culture would suggest differences in views about effectiveness and effectiveness indicators.

<p style="text-align: center;">GROUP CULTURE</p> <ul style="list-style-type: none"> * Participation, open discussion * Empowerment of employees to act * Assessing employee concerns and ideas * Human relations, team work, cohesion 	<p style="text-align: center;">DEVELOPMENT CULTURE</p> <ul style="list-style-type: none"> * Flexibility, decentralisation * Expansion, growth and development * Innovation and change * Creative problem solving
<ul style="list-style-type: none"> * Control, centralisation * Routinisation, formalisation and structure * Stability, continuity, order * Predictable performance outcomes <p style="text-align: center;">HIERARCHICAL CULTURE</p>	<ul style="list-style-type: none"> * Task force, accomplishment, goal achievement * Direction, objective setting, goal clarity * Efficiency, productivity, profitability * Outcome excellence, quality <p style="text-align: center;">RATIONAL CULTURE</p>

Figure 5 Organisational culture items from Quinn's Instrument II
(Permission granted, Quinn, 1992).

Summary

The emergence of recreation and leisure services and government intervention in their administration is a paradoxical phenomenon of the twentieth century. Free time opportunities and experiences have become more and more regulated and managed, leisure is a market commodity, and recreation service performance is increasingly quantified, usually in economic terms.

While the need for evaluation of recreation and leisure services has long been recognised, the focus of the evaluative effort was initially on resources and, more recently, on outputs. However, input and performance measurement are only two aspects of an organisation's effectiveness. In some organisations, where output is not related to inputs, "failure" is often necessary to attract additional resources. Further, as efficiency ignores or neglects community needs and preferences, a more comprehensive range of measures is necessary to assess the effectiveness of local government recreation services.

Research suggests there is no ultimate criterion to explain organisational effectiveness, although many indicators have been identified. These, like the organisational effectiveness construct, are value based, time specific, and more often subjective, rather than objective. Therefore, the relevance of effectiveness criteria is unique to each organisation, depending on those making the assessment, and the timing and purpose of the assessment. Reliance on lists of effectiveness criteria from other studies was not recommended. Criteria of the evaluation of organisational effectiveness were found to be influenced by conditions

impinging on the organisation (e.g., organisational culture), the nature of constituents, the organisational level of analysis and sources of evaluation criteria. The competing values framework offered a parsimonious conceptual model for categorising organisational effectiveness criteria. Its evolution as an instrument for assessing organisational culture provided unprecedented utility in its ability to allow comparisons to be made within and between organisations and across time.

It was anticipated that the range of effectiveness indicators found by this present study would be similar to those reported in the literature, with tentative comparisons possible. However, due to the unique nature of local government recreation services, it was also anticipated that other criteria would emerge. Differences found in the perceptions of organisational effectiveness criteria were expected to relate to the circumstances of each local government authority, determined by its physical location, its perceived culture and the characteristics of its recreation workers.

Therefore, the starting point for the identification of criteria relevant to the assessment of effectiveness in municipal recreation services, was with those who work in the recreation service subunit and work unit level of the local government authorities. Consequently, the present research project, outlined in the next chapters, takes this approach.

PART TWO

SETTING THE SCENE

Chapter 3

Background to the Delphi Study

Overview of Research Approach

The preceding chapters provide a rationale for exploring organisational effectiveness. This chapter discusses the initial processes of developing the instruments by using the Delphi technique to obtain lists of effectiveness criteria for testing in local government recreation services. It examines the history of Delphi, its advantages and shortcomings as a research technique.

The present study is exploratory and does not try to resolve the paradoxes of leisure or effectiveness for, as the literature has shown, the tension of the paradox is essential for an organisation to be effective (Cameron, 1986b). The study does not measure the effectiveness of local government recreation services in Western Australia, even though many of the larger authorities have introduced some form of evaluation procedures (e.g., the results oriented management programme at the City of Stirling).

The majority of the performance measures are claimed to be factual and objective, relatively easily obtained administratively from accounts, attendance and other records. These measures include annual reports, accounting system audits, council reports, programme summaries (e.g., attendances, target groups), grants guidelines and acquittal summaries.

As well, the achievement of management plan objectives offers a more subjective measure. However, in local government, as in other public not-for-profit organisations, the criteria for judging effectiveness may not be directly evident (e.g., profit, productivity), although these and similar efficiency measures are often used to describe and justify effectiveness. Often, secondary, or indirect but more visible, criteria may be used by the public when it makes judgements about a leisure programme or facility, or the total recreation service (e.g., friendliness of staff, appearance of buildings). Internal assessments of effectiveness may focus on such factors as staff turn-over, service quality or responsiveness to community demands. Such measures represent only some of the effectiveness measures that have been identified.

The present study attempted to identify an array of criteria relevant to local government recreation services, rather than use predetermined sets of organisational effectiveness criteria (e.g., Campbell, 1977; Quinn & Rohrbaugh 1983; Siderelis, 1975). The importance of establishing the value judgements before moving into the factual domain was stressed by Campbell (1977). These value judgements revolve around the criteria or standards chosen to assess the effectiveness of an organisation and the reasons for making the assessment (Van de Ven & Ferry, 1980).

Later research supported the notion that "organisational effectiveness is inherently subjective, based on the personal values and preferences of individuals" (Cameron, 1984, p. 239). This is one of the reasons for the evasive nature of effectiveness criteria. Van de Ven and Ferry (1980, p. 25) argued that it "makes little sense to search for 'objective' and universal measures of a concept that is inherently subjective - and is

generalizable only to the unique set of decision makers who make the same value judgements in choosing effectiveness criteria".

Quinn and Rohrbaugh (1983) did not use a traditional approach to select a new set of effectiveness criteria. Initially, they used a Delphi panel of organisational researchers to explore the "cognitive structure" of organisational effectiveness held by researchers and theorists, based on criteria from a set developed by Campbell (1977). The underlying dimensions of the management theories were then confirmed in a multi-dimensional scaling study. They considered that this approach was more useful than a researcher establishing a set of criteria, that usually reflected an often unarticulated, but fundamental, set of personal values. A Delphi exercise, with recreation professionals as panellists, was used in this study to develop a set of effectiveness criteria relevant to local government recreation services.

The present study was divided into two stages. Stage one was a Delphi exercise to explore the issues associated with recreation service effectiveness. Stage two was a survey of the recreation services of all local government authorities in Western Australia, using the themes that emerged from the Delphi study.

The Delphi technique

The first experiment with the Delphi methodology was used in 1948 to improve betting scores at horse races (Quade, 1967) but the method was developed and refined by the Rand Corporation in the 1950s as a

forecasting tool to predict changes in military technology (Wedley, 1980, p. 1). It has also been used in problem-solving and decision-making and as a long-range planning and analytical tool (Delbecq, Van de Ven & Gustafson, 1975; Linstone & Turoff, 1975). The Delphi is "a method for structuring a group communication process so that the process is effective in allowing a group of individuals, as a whole, to deal with a complex problem" (Linstone & Turoff, 1975, p. 3).

Although originally developed as a forecasting tool, Delphi has been extended to a variety of situations, where it is used as a process for seeking consensus among a panel of experts on issues that require "value judgements of relative worth" (Benarie, 1988, p. 151), such as determining policy options, corporate objectives and quality of life issues (Wedley, 1980). Delphi has found application outside military institutions in non-profit organisations, government, industry and academe. Linstone and Turoff (1975, p. 4) acknowledged "that there are few areas of human endeavour that are not candidates for application of Delphi" and noted a number of areas in which Delphi has been applied, including:

- * Gathering current and historical data not accurately known or available;
- * Exploring urban and regional planning options;
- * Putting together the structure of a model; and
- * Exposing priorities of personal values, social goals.

Woudenberg (1991) categorised Delphi types as Delphi forecasting, Delphi estimating of unknown parameters, policy Delphi, and decision Delphi. The technique has been widely and successfully used in a

number of areas in the social domain, including examining the future of wetland recreation and leisure environments (Shafer, Moeller & Getty, 1975), predicting conditions of leisure by the year 2000 (Chai, 1977), assessing the issues in health services (Centre for Applied and Business Research, 1987), forecasting changes in the Australian banking and finance industry (Elliott, 1987), determining environmental impact and tourism planning (Green, Hunter & Moore, 1990; Wheeller, Hart & Whysall, 1990), and analysing urban changes (Masser & Foley, 1987).

The objective of a Delphi is to achieve a reliable consensus with a group of informed and involved panellists. Delphi has been compared to other methods of obtaining group opinion and expert judgement, such as committee meetings, telephone calls and formal conferences or seminars, but Delphi is distinguished by its structured communication, anonymity of participants' comments, feedback after each stage of the process and a statistical group result (Webler, Levine & Rakel, 1991).

The essential feature of the Delphi process is that it systematically and sequentially gathers and refines anonymous group opinion through a series of mailed questionnaires, with each subsequent questionnaire building upon the responses of the preceding questionnaire. The process commences with participants responding to a broad question or set of questions. The process stops when stability is achieved in responses or when consensus has been approached among participants or when sufficient information has been obtained (Delbecq et al., 1975). The necessary ingredients of the Delphi process are:

- * some feedback of individuals' contributions;
- * some assessment of the group judgement or view;

- * some opportunity for individuals to revise views; and
- * some degree of anonymity for individual responses (Centre for Applied and Business Research, 1987).

The specific objectives of the present Delphi exercise were:

1. to identify the key factors that may be used to define effectiveness in the delivery of a local government recreation service;
2. to identify those factors that make a local government recreation service effective;
3. to identify those factors that make a local government recreation service ineffective; and
4. to identify any future issues that may have either a positive or negative impact on local government recreation service.

The Delphi panel.

The selection of a Delphi panel is a critical prerequisite to a successful Delphi study (Delbecq et al., 1975). The process of selecting the panel of experts involves identifying available and qualified persons (experts), who have an appropriate speciality or relevant experience (Linstone & Turoff, 1975). Dietz (1987) noted the difficulty in defining "experts" and, as a consequence, Delphi panels are usually convenience samples of knowledgeable people, rather than random samples of experts.

The selection of the present panel was consistent with the recommendation of Rowe, Wright and Bolger (1991, p. 242) "that the best approach ... should involve some premeditated selection procedure". The participants were selected from recreation professionals or former

recreation professionals who had worked in local government recreation in Western Australia, but who were no longer directly employed in local government. These participants were selected as the recreation profession in Western Australia has relatively few members, most of whom work in local government. The selection process avoided introducing bias or familiarity with the topic into the relatively small population which was to be surveyed in the second phase.

The initial requirements for selection were at least five years' experience as a recreation adviser in local government, with at least two different local authorities in Western Australia. However, it was difficult to find sufficient people who met these criteria, so allowance was made to include recreation advisers who had other local government experience (e.g., local government councillor) or where professional experience with the Ministry of Sport and Recreation required frequent contact with local governments in a different capacity, as supervisors, consultants or regional advisers. Such experience was considered essential. Delbecq et al. (1975) acknowledged the advantage of the Delphi technique to draw on the current knowledge from experts, permitting a better exchange of scientific, technical or (as in this case) practical information than might be afforded by a literature search.

Twenty-one panel members were selected, with experience ranging from 1 to 13 years in one to four local government authorities in Western Australia. The panel had a wide range of experience from the early days in the establishment of the recreation service in 1973 to more recent times, in rural and metropolitan municipalities, at various levels of seniority, as well as ongoing involvement in recreation and/or local

government. Table 2 shows the numbers of participants and their respective roles at the time of the experiment.

Linstone and Turoff (1975) observed there are never enough women on Delphi panels. In this study, six (28%) of the twenty-one participants were women because of the limited number who met the selection criteria of relevant experience and length of service, and were outside local government recreation services, at the time the Delphi was conducted.

Table 2 Number of Delphi Panel Members According to Role

Role	No. of panel members
Regional Adviser (MSR)	6
Consultant (MSR)	3
Supervisor (MSR)	3
Other State Government departments	4
Other (e.g. freelance consultant, arts worker, private sector)	5
Total	21

The number of panel members also met the suggestion by Delbecq et al. (1975) that, although the size of the panel could be variable, with a homogeneous group, ten to fifteen participants might be enough. Preble's (1984) research on the reliability and consistency of Delphi panels suggested that a panel, of no more than 15 experts in a given field, will produce acceptable results.

The retention of participants in a Delphi is another problem as high drop out rates have occurred in some studies (Bardecki, 1984; Webler et al., 1991). Jillson (1975) for example, anticipated a response rate of 45 percent to 50 percent by the second round questionnaire. Bardecki (1984) concluded that panellists who believed the topic to be serious and solvable were more likely to remain in the Delphi experiment. A response rate of 95 percent throughout this study can be considered high, indicating the commitment of the panellists and the perceived importance of the topic.

Shortcomings of the Delphi technique.

Sackman (1974) made a negative assessment of Delphi as a technique for obtaining group consensus among experts. The basis of Sackman's criticism lay in his concern that Delphi, after the first independent question, arrives at consensus by feeding back the "correct" answer, that questions and responses are amorphous and ambiguous, providing stereotyped responses, negating any claims of accuracy, reliability or validity.

Sackman's (1974) comments were made about Delphi forecasting, in which future predictions for various scenarios are developed by experts. In this context some of the criticism may be accepted. In seeking a consensus of current opinion, such as the concept of effectiveness in recreation services, some of the criticisms may not be relevant. The opportunity for Delphi respondents to correct and change the content of the themes developed through the exercise would seem to counter

another claim by Sackman that the Delphi facilitator manipulates the responses.

Sackman's concerns about the value of Delphi resulted in others re-evaluating Delphi (Linstone, 1975; Rowe et al., 1991; Webler et al., 1991; Woudenberg, 1991). A number of shortcomings were noted when Delphi was used as a forecasting technique. Examples included:

1. forecasting errors - discounting the future (Linstone & Turoff, 1975).
2. panel errors - inappropriate panel selection, "autokinetic effect" (Sackman, 1974), anonymity - low compliance and lack of responsibility for outcomes (Rowe et al., 1991; Woudenberg, 1991).
3. administration errors - sloppy execution, deception by manipulation of the responses (Linstone, 1975), multiple iterations lead to boredom (Woudenberg, 1991).
4. interpretation errors - consensus interpreted as accuracy (in forecasts), reliability is person- and situation-specific (Woudenberg, 1991), ambiguous questions that produce even more ambiguous responses (Sackman, 1974), facilitator influence by editing responses (Moeller & Shafer, 1983).
5. response errors - feedback, that results in change induced conformity (Woudenberg, 1991), bias due to overly favourable personal interest in the topic (Jones, 1975).

Woudenberg (1991, p. 146) claimed that, while most of these pitfalls refer to quantitative and forecast Delphis, "there exist no clues that the drawbacks found in quantitative applications of Delphi do not also occur

in more qualitative applications". He also questioned the application of Delphi in situations where Delphi is not simpler, faster and cheaper than other judgement methods.

Other studies, however, have reported several advantages in using Delphi. Rowe et al. (1991), following a re-evaluation of the research and theory of Delphi, concluded that it does have potential as a judgement aiding technique, stating that anonymity seems sensible, particularly at the ultimate judgement stage, that iteration may improve judgement through induced deliberation, and that feedback can widen knowledge and stimulate new ideas, especially if process loss can be reduced.

Summary

The literature supports the view that Delphi, while not without its limitations, is a useful technique. It is useful where problems do not require an immediate solution; where the cost and convenience of bringing people together is high; for reducing the influence of dominant individuals in groups; where the size of the group makes face-to face contact impractical; when a less personal, corporate opinion is sought; when the information sought is not available from other sources; and where collective, subjective judgement can be of benefit in solving a specific problem (Delbecq et al., 1975; Green et al., 1990; Linstone & Turoff, 1975; Van de Ven & Delbecq, 1974).

On this basis, and being aware of and attempting to minimise the shortcomings of the technique, the Delphi was selected as an appropriate method to explore the meanings of effectiveness and ineffectiveness in the first stage of the present study.

Chapter 4

Establishing a Framework for Assessing Organisational Effectiveness

The Delphi Experiment

This chapter reports on the results of the Delphi method used to identify likely criteria for assessing the effectiveness of local government recreation services in Western Australia. In this first stage, a panel of recreation experts defined effectiveness and explored differences in perceptions of recreation service effectiveness. The outcomes provided a basis to further examine organisational effectiveness.

The Delphi experiment commenced with a first round questionnaire that included three questions to elicit unprompted responses as to what "effectiveness" meant to the panellists and to have them further identify those factors they believed make a local government recreation service effective or ineffective. These responses were analysed manually and categorised according to the general theme of the responses. A general statement for each category was framed to reflect the responses. These composite statements formed the basis of the second round questionnaire, which sought comment, correction or clarification of the statements by the respondents. The analysis of round 2 responses formed the basis of round 3 of the experiment. Only the results of rounds 3 and 4 are presented in this chapter, as a detailed discussion of the administration of this Delphi experiment is found in Colyer (1993b).

Delphi Results

This discussion of the results focuses on the analysis of responses from rounds three and four, for it was only at this stage in the Delphi that the participants had feedback on group responses and an opportunity to react to that information by changing their previous responses. It is at this stage that group consensus becomes evident.

Defining effectiveness.

Respondents identified 12 aspects that, for them, defined effectiveness. After three iterations and with opportunities to change and refine the statements, the categories were ranked in order from most important to least important. Respondents also identified those aspects they believed to be essential to effectiveness. A comparison of the rankings from rounds three and four is shown in Table 3. The full statements from which these categories were derived are shown in Appendix A, Round 3, Question 1.

There was no change in the first four rankings, but there was a shuffle of the lower rankings. Particularly noticeable was the shift from eleventh to sixth for *planning*. A shift can also be seen in the total number of responses, lower totals towards the upper (most important) rankings and higher towards the less important rankings, suggesting a stronger agreement on the rankings by respondents in round 4. The total number of responses for the aspect *price* in round 4 seems to indicate a shift in agreement that *price* is the least important aspect in defining effectiveness.

Table 3 Criteria for Defining Effectiveness

CRITERIA	ROUND 4		ROUND 3	
	Rank	No. of Ranked Responses	Rank	No. of Ranked Responses
Communication	1	70	1	91
Policies	2	87	2	92
Management	3	98	3*	110
Quality	4	99	3*	110
Assess Needs	5	108	5	122
Planning	6	114	11	186
Participation	7	126	6	125
Community	8	132	7	126
Credibility	9	148	8	142
Flexibility	10	156	9	156
Choice	11	182	10	184
Price	12	204	12	199

Note: * Tied rankings

The round three questionnaire required respondents to indicate which aspects they felt were essential to effectiveness. This was not pursued in subsequent rounds. The essential criteria identified were: *communication*, *planning*, *policies* and *assess needs* that had a total 16 responses each. *Quality* and *management* ranked next with 15 responses each; *participation* had 13 responses; *credibility* and *community* had 12 responses; *choice* and *flexibility* had 9 responses; and *price* had 7 essential responses. The first six essential criteria are the same as those ranked in the first six places in the round four rankings. They are, however, more closely related to the round three rankings, with the exception of *planning*, as this judgement was made in association with those first rankings.

Effectiveness issues.

Fifteen items were suggested to make a local government recreation service effective. Some of the items appear to be the same as the definitional aspects of the term effectiveness, due to the one word contraction of the specific statement to create categories for expediency. Full statements are shown in Appendix A, Round 3, Question 2. The comparisons between rounds 3 and 4 can be seen in Table 4.

Table 4 Comparison of Effectiveness Issues

ISSUES	RANK		MEAN		STANDARD	DEVIATION
	Rnd 4	Rnd 3	Rnd 4	Rnd 3	Rnd 4	Rnd 3
Attributes	1*	2	4.7	4.65	0.47	0.49
Planning	1*	1	4.7	4.7	0.57	0.57
Communication	3	3	4.6	4.6	0.68	0.68
Management	4*	5	4.55	4.5	0.69	0.69
Philosophy and Policies	4*	4	4.55	4.55	0.76	0.89
Acceptance	6	6	4.3	4.3	0.80	0.80
Community Development	7	7	4.25	4.25	0.97	0.97
Decision Making	8	8	4.2	4.2	0.89	0.89
Evaluation	9*	9	4.15	4.15	0.88	0.93
Personnel	9*	10*	4.15	4.05	0.75	0.99
Resources	11	10*	4.05	4.05	0.79	0.76+
Facilities	12*	12*	3.8	3.8	0.83	0.89
Image	12*	15	3.8	3.7	0.83	0.92
Equity	14	12*	3.75	3.8	0.97	0.95+
Marketing	15	12*	3.65	3.8	0.88	0.95

Note: + Two factors show a slightly increased dispersion: Resources and Equity.

* Tied rankings

The comparison between round 4 and round 3 responses showed a minor shuffling of rankings, with a shift towards the higher and lower ends of the rating scale using mean scores, and a minor decrease in variability as determined by the standard deviation. These trends suggested agreement on the rankings.

Ineffectiveness issues.

Question three addressed issues that make a recreation service ineffective. Respondents identified eighteen issues they considered made a local government recreation service ineffective. The full statements are shown in Appendix A, Question 3, Round 3, as only the one word categories are reported in this section. Table 5 provides a comparison between round four and three responses for ineffectiveness aspects, in which the trend towards consensus can be seen. There was also a slight tendency for polarisation in the mean scores towards the higher and lower ends of the scale, as there was with the effectiveness criteria. This was accepted as confirmation of rankings.

There were differences between criteria identified as making a recreation service effective and those making a recreation service ineffective. There are twelve criteria common to both, another three aspects appear only as effectiveness criteria and another six appear only as ineffectiveness criteria. The effectiveness only criteria are *attributes of recreation staff, evaluation, and image* of the local authority. The ineffectiveness only criteria were *political interference, professional development, councillors, absence of effectiveness, subsidisation of recreation services and size* of the local government authority.

Table 5 Comparison of Ineffectiveness Issues

ISSUES	RANK		MEAN		STANDARD	DEVIATION
	Rnd 4	Rnd 3	Rnd 4	Rnd 3	Rnd 4	Rnd 3
Planning	1	1	4.65	4.65	0.59	0.59
Communication	2	2	4.5	4.55	0.76	0.76
Management	3	8	4.4	4.2	0.68	0.89
Marketing	4*	6*	4.35	4.25	0.59	0.72
Political Interference	4*	3*	4.35	4.35	0.81	0.81
Professional Development	6*	3*	4.3	4.35	0.86	0.81+
Philosophy and Policies	6*	3*	4.3	4.35	0.86	0.93
Decision Making	8*	6*	4.2	4.25	0.89	0.85+
Facilities	8*	9	4.2	4.15	0.70	0.81
Personnel	10*	10	4.1	4.1	0.79	0.82
Equity	10*	11*	4.0	4.0	0.73	0.73
Acceptance	10*	11*	4.0	4.0	0.97	0.97
Community Development	13	13	3.8	3.7	1.0	1.08
Resources	14	14	3.65	3.65	0.86	0.86
Councillors	15	15	3.1	3.3	0.85	0.96
Absence of Effectiveness	16	16	2.95	3.0	0.99	1.21
Subsidisation	17	17	2.85	2.95	1.09	1.22
LGA size	18	18	2.05	2.1	1.15	1.33

Note: + Two factors show an increased dispersion: Professional Development and Decision Making.

* Tied rankings

Panel responses indicated that where an issue, e.g., *communication*, was present and defined positively, it contributed to effectiveness. However, if the same issue was absent or negatively assessed, then it would reduce effectiveness. The example, *communication* was defined in the following ways:

COMMUNICATION and effectiveness

Open lines of communication will exist within the recreation service and between other Council departments, the Councillors, the community and relevant government and community agencies, requiring an exchange of recreation information, feedback to the community.

COMMUNICATION and ineffectiveness

Poor communications between the recreation personnel, council and the community.

The differences resulting from the Delphi are not so great as to be considered evidence of Cameron's (1984) suggestion that it is easier to identify ineffectiveness in organisational performance, but ineffectiveness was included in the questionnaire to allow such perceptions to emerge. A comparison between the three sets of criteria (defining effectiveness, effectiveness, and ineffectiveness in recreation services) is provided in Table 6, with criteria listed in rank order of importance.

Table 6 Criteria of Effectiveness and Ineffectiveness

DEFINITION COMPONENTS	EFFECTIVENESS CRITERIA	INEFFECTIVENESS CRITERIA
Communication	Attributes	Planning
Policies	Planning	Communication
Management	Communication	Management
Quality	Management	Marketing
Assess needs	Philosophy and policies	Political interference
Planning	Acceptance	Professional development
Community	Community development	Philosophy and policies
Participation	Decision making	Decision making
Credibility	Evaluation	Facilities
Flexibility	Personnel	Personnel
Choice	Resources	Equity
Price	Facilities	Acceptance
	Image	Community development
	Equity	Resources
	Marketing	Councillors
		Absence of effectiveness
		Subsidisation
		LGA size

Future Issues and the Impact on Effectiveness of Recreation Services

In round two of the Delphi, panellists were asked to list any additional issues they considered would affect effectiveness in local government recreation services in the future. The results were confused and inconclusive and, as this aspect of the Delphi was not developed further, it was difficult to draw firm conclusions about the results on future issues, particularly those considered to have a negative impact.

The responses to the future issue questions are not presented here as they do not add to the main study (see Colyer, 1993b). In any further study of the future issues with an impact on recreation services, care needs to

be taken to ensure that questions are not ambiguous and the format separates the negative and positive responses to avoid similar confusion of responses.

Summary of the Delphi Experiment

Effectiveness in local government recreation services was defined by the Delphi panel of recreation professionals primarily in terms of *communication, planning, policies, quality of recreation services, and management and needs assessment*. These were the first six aspects identified by the panel and seen as essential in an effective recreation service.

The middle order aspects (*community development, participation, credibility and flexibility*), may be deemed to be based on the primary aspects that set the scene. *Choice* and *price* were seen to play a lesser role in defining effectiveness. Several aspects were found to be common to both sides of the effectiveness equation. *Planning, communication and management* ranked highly as contributing to effectiveness when present and positive, and also ranked highly as contributors to ineffectiveness when absent or poorly implemented.

While these common elements emerged, some issues were found to contribute only to effectiveness or ineffectiveness. *Political interference, (lack of) professional development, subsidisation of recreation services, councillors, absence of effectiveness, and size* of the local authority were six factors believed to influence ineffectiveness.

Those aspects related only to effectiveness were *attributes of recreation staff, evaluation* and *image* of the local authority.

Other issues emerged as having less impact on effectiveness and more influence on ineffectiveness. *Marketing, equity, facilities, and personnel* were ranked less important for their influence on effectiveness, but ranked more important for their perceived impact on ineffectiveness. It may be concluded that adequate facilities and personnel, and a marketing orientation do not necessarily make a service effective, but their absence is more likely to make a recreation service ineffective.

This exploration and analysis of the perceived contributors to recreation service effectiveness uncovered a number of criteria that provided the basis of a framework for further investigation of organisational effectiveness in local government recreation services.

Criteria for Local Government Recreation Survey

A total of twenty-five items was selected from the criteria defining effectiveness and from the aspects of effectiveness and ineffectiveness. The items to be used in the questionnaire for the second stage of this study included all the common elements from each list, as well as the items unique to each, and having a mean of three or greater in round 4 of the Delphi. Consequently, *absence of effectiveness, subsidisation* and *local government size* were not included. These three aspects were covered in some other way in the study. For example, subsidisation was related to price; the size (population and area) of the local government

authority was dealt with in a cluster analysis of local government authorities; and the absence of effectiveness was addressed throughout the main study.

The list of criteria for examination in the main study therefore included: *communication, policies, political interference, management, quality, professional development, assess needs, planning, councillors, credibility, flexibility, choice, price, attributes, acceptance, decision-making, evaluation, personnel, resources, facilities, image, equity, marketing, participation and community development.*

Summary

The Delphi technique was used to explore aspects of organisational effectiveness relevant to local government recreation services in Western Australia. The experiment was suitable for the purpose, but it was not without limitations. Selection and retention of panel members and maintenance of their active involvement in the successive rounds of the Delphi was an essential feature. Other limitations were associated with the potential for ambiguity of questions and responses. The format of a Delphi does allow for clarification and correction by panel members, that may reduce these effects.

Twenty-five criteria selected from the results of the Delphi experiment formed the framework for the development of an instrument to test the views of workers in local government recreation services throughout Western Australia.

Chapter 5

Local Government Recreation Service Survey

Questionnaire Development

This chapter describes the processes of constructing the survey instrument based on the results of the Delphi experiment, and including the organisational culture instrument. The survey that was developed and its administration are also discussed, as is the sample selection procedure used.

Effectiveness criteria.

The themes identified in the Delphi experiment formed the foundation for a questionnaire that was sent to a population of Western Australian local government recreation employees. A series of 100 statements, 4 for each of the 25 criteria statements, was devised to capture the essence of the relatively complex issues identified in these themes, and listed in random order in the first section of the final questionnaire (Appendix E). This section also included three statements about respondents' opinions of the effectiveness of the local government recreation services.

As an example, one theme that emerged was *image*. The Delphi found that "the image of a local government recreation service is influenced by

the ratepayers' view of the respective council". A series of statements was developed to expand this issue, namely:

- * A positive image projected by a local government recreation service is important to establish its credibility.*
- * The image of local government is generally negative and this influences the way recreation services are perceived.*
- * Recreation services are frequently promoted by councils as the main positive community service provided.*
- * The diverse nature of recreation makes it difficult for a local government authority to develop a suitable image for its recreation services.*

Likert-type scales were felt to be appropriate to measure differences of opinions on issues raised in the effectiveness and organisational cultural statements. Sekaran (1992) supported the use of either a 5-point or 7-point scale, noting that increases in the number of scale points do not increase the quality of information gathered. Reliability is increased with the number of points on the scale, but only up to 5 points. The 7-point scale, however, allows more sensitivity for respondents who do not like to give extreme responses. Van de Ven and Ferry (1980) also supported the use of the 7-point scale, depending on the degree of sensitivity required and the level of knowledge of respondents. A wider scale can be used when respondents have more training. The mid point was retained to accommodate those who may not have knowledge of a particular issue or who may wish to give a neutral or indifferent response.

This type of agree-disagree scale is frequently used in organisational behaviour research. The arithmetic mean can be used as a measure of central tendency with the standard deviation, range and variance as its measures of dispersion. Likert-type scales also have advantages for application in other statistical procedures, such as factor analysis (Quinn & Spreitzer, 1991). Both 5-point and 7-point interval scales were used in the questionnaire. The 7-point interval scale was used where greater sensitivity was required in the responses to organisational effectiveness issues and to explore organisational culture perspectives. The 5-point scale was used for the Delphi ratings, where detailed definitions of the items were provided.

In the second section of the questionnaire, the 25 criteria from the Delphi experiment were listed in random order and respondents were requested, using the sheet of definitions provided (shown in Appendix F), to rate the importance of each issue in an effective recreation service. Respondents were also asked to rank up to seven statements in order of importance, and to identify the item they considered least important in influencing the effectiveness of recreation services.

The third part of the questionnaire explored organisational culture, as this issue has emerged as a major influence on organisational effectiveness (e.g., Denison & Spreitzer, 1991; Quinn & Rohrbaugh, 1981, 1983; Quinn & Spreitzer, 1991). Quinn and Spreitzer (1991), using the competing values framework, developed an instrument capable of generating organisational profiles to represent patterns of organisational culture. With Quinn's permission, the basic elements of the culture instrument were developed into statements about

organisational culture and included in the questionnaire as this offered a quantitative approach for examining organisational culture (see Appendix C).

Other effectiveness and ineffectiveness issues.

Respondents were also requested to list other issues that they believed made their own recreation services effective or ineffective. Ministry of Sport and Recreation staff were asked to identify these issues in relation to the local government authorities with which they liaise. This question was designed to elicit additional themes or issues not identified by the Delphi. These responses to the open-ended questions were processed manually and are discussed in conjunction with the analysis of the perceptions of organisational effectiveness.

Background data.

Background data including age; gender; recreation and other qualifications; years in the field; current position; and salary levels were also collected to identify those characteristics that may have some influence on perceptions of effectiveness. A profile of recreation workers could also be built from these data. Provision was made for respondents to comment on any other issues to do with effectiveness or with the questionnaire itself.

The Pilot Survey

A pilot survey was conducted in two stages. First, six academics (four from Edith Cowan University, Perth, and two from University of Technology, Sydney) were invited to complete the questionnaire to test that the structure and style of the questionnaire were sound. Secondly, a corrected version was completed by four recreation professionals (recently retired or not directly employed in local government recreation service, but with relevant experience in the field) to test for content, consistency and administration. Further small adjustments were made before the final questionnaire was printed in booklet form (as shown in Appendix E).

Sampling Strategy

The population of interest was all recreation professional and supervisory staff in local government authorities in Western Australia, including Town or Shire Clerks from local authorities with no recreation staff and those with one to three recreation staff, as well as any other council officers delegated to oversee the recreation service functions. The population was derived from information provided by the local authorities in response to a preliminary survey and from two directories of local government services (Ministry of Sport and Recreation, 1992b; Western Australian Municipal Association, 1991).

Preliminary Survey

A preliminary survey was conducted to identify the numbers of recreation professionals working in local government. This survey served to warn each local government authority of the main survey and to determine the numbers of recreation staff employed whose positions may be classified as professional, supervisory or operative, and whether these positions were full-time, part-time, permanent, temporary or casual. Each local government authority was also asked to provide a copy of its organisational chart (or to draw one if a formal chart did not exist) to show the relationship of the recreation service to the authority's administrative structure and to assist in defining recreation staff positions.

Definitions of staff positions.

Staff positions were defined in broad categories as professional, supervisory or operative (see section Appendix H) in order to test for differences in views across different levels and across the field generally. In the final survey, full-time and part-time, professional and supervisory positions were included. The "operative" category was not included as a separate category in the distribution. From the preliminary survey most of the operatives (747 or 92%) were identified as being casual. Therefore, it was concluded that their experience in respective local recreation services and their interest in participating would be insufficient to warrant the effort and cost of production and administration of the questionnaires. Table 7 outlines staff groupings across local government authorities.

The categorisation of staff positions was not as clear cut as the definitions might suggest. Some local authorities indicated that their recreation services included library staff or community arts officers, or that the swimming pool manager, while a full time employee, only worked in the swimming pool six months of the year. In other local authorities, too small to have a formal recreation department, the Shire Clerk accepts responsibility for administering recreation services or delegates this responsibility to another administrative officer. On the basis of the respective municipality's definition of each recreation staff position, and using the organisational chart (where one was provided) as a guide, as well as referring to two professional directories, a distribution list was developed.

Table 7 Summary of Staff Positions for Questionnaire Distribution

Type of LGA			Respondent categories		Totals	
	(n)	Pct %	Professional (n)	Supervisory (n)	(n)	Pct %
No Recreation staff - Shire or Town Clerk only	50	36	50	-	50	12
1 - 3 Recreation staff including Shire or Town Clerk	62	45	88	-	88	20
Recreation Departments of 4 - 7 staff	16	12	45	40	85	19
Recreation Departments of 8+ staff	10	7	95	121	216	49
Total	138	100	278	161	439	100

Shire or Town Clerks (or other officers responsible for recreation services) were included as professional officers by the nature of their responsibilities to recreation services in their respective municipalities, although they do not precisely fit the definition of "recreation professional".

The regional and metropolitan recreation advisers of the Ministry of Sport and Recreation were treated as a distinct group of respondents within the population. Twenty-one questionnaires were distributed to this group, representing 4.6% of a total population of 460.

Data Collection

The period of data collection.

The Delphi exercise was conducted from July 1989 to January 1990, while the local government survey was conducted from July to September 1992. Questionnaires were distributed during the third week of July 1992 with a return date in August 1992. This allowed two weeks for distribution within each authority, completion and return by post or to collection boxes.

Distribution of the questionnaire.

The questionnaires were posted directly to the Town and Shire Clerks with sole responsibility for recreation in their municipalities and to those who had one to three recreation staff members, with a request for the

additional questionnaires to be passed to other recreation staff. Where the head of a recreation department or a designated Recreation Officer was identified from the preliminary survey, packages of two or more questionnaires were posted with a note identifying the people to whom the questionnaires were to be distributed. Packages of nine or more questionnaires were personally delivered by the researcher to eight local authorities within the metropolitan area.

All questionnaires included a covering letter explaining the purpose of the study, a list of definitions on coloured paper and a distribution slip. The covering letter explained the purpose of the study and asked for support for the research and assistance in distributing questionnaires to recreation staff as appropriate. Four different variations of the covering letter (Appendix D) were used to cover the different situations of each local government authority. The return instructions varied for respondents to the preliminary survey (to acknowledge the initial participation in the study); for non-respondents to the preliminary survey; for recreation personnel in departments with a postal return; and for recreation personnel in departments to which questionnaires were delivered and collected by the researcher.

All contained stamped, return addressed envelopes to facilitate return of completed questionnaires, with the exception of the Melville, Perth, Stirling and Wanneroo authorities, where a box was delivered with a request to the respective head of the department to collect and hold the completed questionnaires, sealed in envelopes provided for this purpose. The boxes were collected three days after the August return date to allow for slow returns.

Follow-up.

One week after the first return date, a follow-up letter (Appendix G) was posted to all local authorities and to the Ministry regional officers, to acknowledge the receipt of returned questionnaires and to prompt the return of any outstanding questionnaires. A second follow up letter, enclosing an additional questionnaire, was sent to the local government authorities which had not responded. A series of telephone calls was made to those local authorities with a large recreation department, but from which few or no replies had been received. Additional questionnaires were distributed as necessary and the dead-line was extended to the end of September 1992.

Data Analyses

The methods selected were descriptive statistical procedures as this study was exploratory in nature, searching for associations within the data. In stage one, basic descriptive statistics were used in the Delphi study (e.g., mean and standard deviation) to establish reiterative rankings and ratings of the importance of effectiveness issues identified by a panel of recreation experts. Basic descriptive statistics were also used to establish profiles of recreation workers.

Multivariate analyses were used to examine relationships in the data and between categories of respondents, to identify elements important in determining effectiveness (or ineffectiveness) in local government recreation services. Principal-components (factor) analysis was used to

explore the differences in the responses on effectiveness and culture issues. Cluster analysis was used to group variables according to their similarities (e.g., local government authorities and cultural characteristics). Finally, discriminant analysis was used to identify patterns and relationships in the data. Analysis of variance and multiple regression were used to explain variances in the data and results, e.g., differences in perceived effectiveness. Responses to open-ended questions on effectiveness and ineffectiveness aspects of recreation services were analysed manually to identify additional themes. These emergent themes may enhance the list of effectiveness (and ineffectiveness) criteria derived from the Delphi.

Missing Data

The responses to the questionnaire generated a relatively complete data set, although some respondents failed to answer some questions. Listwise deletion of cases with missing values removed these from relevant analyses.

Summary

Researchers of organisational effectiveness indicated that effectiveness criteria are subjective and based on the personal values of those in the particular organisation or particular group. Therefore, this present study attempted to establish an array of effectiveness criteria more relevant to local government recreation services, than use pre-determined lists of effectiveness criteria generated by other researchers.

A small Delphi experiment produced a set of organisational effectiveness criteria from which a questionnaire was developed for administration to recreation workers, identified by a preliminary survey of local government in Western Australia. The questionnaire included statements about effectiveness based on themes derived from the Delphi effectiveness criteria, the set of effectiveness criteria, and statements from the competing values model of organisational culture. The survey instrument also included open-ended questions to draw out other issues related to effectiveness or ineffectiveness. Finally, background demographics were sought to reveal patterns related to gender, recreation position and other personal characteristics of recreation workers in local government.

The questionnaire was sent to 460 recreation workers in local government recreation services throughout Western Australia. The following chapters present the results of the survey.

PART THREE

ESTABLISHING THE FRAMEWORK OF INDEPENDENT VARIABLES

Chapter 6

Preliminary Analysis of Data and Respondents

Introduction and Overview

This section establishes a framework of independent variables (e.g., background data of recreation staff, local government clusters and organisational culture groupings). The set of effectiveness criteria identified by the Delphi study was tested against these independent variables to examine relationships in the data, within and between groups. This chapter reports on response rates and the background profile of recreation workers. The remaining chapters report on the clusters and organisational culture profiles of the local government authorities.

Response Rates

The response rates for local government recreation respondents are summarised in Table 8. There was a response rate of 71% for individual local government authorities and a response rate of 54% from recreation workers surveyed (including Ministry of Sport and Recreation staff). Sixteen of twenty-one Ministry of Sport and Recreation staff responded, representing a return rate of 76% from rural and metropolitan regional Ministry recreation advisers.

The proportion of responses for each category of staff position was similar to the distribution pattern. Some recreation workers, whose position may be defined as operative, did respond. These responses are shown separately in Table 8, but are included with the supervisory staff for the purposes of analysis. The number of respondents from each organisation ranged from one to thirty-eight.

Table 8 Summary of Response Rates

Category of LGA	LGA		Respondent categories ¹			Totals	
	n ³	Percent %	Professional n ²	Supervisory n	Operative n	n	Percent %
No Recreation staff: Shire/Town Clerk only	30 [50]	22 [36]	24 (10)	5 (2)	1 (0.4)	30	12
1 - 3 Recreation staff including Shire/Town Clerk	43 [62]	31 [45]	37 (15)	7 (3)	2 (0.8)	46	19
Recreation Departments of 4 - 7 staff	15 [16]	11 [12]	27 (11)	8 (3)	3 (1)	38	15
Recreation Departments of 8+ staff	10 [10]	7 [7]	55 (22)	42 (17)	19 (8)	116	47
Total LGA responding	98	71	-	-	-	-	-
No reply	40	29	-	-	-	-	-
LGA Total	138	100	143 (58)	62 (25)	25 (10)	230	93
MSR staff	-	-	16 (7)	-	-	16	7
TOTAL	-	-	159	62	25	246	100

Note: 1 Percentage of useable returns for sample is shown in (parentheses).

2 Includes Shire/Town Clerks and other senior administrative staff responses.

3 Distribution profile shown in [brackets].

Table 9 shows the breakdown by professional category with the number of responses from professional recreation staff and other local government administrative staff. The responses reflect the population, with fewer Shire/Town Clerks (or other administrative staff) being directly involved in recreation services as the number of recreation staff in the local government authority increased.

Table 9 Summary of Responses for Professional Recreation Workers and Other Professional Local Government Officer Categories

Type	Recreation professionals	Other LGA professionals ¹	Total	Percent %
No Recreation staff	-	24	24	17
1-3 Recreation staff	14	23	37	26
4-7 Recreation staff	23	4	27	19
8+ Recreation staff	54	1	55	38
Totals ²	91	52	143	
Percent %	64	36	-	100

Note: 1 This category includes Shire and Town Clerks, other local government senior administrative staff.

2 All subjects were manually assigned to categories on the basis of demographic responses, inclusion of missing data accounts for discrepancies in group totals for subsequent analyses.

Profile of Local Government Recreation Workers

There were more males than females at the professional level (a ratio of almost 2:1), with the proportions reversed at the supervisory/operative level. Table 10 shows the gender ratio of respondents, compared to their positions in local government recreation services.

The figures in Table 10 include the Ministry of Sport and Recreation staff within different groupings, that accounts for discrepancies between numbers in categories of positions in Tables 9 and 10.

Table 10 Gender Comparison to Position in Local Government

POSITION	FEMALE	Pct %	MALE	Pct %	Not stated	Pct %	Total	Pct %
Shire/Town Clerks and other senior staff	1	0.4	52	21	-	-	53	22
Other admin. officers	6	2	3	1	-	-	9	4
Recreation professionals	30	12	73	30	-	-	103	42
Supervisory and operative recreation staff	47	19	25	10			72	29
Not stated	2	0.8	2	0.8	5	2	9	4
Total	86	34	155	64	5	2	246	100

Other characteristics, such as age, years in the recreation industry, educational qualifications and salary, were used to create a profile for local government recreation workers (including Shire/Town Clerks and other administrative staff with responsibility for recreation matters). The current age structure shows a wide range of 42 years (19 - 61 years), with a mean age of 37 years. The majority (63%) were aged between 26 and 45 years.

This apparent maturity of the recreation workers is not matched by their years of experience in the industry, suggesting that many people may

have entered the recreation industry as a second career. Eighty-eight percent had been in their present positions less than eleven years (mean 4.6 years); 78% had been in the present organisation for less than eleven years (mean 6.2 years); and 50% had been in the recreation industry for less than eleven years (mean 9.5 years). There was a wide range of industry experience, ranging from 1 to 34 years. It appears that the local government recreation industry is relatively "young" and mobile in terms of the years recreation workers have been in the industry, and their current organisation and position, but "mature" in terms of the age of personnel. Table 11 shows selected demographic characteristics of recreation workers.

Table 11 Selected Demographic Characteristics of Recreation Workers*

Characteristic	Mean	Range	Selected sub-ranges (%)		
Age	36.6	19-61	<26(14)	26-45(63)	>45(22)
Years in Industry	9.5	1-34	<11(50)	11-20(21)	>20(6)
Years in organisation	6.2	1-33	<11(78)	11-20(16)	>20(3)
Years in current position	4.5	1-33	<11(88)	11-20(9)	>20(2)

Note: * Includes Shire/Town Clerks with responsibility for recreation services

The majority of the recreation staff (53%) had qualifications beyond secondary education. Forty-four percent had specific recreation qualifications, with 26 percent holding a bachelor's degree or higher award. The majority of recreation qualifications was obtained from Edith Cowan University (22%) and Technical and Further Education

(TAFE) colleges (18%), evidence of the role these institutions play in training recreation workers in recreation department management, swimming pool management and children's services. Local government qualifications from TAFE were the other main awards cited by senior local government staff (e.g., 10 percent held a Diploma of Local Government).

The pattern emerging from the comparison of salaries reflects the traditional salary to gender comparisons, where more women are represented at the lower salary levels, with males at the higher levels (Table 12). Across the total sample, 17 percent of the recreation workers earning less than \$25,000 are female, compared to 6 percent of males. In the \$25,000-35,000 salary range, females made up 14 percent of the sample and males, 20 percent. Above \$35,000 a year, approximately 3 percent were female and 34 percent were male. Within groups, 81% of females earn less than \$30,000, compared to 25% of males in the same salary range. In the salary range \$30,000-44,999, there is 46% of males compared to 21% females. Above \$45,000 a year, males represent 23 percent and females, 2 percent in this salary range.

The inclusion of highly paid, senior local government officers (e.g., Town Clerks) distorts this comparison, but the relative proportions remain when the recreation staff are treated as a discrete group (see Colyer, 1993a, for a profile of recreation professionals). Full details of the demographic characteristics are shown in Appendix I.

Table 12 Salaries of Local Government Recreation Workers

Salary levels	Female n	Pct %	Male n	Pct %	Total n	Pct %
S1 <\$19,000	25	10	6	2	31	13
S2 \$20,000 - \$24,999	18	7	11	4	29	12
S3 \$25,000 - \$29,999	22	9	21	9	43	17
S4 \$30,000 - \$34,999	13	5	26	11	39	16
S5 \$35,000 - \$39,999	3	1	25	10	28	11
S6 \$40,000 - \$44,999	2	1	21	9	23	9
S7 \$45,000 - \$49,999	1	0.4	16	7	17	7
S8 >\$50,000	1	0.4	20	8	21	9
Salary not stated	1	0.4	9	4	10	4
Salary and gender not given	-	-	-	-	5	2
Subtotal	86	34	155	64	241	98
Total					246	100

Summary

This study was characterised by a relatively high response rate of 54%, providing 246 individual responses representing 98 local government authorities in Western Australia. A demographic profile of recreation workers was developed revealing the levels of education; salary differentiation related to level of position and gender; and years in the industry. Selected employment and demographic variables (e.g., age, gender, years in the field, salary and position) were used in further analyses of the effectiveness data to determine the views of organisational effectiveness held by different classes of recreation workers.

Chapter 7

Local Government Groups

Introduction

The 138 local government authorities of Western Australia at the time of the study (Christmas and Cocos Islands came under Western Australian State Government jurisdiction in mid 1992, after the administration of the present survey) were clustered using the Howard and Harris (1966) K-means clustering procedure. All the municipalities were clustered on six objective variables derived from several sources (Australian Bureau of Statistics, 1990; Western Australian Municipal Association, 1991):

1. population of municipality;
2. total municipal budget;
3. recreation budget;
4. area of municipality (Km²);
5. distance from Perth (Km); and
6. number of staff in recreation services.

The number of clusters was varied between two and ten to determine the most appropriate number of clusters to include in subsequent analyses. This was done using the point biserial correlation as a measure of "goodness of fit" as suggested by Milligan and Mahajan (1980). The

coefficients varied between 0.21 and 0.60, with the maximum value associated with a three group solution.

Local Government Clusters Identified

The clusters identified three groups of municipalities. Two groups were distinct in the association of member local authorities and were labelled "large metropolitan" and "north-west". The metropolitan cluster contained five large metropolitan authorities (the cities of Stirling, Perth, Melville and Wanneroo; and the Shire of Swan). The north-west cluster contained ten north-west shires (Ashburton, Broome, Derby/West Kimberley, East Pilbara, Exmouth, Laverton, Port Hedland, Roebourne, Wiluna and Wyndham/East Kimberley, but excluded Halls Creek).

The remaining 123 country and metropolitan local government authorities were grouped in the third cluster, labelled "small metropolitan/rural". The locations of local government authorities by cluster grouping are shown in Maps 1, 2 and 3, Appendix J (Maps courtesy of the Australian Bureau of Statistics, 1990).

The large metropolitan cluster contained 89 (36%) respondents; the north-west cluster contained 26 (11%); and the remaining 115 (47%) respondents were grouped in the small metropolitan/rural cluster. The balance of respondents came from the Ministry of Sport and Recreation (16 or 6%), who were not included in this cluster analysis.

Summary

The three clusters of the local government authorities provided an objective set of variables for examining the effectiveness criteria, effectiveness factors and the ratings of importance given to the criteria for assessing effectiveness in recreation services. Further analysis was possible to determine if there was a relationship between membership of a particular cluster grouping, the importance assigned to the various effectiveness criteria and the perceptions of effectiveness.

Chapter 8

Organisational Culture and Effectiveness Criteria

Introduction

Organisational culture has emerged in the literature as a major indicator of organisational effectiveness (e.g., Cameron & Freeman, 1991; Smircich, 1983). The development of the competing values model to represent organisational cultural profiles permits an objective approach to explore cultural differences and the relationship to organisational effectiveness (Denison & Spreitzer, 1991; Quinn, 1988; Quinn & Spreitzer, 1991; Zammuto & Krakower, 1991).

Cultural Types and Cultural Clusters

An instrument based on Quinn's competing values model (Quinn & Spreitzer, 1991) was used to measure perceptions of organisational culture of local government authorities. Sixteen questions, developed from Quinn's model, represented the values of the four cultural types (group, developmental, hierarchical and rational cultures). The alpha reliability coefficients (Cronbach, 1951) for the four measures are shown in Table 13. These results suggest high reliability of the cultural dimensions, comparable with those reported by Quinn and Spreitzer (1991) for Instrument II. The alpha reliability for the hierarchical cultural type, while reliable, is lower than that reported by Quinn and

Spreitzer (1991). Low scores on this dimension are found throughout the analyses of organisational culture.

Table 13 Reliability Coefficients for Organisational Culture Instrument

Culture type	alpha reliabilities	Quinn & Spreitzer (1991)
Group	0.90	0.84
Developmental	0.86	0.81
Hierarchical	0.53	0.77
Rational	0.85	0.78

A principal-components analysis did not clearly confirm the four factors representing the four cultural types, as reported by Quinn and Spreitzer (1991); and Yeung, Brockbank and Ulrich (1991). Only three factors were extracted with eigenvalues greater than 1, after Varimax rotation of components (Kaiser, 1958).

Group and developmental attributes loaded in factor 1, while rational and hierarchical characteristics fell more naturally into factors 2 and 3 respectively. The communalities are moderate to high indicating that the factors account for most of the variance in the culture variables. The three factors explained 67 percent of the variance in the data. Table 14 shows the variables grouped by cultural type within factors (loadings of less than 0.4 are not included). Alpha reliabilities for factor 1 (0.94) and factor 2 (0.85) were found to be high, while factor 3 was found to be moderately reliable (0.53).

Table 14 Factor Loadings Matrix for Cultural Types

Cultural Type	Factor 1 Group and Development Orientation	Factor 2 Rational Orientation	Factor 3 Hierarchical Orientation	h ²	Alpha for Culture Type
GROUP					0.90
Participation, open discussion	0.82			.74	
Empowering employees	0.73			.68	
Assessing employee concerns	0.85			.79	
Teamwork and cohesion	0.81			.77	
DEVELOPMENTAL					0.86
Flexibility, decentralisation	0.77			.75	
Growth, development	0.73			.68	
Innovation and change	0.54			.57	
Creative problem solving	0.79			.73	
HIERARCHICAL					0.53
Control, centralisation			0.71	.93	
Routine tasks, formalised structure			0.76	.76	
Stability, continuity, order	0.60		0.43	.63	
Predictable performance outcomes			0.55	.58	
RATIONAL					0.85
Task focus, goal achievement		0.58		.78	
Goal clarity, objective setting		0.83		.67	
Efficiency, productivity		0.80		.76	
Outcome excellence, quality	0.63	0.54		.69	
Eigenvalues	7.87	1.74	1.10		
Percentage of variance	49.2	10.9	6.7		
Factor alpha reliabilities	0.94	0.85	0.53		

The culture components of the competing values model were derived from studies of North American public and private organisations and therefore may reflect different perceptions of these items, than from people in local government recreation services in Western Australia. It seems likely respondents in the present study perceived group and development items in the competing values framework as being related. Therefore, the responses did not separate into different factors. Further investigations of these results are necessary to show if this is the case.

As most organisations have characteristics of more than one cultural type (Cameron & Freeman, 1991; Quinn & Spreitzer, 1991; Yeung et al., 1991), a K-means clustering method (Howard & Harris, 1966) was used to classify responses on the sixteen cultural characteristics into cultural clusters (Quinn & Spreitzer, 1991). The cluster analysis suggested two clusters, confirmed by the point biserial correlation (Milligan & Mahajan, 1980). When the number of clusters was varied between 2 and 8 groups, the coefficients varied between 0.38 and 0.55, with its maximum value associated with the two group solution. Table 15 shows the standard scores for the two clusters and cultural strength for each cluster (Yeung et al., 1991).

Cluster 1, representing the majority of respondents (64%), was found to have low scores on all cultural types. It contains local government authorities identified as weak, hierarchical cultures. Cluster 2 contains the remaining 36 percent of respondents and was found to have moderate to high scores on most cultural types with local authorities identified as moderate-comprehensive cultures.

Table 15 Local Government Organisational Culture Clusters

Culture type	Cluster 1 low (weak)-hierarchical	Cluster 2 moderate-comprehensive
Group	-1.05	0.61
Developmental	-1.00	0.58
Hierarchical	-0.25	0.14
Rational	-0.89	0.48
Cultural strength	-1.03	0.58
Number of municipalities	146	83
Percentage	63.8	36.2

Note: Cultural clusters were trisected into high, moderate and low in each cultural type, by two cut off points ± 0.5 based on normal distribution.

Although the sample was small, the results suggest that local government authorities are characterised by two basic cultural types. Those in cluster 1, identified as weak-hierarchical cultures, are driven by no specific cultural type, but with some emphasis on hierarchical characteristics. The moderate-comprehensive cultures of local government authorities in cluster 2 are driven by several dominant cultural types, with less emphasis on hierarchical characteristics.

In Figure 6, standard scores for these two clusters were plotted on the competing values culture framework to illustrate the relative dominance of the cultural values in the four cultural quadrants of the model. Trisection of the cluster groupings into high, moderate and low cultural types, and cultural strength, was based on one standard deviation around the mean (after Yeung et al., 1991).

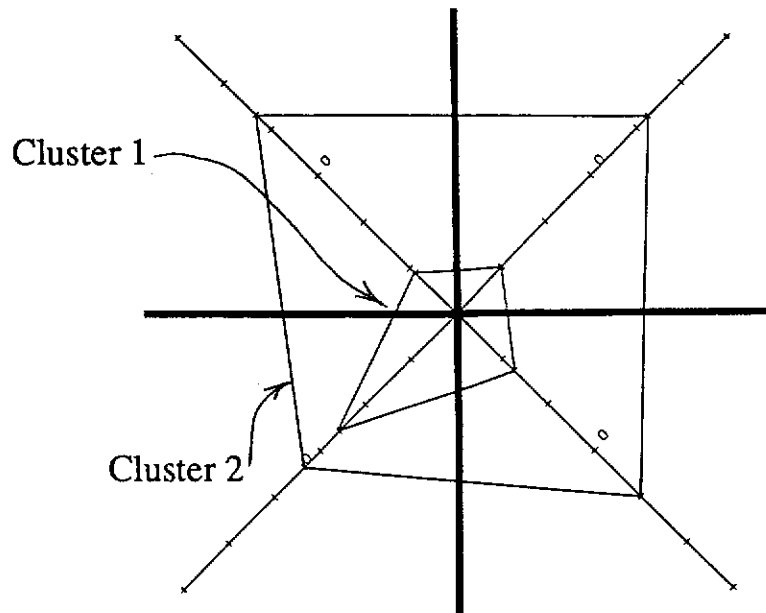


Figure 6 Organisational culture clusters for local government recreation services.

These organisational culture clusters were not used in further analyses in the present study. However, they provide a cultural backdrop for the exploration of relationships between perceived organisational effectiveness and cultural orientation which is discussed in Chapter 12. The two cultural groups are reflective of the competing perspectives in the competing values framework.

Five Cultural Profiles

Separate cultural profiles were then constructed for four local authorities in the sample (having 10 or more respondents) and the Ministry of Sport and Recreation. The responses to the cultural instrument were scaled and standardised to show the relative dominance of each cultural type for each organisation, referred to as city 1 to city 5. Cultural strength was calculated by adding all four cultural quadrant scores (Yeung et al., 1991). Table 16 shows the culture profiles of the five "cities" and their respective cultural strengths. The samples were small in size. Therefore, the standard error was relatively high. However, the results were accepted as indicative of cultural profiles and were suitable for further analysis.

Table 16 Cultural Profiles of Five Cities

Cultural type	City				
	1 n = 14	2 n = 14	3 n = 38	4 n = 15	5 n = 16
Group	-0.27	-0.61	0.46	-0.92	-0.004
Developmental	-0.12	-0.65	0.52	-0.87	-0.02
Hierarchical	-0.17	-0.05	0.32	-0.71	-0.37
Rational	0.44	-0.60	0.46	-0.98	-0.22
Cultural strength	-0.54 moderate	-0.60 low	0.57 high	-1.19 low	-0.06 moderate

Note: Cultural clusters were trisected into high, moderate and low in each cultural type, by two cut off points ± 0.5 , based on normal distribution.

The diagrammatic representations in Figure 7 were constructed from these standardised scores on an arbitrary scale (-1 to +1), i.e., one standard deviation around the mean, not anchored to a specified zero point (Rohrbaugh, 1981). The profiles show the different emphases given to the cultural value dimensions in each organisation surveyed.

City 1 had moderate scores for all cultural types, with overall moderate cultural strength. City 1 results suggest a stronger emphasis on planning and goal setting in its recreation services (as evidenced by the higher score for rational culture), with less emphasis on human resource development. The profile of City 2 reveals a low cultural strength, with moderate score for hierarchical culture. It may be concluded that this city, while stable, is less flexible than the other cities. City 3 shows a comprehensive (balanced) profile, with moderate to high scores for all cultural types and high cultural strength. This city is dominant in all value dimensions, with marginally less emphasis on stability and control, balanced by greater value on organisational development and adaptability.

The profile for city 4 had low scores in all cultural quadrants and overall, low cultural strength. According to responses from city 4, there were no dominant values from any cultural form in the competing values model. This organisation may be in transition from one development stage to another, possibly from a "collectivity stage" to a "formalisation stage" (Quinn, 1988, p. 59; Quinn & Cameron, 1983). This transition is marked by a shift from criteria associated with the human relations model (typified by informal communication, cooperation, personalised leadership) to the internal process model characterised by efficiency of

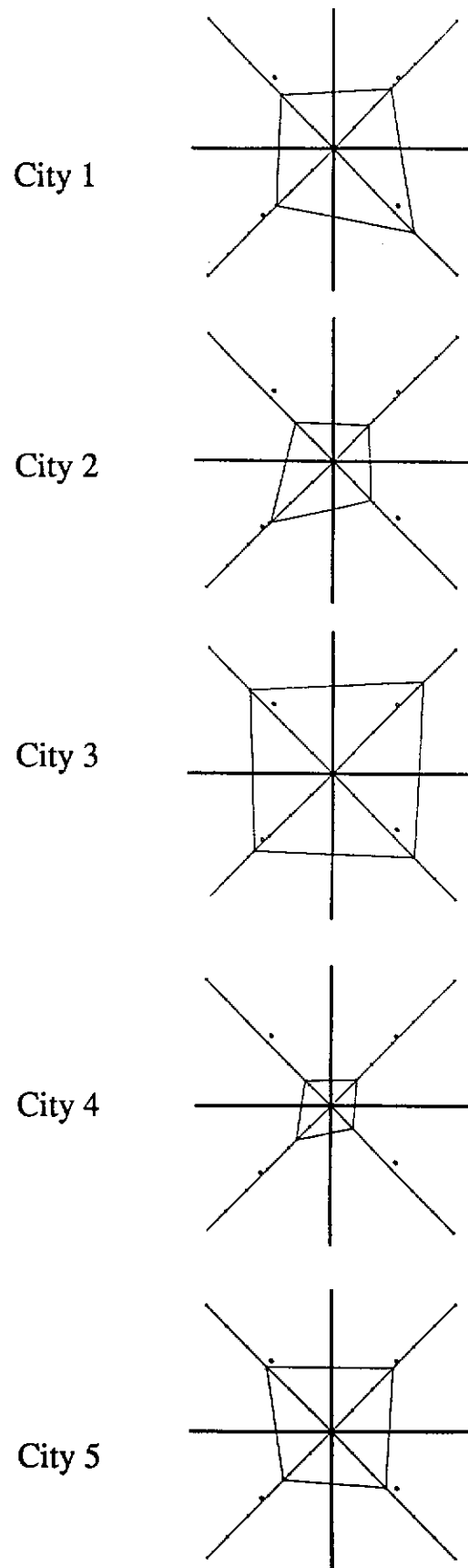


Figure 7 Cultural profiles of five cities .

contradictions and, according to Yeung et al. (1991) require special attention to their management of the tensions and paradoxes inherent in this cultural type and its influence on effectiveness. On the other hand, Quinn (1988) suggested that the weak quadrants are the ones of interest in organisational diagnosis, for it is the values from the weak quadrants that are neglected or negatively defined.

Summary

This section explored the organisational culture of local government and found that the majority of local government authorities were perceived to have weak-hierarchical culture. A second cultural type identified was moderate-comprehensive and less hierarchical. Cultural profiles identified for five individual cities, demonstrate the different cultural values emphasised in local government. The perceptions of organisational culture as group, developmental, hierarchical or rational, provided an additional set of independent variables for further analysis, and comparison with perceptions of organisational effectiveness in local government recreation services.

PART FOUR

ANALYSIS OF PERCEPTIONS OF CRITERIA OF ORGANISATIONAL EFFECTIVENESS

Chapter 9

Rating the Importance of Effectiveness Criteria

Introduction

The first stage of analysis focused on the criteria set developed from the Delphi and the degree of importance given to each criterion by recreation workers. The responses rating the importance of the twenty-five effectiveness criteria derived from the Delphi experiment were analysed to determine differences and similarities in rating and ranking the perceived importance of the contribution of these criteria to the effectiveness of recreation services. However, the responses given by recreation workers in local government could not be compared to the original ratings of importance of the criteria assigned by the Delphi panel, as the twenty-five criteria were drawn from three different sets of issues. This first phase of the analysis of the effectiveness criteria and effectiveness statements established the model of effectiveness criteria as dependent variables for further examination.

Factor Analysis of Effectiveness Criteria

The responses rating the twenty-five Delphi criteria were examined first by principal-components analysis to reveal underlying relationships in the data (Kass & Tinsley, 1979; Kim & Mueller, 1978). Five factors with eigenvalues greater than 1 were found (Table 17). These five

factors explained 54% of the variance in the data. The first factor related to those variables (criteria) associated with organisational strategy (e.g., policies, decision-making and evaluation). The second factor related to criteria focusing on customers (e.g., quality, equity, marketing and image). The third factor grouped criteria related to management operations (e.g., personnel, resources and facilities). The fourth factor related to variables associated with responsiveness (e.g., participation and flexibility). The fifth factor related to political aspects (e.g., councillors and political interference).

These factors were named to represent the dimensions underlying the relationships within each factor. Table 17 shows the labelled factors, the effectiveness criteria captured within each factor, and the means, standard deviations and alpha reliabilities for each factor. The resulting reliability coefficients were acceptable and consistently high across four of the factors, but low for factor five. However, a four factor solution was found to be a less sensitive representation of the data. The communalities are moderate suggesting a high degree of uniqueness and variance of the criteria unexplained by the factors (Kim & Mueller, 1978).

The results in Table 17 show an emphasis on "operations". However, as shown by the closeness of the means for the factors (4.1 to 4.3), there is little difference between the importance of "operations", "strategic orientation", "customer orientation" and "responsiveness" in the contribution each is perceived to make towards the effectiveness of recreation services. "Political influence" was less important, with a

Table 17 Factor Loadings Matrix of Principal-Components Analysis of Five Effectiveness Factors

Variables	Factor 1	Factor 2	Factor 3	Factor 4	Factor 5	h^2
D1 Communication	.58					.52
D2 Policies	.57					.43
D3 Management			.47			.48
D4 Quality		.56				.57
D5 Assess needs	.62					.50
D6 Planning	.71					.58
D7 Community development	.51					.51
D8 Participation				.48		.43
D9 Credibility		.50				.59
D10 Flexibility				.56		.62
D11 Choice			.57			.51
D12 Price			.61			.45
D13 Attributes						.54
D14 Acceptance				.73		.65
D15 Decision making	.58					.48
D16 Evaluation	.64					.59
D17 Personnel			.50			.58
D18 Resources			.54			.55
D19 Facilities			.67			.62
D20 Image		.70				.62
D21 Equity		.45				.40
D22 Marketing		.68				.64
D23 Political interference					.78	.64
D24 Professional development		.51				.48
D25 Councillors					.50	.53
Eigenvalues	8.2	1.6	1.4	1.3	1.1	
Percentage of total variance explained	32.9	6.3	5.4	5.0	4.3	
Alpha reliability	0.81	0.75	0.76	0.73	0.42	
Mean	4.2	4.1	4.3	4.1	2.8	
Standard deviation	0.28	0.25	0.30	0.27	0.57	

Note: Only factor loadings above 0.40 are shown

mean of 2.8. Respondents were provided with the sheet of definitions of the twenty-five criteria (shown in Appendix F) to assist their understanding and interpretation of the one word labels assigned to the Delphi criteria. This assistance focused the respondents and, consequently, high correlations might be expected. However, the complexity of many of the issues means that the variables are subject to measurement error, and communalities may be overstated (Kass & Tinsley, 1979).

It is interesting that the open statements about political interference and councillors used in the Delphi ratings resulted in less consistency (evidenced by low alpha reliability coefficients) and lower ranking on these issues compared to the stronger identification of latent political aspects in the factor analysis of effectiveness issues discussed in the next chapter.

Creating the Model

The twenty-five criteria derived from the Delphi experiment were rated and rank-ordered for their importance in contributing to the effectiveness of local government recreation services. Twenty-four of the twenty-five criteria were rated as important in contributing to recreation service effectiveness, with mean rating scores from 4.7 (SD 0.51) for *communication* to 3.2 (SD 1.14) for *councillors* on a five point Likert scale of importance, ranging from not important (1) to most important (5). *Political interference* was rated least important, with a mean of 2.4 (SD 1.2).

The effectiveness criteria were also ranked on a scale of one to twenty-five, with respondents requested to rank at least seven criteria in order of importance, according to the contribution each was believed to make to the effectiveness of a local government recreation service, and to rank the least important criterion. This ranking procedure was used to confirm the ordering of the effectiveness criteria resulting from the first part of question two. These rankings placed *communication* first with a mean of 3.26 (SD 2.63) and *political interference* twenty-fifth with a mean of 23.51 (SD 4.6). Table 18 shows a comparison of the ratings of importance with rankings of the criteria in contributing to the effectiveness of recreation services in local government. A strong and positive correlation between the two lists (ranked by means) was shown by a Spearman rank coefficient ($r = 0.88$).

Communication, management, quality, personnel and planning were the top five criteria in both lists, although in different order. Other criteria in the first ten ranked items included *participation, facilities, assessment of community needs, flexibility, resources, policies and marketing*. Priorities for the middle order criteria were less similar, while the two final items, *councillors* and *political interference*, were ranked least important in both lists. Two items, *policies* and *price*, show marked differences (by 9 places) in rating and rank-ordering of importance, suggesting uncertainty in perception of the importance of these criteria in effectiveness of recreation services.

Table 18 Comparison of Ratings and Rankings of Effectiveness Criteria

IMPORTANCE RATINGS	Rank	Mean	SD	IMPORTANCE RANKINGS	Rank	Mean	SD
Communication	1	4.71	0.51	Communication	1	3.26	2.63
Management	2	4.64	0.58	Management	2	3.50	2.55
Quality	3	4.50	0.70	Planning	3	4.48	3.05
Personnel	3	4.50	0.69	Quality	4	4.55	3.33
Planning	5	4.48	0.64	Personnel	5	4.90	3.01
Participation	6	4.44	0.67	Facilities	6	5.59	4.26
Facilities	7	4.34	0.76	Assess needs	7	5.68	4.62
Flexibility	8	4.27	0.76	Participation	8	6.03	4.38
Resources	9	4.22	0.73	Policies	9	6.79	6.19
Assess needs	10	4.18	0.73	Marketing	10	7.08	5.04
Credibility	11	4.13	0.77	Resources	11	7.23	5.49
Decision Making	12	4.11	0.82	Flexibility	12	7.25	5.29
Choice	13	4.09	0.78	Community development	13	7.78	6.18
Marketing	14	4.07	0.89	Price	14	9.24	7.20
Evaluation	15	4.04	0.84	Decision making	15	9.45	6.27
Community Development	16	3.99	0.84	Credibility	16	9.69	6.16
Acceptance	17	3.98	0.80	Evaluation	17	9.86	6.13
Policies	18	3.97	0.79	Choice	18	10.29	6.32
Professional Development	19	3.90	0.95	Attributes	19	11.49	7.99
Image	20	3.88	1.01	Professional development	20	11.52	7.62
Attributes	21	3.83	0.89	Acceptance	21	11.65	7.27
Equity	22	3.82	0.89	Equity	22	12.50	7.78
Price	23	3.81	0.99	Image	23	13.52	7.59
Councillors	24	3.22	1.14	Councillors	24	19.89	8.01
Political Interference	25	2.42	1.20	Political interference	25	23.51	4.60

Summary

The analyses of the effectiveness criteria derived from the Delphi revealed underlying relationships, defined as management operations of recreation services; strategic and customer orientation; and responsiveness, all of which were perceived to make a similar contribution to an effective recreation service. Political interference was

identified as less important in contrast to the emphasis placed on political impact identified in the factor analysis of effectiveness issues. The low rating of the factor labelled *political influence* suggests that it was not perceived to make a great contribution to effectiveness and may be more associated with ineffectiveness (Cameron, 1984).

Criteria, identified as contributing to the effectiveness of recreation services in local government, rated in order of importance, and shown in Table 19, form a model for further analysis. These effectiveness factors, and the perceptions of the effectiveness criteria held by respondents, were analysed against a set of independent variables: demographic characteristics of recreation workers, clusters of local government authorities and organisational culture types.

Table 19 **Criteria in Order of Perceived Importance of Contribution to Local Government Recreation Service Effectiveness**

RANK	CRITERIA
1	Communication
2	Management
3	Quality
4	Personnel
5	Planning
6	Participation
7	Facilities
8	Flexibility
9	Resources
10	Assessment of needs
11	Credibility
12	Decision Making
13	Choice
14	Marketing
15	Evaluation
16	Community Development
17	Acceptance
18	Policies
19	Professional Development
20	Image
21	Attributes
22	Equity
23	Price
24	Councillors
25	Political Interference

Chapter 10

Exploring the Effectiveness Data

Introduction

The responses to the one hundred effectiveness statements, that were developed from the Delphi effectiveness criteria, were examined to determine reliabilities and other underlying relationships that may exist in the data. The ratings of importance of the 100 effectiveness issue statements were first tested for reliability within the a priori groupings of four statements for each of the twenty-five criteria. However, as can be seen in Table 20, the grouped responses had low alpha reliabilities, with the exception of *decision-making* (0.74) and *political interference* (0.71). Respondents did not form associations between issues and statements developed from the Delphi criteria as expected. This outcome is likely due to the complexity of the issues and the content ambiguity of some statements. Further analysis was necessary to reveal other dimensions of the effectiveness issues.

Analysis of Effectiveness Statements

A principal-components analysis was used to explore the data set to detect patterns of underlying dimensions in responses to the

effectiveness issues. The analysis found fourteen components with eigenvalues greater than one that, together, accounted for 51 percent of the variance in the data. The components were rotated according to the Varimax criterion (Kaiser, 1958). The resulting factors, however, exhibited some internal inconsistencies and ambiguities in the relationship of issues. A scree test (Kim & Mueller, 1978) suggested the retention of only seven factors (Figure 8).

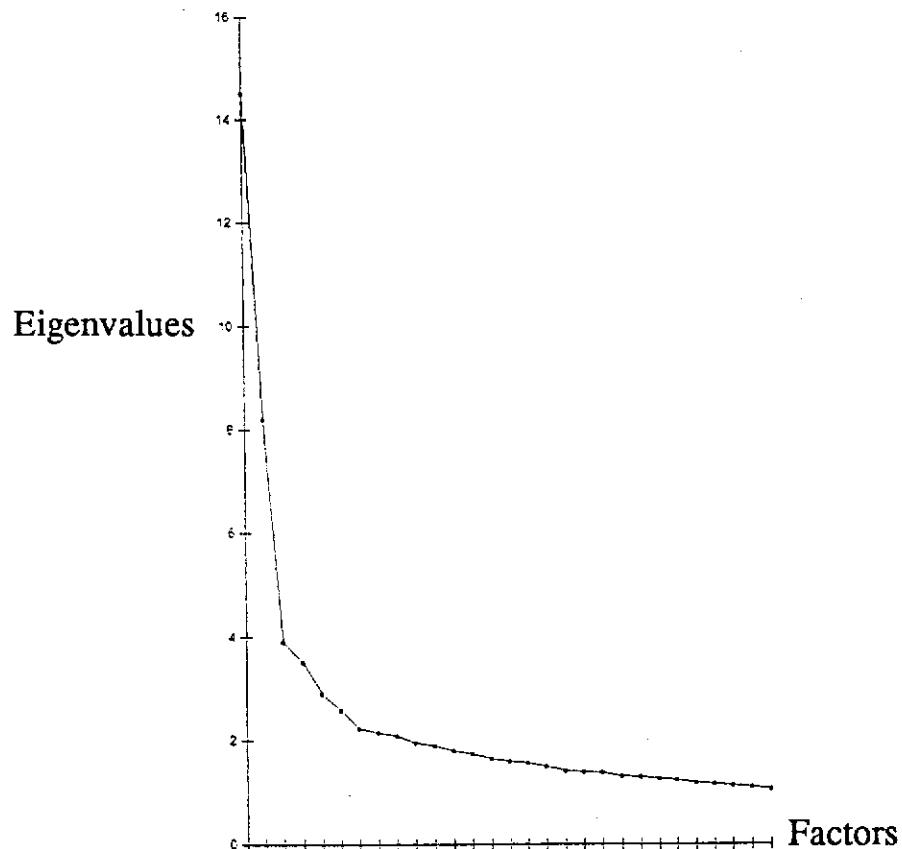


Figure 8 Scree test of effectiveness factors.

A second factor analysis was therefore undertaken that extracted 7 factors that, together, explained 38 percent of the variance and produced a solution that contained fewer ambiguities. The factors were

considered reasonable, appearing to group statements related to similar issues, but not resembling the original groupings by effectiveness criteria. The communalities were found to be low to moderate suggesting that much of the variance in the variables (effectiveness statements) is unexplained by the factors (Kim & Mueller, 1978).

The results of the 7 factor solution, within which the individual effectiveness issues are identified and categorised by respective Delphi criteria, are shown in Table 20. Variables with factor loadings of less than 0.4 (i.e., the non-loading variables), not included in the initial reliability analysis, were subsequently included in the calculations, but had a negligible effect on alpha reliabilities. These loadings, while not explaining a great deal of the variance in the factors, are included in the table, in parenthesis, to account for all effectiveness issue statements.

The variables grouped within the first factor included a range of aspects (e.g., the value of recreation as a local government service, acknowledgment of recreation needs assessment, lack of confidence in recreation staff, inappropriate approaches to management of recreation facilities and constraints of council administration). These aspects at first appear unrelated. However, all of the issues are under-pinned by the confidence, the political support and status recreation services attract within local councils. The first factor was therefore named "political status of recreation", suggesting this as a latent dimension with a major impact on the effectiveness of recreation services.

The second factor related to variables covering such aspects as quality of services, programme evaluation, provision of enjoyable recreation

experiences, and the community development role of recreation services. These issues seem to be associated with the wider dimension of "responsive leadership".

The other factors related to issues logically grouped and representative of the underlying dimensions. Factor three was labelled "recreation planning" as it included statements related to recreation objectives, marketing techniques, needs assessment and pricing of services. The fourth factor included issues related to "recreation demand and opportunity", grouping statements about comprehensive recreation policy, liaison with community agencies, demand for greater variety of recreation opportunities, and the influence of vocal minorities and lobby groups.

The fifth factor was termed "community participation" as the issues included within this factor related to community involvement in recreation planning and evaluation of recreation projects and activities. Factor 6 was named "legitimate service" as the issues related to recognition of recreation as a legitimate service of local government, including reference to career paths for staff and promotion of recreation as a main council community service. The seventh factor was labelled "political influence" as the issues within the factor were related to councillors and delegated management responsibility.

Alpha reliabilities for factors 1 (0.93) and 2 (0.86) were found to be high. Factors 3, 4 and 5 were moderately reliable, but factors 6 and 7 were not reliable. The first five factors explain 33 percent of the

Table 20 Factor Loadings Matrix of Principal-Components Analysis of Seven Factors: Effectiveness Statements Grouped by Effectiveness Criteria ¹

VARIABLES ²		Factor loadings matrix after Varimax rotation							h ²	alpha ³
A Attributes	1		(.37)						.42	
	11		.57						.44	
	20						.51		.35	
	32					.41			.27	.32
B Planning	27	-.48				-.55			.49	
	51								.44	
	61	.70							.56	
	71			-.45					.40	.26
C Communication	2					(-.32)			.38	
	12	.52							.45	
	81		.41						.26	
	91	.57							.39	.28
D Management	22			(.39)					.27	
	33							(.39)	.19	
	42		.52						.45	
	52				.42				.36	.25
E Policies	62				.52				.52	
	72					.54			.41	
	82			.66					.47	
	92			-.41					.34	.20
F Acceptance	3						(.23)		.22	
	8	-.41							.31	
	23	.71							.63	
	34	.49							.41	.43
G Community Development	43		.45						.38	
	53		.43						.44	
	63					-.46			.43	
	73					.56			.42	.07
H Decision Making	4	.68							.51	
	13	.48							.32	
	83	-.68							.48	
	93	.57							.61	.74
I Evaluation	24	.64							.55	
	35		-.46						.38	
	44		.52						.44	
	54		(.34)						.33	.19
J Personnel	64	-.46							.30	
	74		(.39)						.39	
	84	-.59							.44	
	94	.51							.44	.52

Table continues -

Table 20 continued -

Factor structure matrix after Varimax rotation

VARIABLES ²		1	2	3	4	5	6	7	h ²	alpha ³
K Resources	5			(.28)					.22	
	14	-.41							.31	
	25	.40							.31	
	36				.51				.40	.20
L Facilities	45	.48							.30	
	55	.53							.44	
	65	-.60							.50	
	75	.44							.33	.54
M Image	6			.41			.48		.27	
	15								.38	
	85		.50						.44	
	95	.52							.40	.19
N Equity	26		.48						.28	
	37				.41				.40	
	46	-.68							.53	
	56	.40							.44	.28
O Marketing	66			.61					.44	
	76		.48						.36	
	86		(.38)						.20	
	96	.60							.50	.31
P Political Interference	7	.66							.53	
	16	.54							.46	
	28	-.43							.30	
	38	.52							.57	.71
Q Professional Development	47	(-.37)							.32	
	57	(.39)							.33	
	67	.56							.37	
	77	-.52							.45	.23
R Councillors	17							.48	.37	
	21	.51							.35	
	87	(.34)							.30	
	97	-.53							.33	.11
S Quality	29			(.31)					.29	
	39		(.35)						.20	
	48						(.29)		.11	
	58		.50						.33	.33
T Assessment of Needs	68	.56							.40	
	78			.54					.41	
	88				.48				.56	
	98		(.32)						.14	.29

Table continues -

Table 20 continued -

Factor structure matrix after Varimax rotation

VARIABLES ²		1	2	3	4	5	6	7	h ²	alpha ³
U Participation	9		.60						.48	
	18								.32	
	30		.57			-.45			.46	
	40		.49						.34	.51
V Credibility	49	.66							.51	
	59	.58							.42	
	69	(-.35)							.29	
	79		.41						.27	.29
W Flexibility	10			-.45					.43	
	19		.42						.38	
	89	.62							.57	
	99	-.57							.41	.30
X Choice	31	(-.32)							.25	
	41	-.43							.36	
	50				.51				.38	
	60				.50				.32	.25
Y Price	70			.45					.29	
	80				(.39)				.34	
	90				(.38)				.21	
	100					(.38)			.24	.47
Factor reliabilities		.93	.86	.65	.68	.63	.29	.39		
Eigenvalues		14.51	8.28	3.95	3.56	2.95	2.95	2.23		
Cum Pct of Var		14.5	22.8	26.7	30.3	33.2	35.8	38.1		

Note: 1 Loadings for all variables are included, with those less than 0.40 shown in (parentheses).

2 Statements of effectiveness issues are grouped by effectiveness criteria.

3 Reliability coefficients of effectiveness issues statements within *a priori* groupings of effectiveness criteria.

variance, while factors 6 and 7 only explained an additional 5 percent of the variance, but were retained as suggested by the scree test.

The means, standard deviations and alpha reliability coefficients for the seven factors are shown in Table 21. These results suggest that "responsive leadership" was rated as the most important aspect in an effective recreation service with a mean rating of 5.7, followed by "recreation demand and opportunity" (mean rating of 5.05). The other dimensions of "community participation", "political status" and "planning" seem relatively less important. The low reliability scores for the final two factors do not allow for further meaningful interpretation.

Table 21 Factor Means, Standard Deviations and Reliability Coefficients of Effectiveness Issues

Factor	Factor name	Mean	SD	alpha
1	Political status	4.31 (4.33) ¹	0.42 (0.44)	0.93
2	Responsive leadership	5.73 (5.60)	0.61 (0.59)	0.86
3	Planning	4.13 (4.33)	1.37 (1.20)	0.65
4	Recreation opportunity	5.05 (5.01)	0.38 (0.35)	0.68
5	Community participation	4.55 (4.60)	1.24 (1.33)	0.63
6	Legitimate service	4.44 (4.84)	0.71 (1.01)	0.29
7	Political influence	[4.59] ² (4.27)	- (0.46)	0.39

Note: 1 Items in (parentheses) include those with factor loadings of less than 0.4.

2 Only one variable included in this factor mean.

While the factor analysis did not produce factors related to the original groupings of the Delphi effectiveness issues as expected, it highlighted

the political influences evident in local government. Statements that have some political connotations were found in factor 1. Cronbach (1951, p. 312) had also noted "that even tests which seem to be heterogeneous are often highly saturated with the first factor among items". From the Delphi experiment political interference was identified as an issue associated with ineffectiveness of recreation services, and ranked fifth in importance. From this analysis, the political element appears to exert a strong influence on perceptions of effectiveness and ineffectiveness, consistent with the view of the Delphi panellists.

The provision of public facilities and recreation services by local government authorities is a discretionary, not mandatory, power (Gifford, 1984; Local Government Act of 1960-1976). Consequently, the political influences will be strong as councillors may use recreation projects in their policy platforms to gain support from the electorate or grants from higher government funding agencies. Conversely, for other reasons, councillors may not support recreation services as there is no legislative requirement to do so. This discretionary nature of recreation services also makes them vulnerable to competition and influence from the traditional local government departments.

Chapman and Wood (1984) confirmed that local government is a political force in a political context. They pointed out that, in Western Australia, many community services grants are tied to state government policies, so that local government "has become a medium of expenditure for such services as ... libraries, ... recreation, museums, tourism facilities and swimming pools" (Chapman & Wood, 1984, p. 77). Such political influences (both partisan and professional) in the environment

in which local government recreation services operate may be overtly denied (as evidenced by the importance of *political interference* and *councillors* in rankings of the Delphi criteria previously discussed), but have a strong, latent impact on recreation service effectiveness (or ineffectiveness), as suggested by the factor analysis.

Summary

There was no conclusive relationship, as expected, between the a priori grouping of statements developed from the Delphi criteria and the local government recreation workers' responses to these effectiveness issues. However, some conclusions may be drawn from the analysis.

The lack of expected association may be explained by the complexity of the effectiveness issues and ambiguities in the statements. For example, some issues, such as *quality*, pervade many aspects of recreation services and may be defined in different ways. In addition, the underlying political nature of local government may be seen as a strong determinant of the support and status given to recreation services. Consequently, political influences may have a strong, identifiable, but latent, impact on recreation decision-making, the nature of recreation service leadership and recreation opportunity, and therefore, on the effectiveness of local government recreation services.

Further research is needed to explore the impact of both partisan and professional political influences on the effectiveness of local government recreation services and to refine the effectiveness issues.

This study also does not distinguish between the perspectives of upper level managers (e.g., Town Clerks) and bottom line managers (e.g., duty managers in community centres). However, these findings offer an initial insight into the complexity of organisational effectiveness in local government recreation services

Chapter 11

Testing the Effectiveness Criteria and Effectiveness Criteria Factors

Introduction

The sample population was divided into four groups determined by gender, classification of recreation position (professional or supervisory), membership of local government cluster (large metropolitan, north-west or small metropolitan/rural), and perceived organisational culture (group, developmental, hierarchical or rational). The twenty-five effectiveness criteria, derived from the Delphi experiment and five effectiveness factors, derived from the factor analysis of effectiveness criteria ratings, were examined for differences in the perceptions held by the recreation workers grouped together by various independent variables. Only respondents from local government recreation services were included in further analyses of variance. The sixteen responses from the Ministry of Sport and Recreation were excluded from the analyses reported in this chapter.

Effectiveness Criteria

Analysis of variance (ANOVA) was used to examine the 25 effectiveness criteria by group (Iversen & Norpoth, 1987). The means for rating 19 of the effectiveness criteria were not statistically significant for any of the four groups. Across all four groups (gender, job

classification, local government cluster and culture groups) respondents rated these 19 criteria with the same degree and order of importance in contributing to the effectiveness of recreation services. However, for six effectiveness criteria, the means were found to be sufficiently significantly different to suggest further analysis to identify the source of the variation. A summary of these ANOVA results is found in Table 22.

Table 22 Analysis of Variance Table for Effectiveness Criteria

Criterion Variables	F	df	p
Management	1.764	5, 22	0.023
Price	1.912	5, 22	0.011
Attributes	1.692	5, 22	0.032
Personnel	2.744	5, 22	0.000
Marketing	2.584	5, 22	0.000
Political interference	1.625	5, 22	0.044

The source of variance appeared to be consistently associated with membership of local government clusters (large metropolitan, north-west and small metropolitan/rural). Stepwise multiple discriminant analysis (Klecka, 1980) was used to determine the significant differences in rating the 25 effectiveness criteria by these three local government cluster groups. Two discriminant functions were found to be significant at the 1 percent level of confidence. The I^2 statistic (Peterson & Mahajan, 1976) suggested that these two functions explained 33 percent of the variance, with 24 percent of this variance explained by the first function and 9 percent explained by the second function. This suggests moderate, but significant differences between

the groups, as can be seen in Tables 23 and 24. Thirteen variables (effectiveness criteria), significant at the 1% level, contributed to the explained variance. These variables are shown in Table 24.

Table 23 Canonical Discriminant Functions - Effectiveness Criteria

Fnc	Eigenvalue	Canonical correlation	Wilks' Lambda	Chi sq	DF	Sig
1	0.3506	0.5095	0.6586	92.299	26	0.00
2	0.1242	0.3324	0.8895	25.879	12	0.01

Table 24 Weights and Correlations of Independent Variables with Discriminant Functions - Effectiveness Criteria

Independent variables (Delhi effectiveness items)	Rotated correlations between discriminating variables and canonical discriminant functions		Rotated standardised discriminant function coefficients	
	Function 1	Function 2	Function 1	Function 2
D12 Price	0.40*	0.30	0.36	0.39
D19 Facilities	0.37*	-0.03	0.50	-0.58
D25 Councillors	-0.33*	0.06	-0.36	-0.04
D11 Choice	0.32*	-0.13	0.23	-0.33
D4 Quality	0.30*	0.19	0.25	0.19
D1 Communication	0.26*	-0.01	0.25	-0.29
D21 Equity	-0.05*	-0.03	-0.18	-0.19
D22 Marketing	0.40	0.41*	0.46	0.37
D3 Management	0.09	0.36*	-0.27	0.51
D14 Acceptance	-0.26	0.27*	-0.52	0.46
D18 Resources	0.15	0.26*	0.04	0.36
D6 Planning	-0.06	0.25*	-0.31	0.44
D7 Community development	-0.08	-0.17*	-0.14	-0.69

Note: * Variables associated with function.

The canonical discriminant functions evaluated at group means (group centroids) showed group 1 (large metropolitan) and group 3 (small metropolitan/rural) associated with function 1, and group 2 (north-west) associated with function 2. Group centroids are shown in Table 25.

Table 25 Canonical Discriminant Functions Evaluated at Group Means (Group Centroids) - Effectiveness Criteria

Group	Function 1	Function 2
1 Large metropolitan	0.63	0.37
2 North-West	0.27	-0.95
3 Small metro / rural	-0.55	-0.07

The two discriminant functions, used as axes, define a discriminant space in which to map the group centroids and the variables. In Figure 9, the standardised discriminant scores (group centroids) for the three local government clusters were plotted in the reduced discriminant space. The axes, created by discriminant functions 1 and 2, clearly separate the three groups into different quadrants. The centroid for the group of large metropolitan local government authorities is found on the positive side of both axes ($F1 = 0.63$, $F2 = 0.37$). The cluster of north-west local authorities is negatively associated with function 2 ($F1 = 0.27$, $F2 = -0.95$). The third cluster of small metropolitan/rural local authorities, is negatively associated with both functions, but close to the mean of function 1 ($F1 = -0.55$, $F2 = -0.07$).

The discriminant function correlations, while indicating the relative contribution of the variables to the respective functions, can also be used

to name the discriminant functions by identifying the dominant characteristics revealed by the correlation with the dimension (Soutar & Clarke, 1981). It appears that the first discriminant function is associated with targeting specific recreation client groups and demand issues (e.g., choice, quality, price, facilities). This function was named "community demand orientation". Discriminant dimension 2 appears to be concerned with recreation service functions, (e.g., marketing, resources, management, planning and community development) and was named "recreation service orientation". From Figure 9, it can be seen that the first function or dimension (community demand orientation) discriminates between large metropolitan local government authorities (group 1) and those of the north-west (group 2) and small metropolitan/rural ones (group 3). Group 3 (small metropolitan/rural) is further separated from the other two clusters along the axis of the second discriminant function (recreation service orientation).

The group centroids are shown, plotted on the discriminant axes in Figure 9, with the structure correlation between the significant variables (effectiveness criteria) and discriminant functions. Each variable vector was inserted using its correlation coefficients (of 0.30 or greater) with the discriminant functions as coordinates, around an origin of the unweighted centroid (mean) for all groups. The direction of the vectors indicates how closely the variables correspond with the groups and the relative differences between the groups, pointing towards the group having the highest means for that variable and away from groups having lowest mean levels for the same variable (Johnson, 1977). The length of each vector indicates the relative importance or potency of the variable

in discriminating between groups on that variable (Dillon & Goldstein, 1984; Overall & Klett, 1972).

By inserting vectors for each effectiveness variable, using the discriminant function scores, it is possible to identify the prominence of a variable in one group relative to the prominence of the same variable in other groups. The rational elements of marketing, service quality and price are associated with the large metropolitan local government authorities (cluster 1), while choice of recreation activities and facilities are related more to group 2 (north-west). The criterion, marketing, strongly discriminates between the large metropolitan local government authorities and those in groups 2 and 3.

The influence of councillors on recreation service effectiveness appears to be associated more with the remainder of small metropolitan/rural local government authorities in cluster 3, and is relatively less prominent in the large metropolitan local government authorities. The discriminant map also shows that management, marketing and quality criteria have lower associations with the north-west cluster of local government authorities.

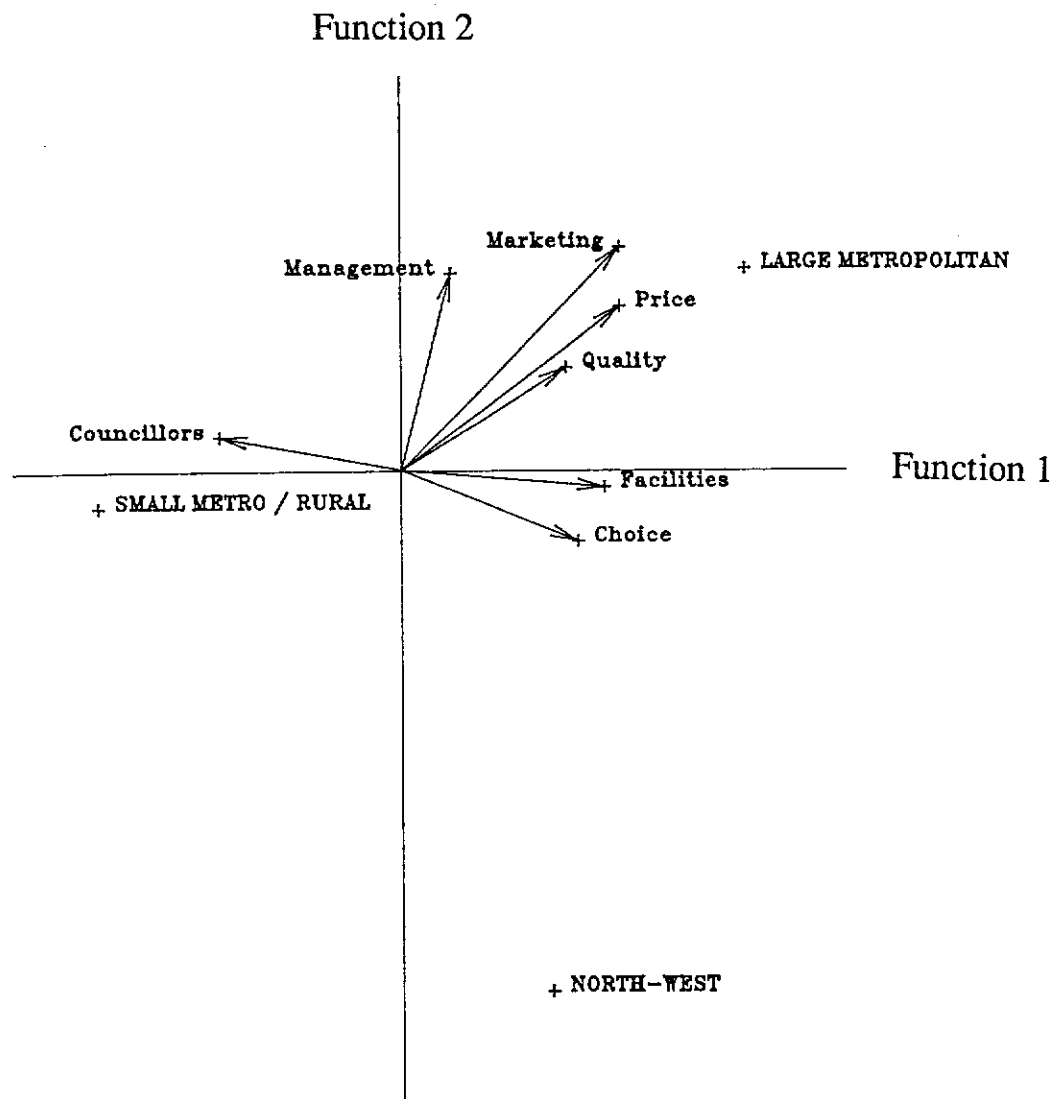


Figure 9 Discriminant map of local government clusters and effectiveness criteria.

Effectiveness Factors

Analysis of variance (ANOVA) was used to examine the five effectiveness factors by the four groups from the sample population, determined by gender, classification of recreation position (professional or supervisory), membership of local government cluster (large metropolitan, north-west or small metropolitan/rural), and perceived organisational culture (group, developmental, hierarchical or rational). Three of the five factors were found to be statistically significant at the 5 percent confidence level, and the variance appeared to be associated with local government clusters. Effectiveness factors "strategic orientation" and "customer orientation" were found not to show significant differences. Analysis of variance results are found in Table 26.

Table 26 Analysis of Variance Table for Effectiveness Criteria Factors

Criterion Variables	F	df	p
Operations	2.318	5, 22	0.001
Responsiveness	1.629	5, 22	0.043
Political influence	1.625	5, 22	0.044

Discriminant analysis was again used to explore the variance in the effectiveness factors by local government cluster (Table 27). One discriminant function was revealed at the 1 percent level of confidence. The I^2 statistic (Peterson & Mahajan, 1976) suggested that this function explained only 10% on the total variance, with 97% of this variance explained by the one discriminant function.

Table 27 Canonical Discriminant Functions - Effectiveness Criteria Factors

Fnc	Eigenvalue	Canonical correlation	Wilks' Lambda	Chi sq	DF	Sig
1	0.1637	0.3751	0.8556	35.167	8	0.0000
2	0.0043	0.0657	0.9957	0.975	3	0.8.074

One of the five effectiveness factors (operations orientation), found to be significant at the 1% level of significance, was identified as contributing to the explained variance. These variables are shown in Table 28.

Table 28 Weights and Correlations of Independent Variables with Discriminant Functions - Effectiveness Criteria Factors

Independent variables	Standardised canonical discriminant function coefficients	Pooled-within-groups correlations between discriminating variables and the canonical discriminant function
Effectiveness factors	Function 1	Function 1
Operations	1.17258	0.68222
Strategic orientation	-0.73278	0.48574
Customer orientation	0.62799	0.11274
Responsiveness	-0.59463	0.03763
Political influence	-	0.07905

The large metropolitan (cluster 1) and the north-west (cluster 2) local government authorities are found to be positively associated with function 1. The third cluster, small metropolitan/rural local authorities,

is negatively associated with the canonical discriminant function. The group centroids are shown in Table 29.

Table 29 Canonical Discriminant Functions Evaluated at Group Means (Group Centroids) - Effectiveness Criteria Factors

Group	Function 1
1 Large metropolitan	0.49
2 North-West	0.02
3 Small metro / rural	-0.37

Discriminant analysis indicated that large metropolitan local government authorities are associated with an operations orientation. The operations factor included management, choice, price, personnel, resources and facilities criteria. The small metropolitan and rural authorities appear less likely to favour an operational orientation in the evaluation of recreation services. The north-west local government authorities were neutral in their association with the discriminant function in this analysis: neither positively nor negatively associated with an operations orientation.

The results of this discriminant analysis of effectiveness factors suggest strong relationships (multicollinearity) between the independent variables. This could be expected with the relatively large number of variables and a loss of variability due to the data reduction processes of factor and discriminant analyses (Green, Tull & Albaum, 1988). Consequently, these coefficients are less stable, with large standard error, pointing to strong linear associations, where certain variables are

surrogates for others (Dillon & Goldstein, 1984). Consequently, only one linear function (operations orientation) can be used to discriminate the local government clusters on the basis of effectiveness criteria factors. Further refinement of the effectiveness criteria may result in greater differentiation around the effectiveness issues.

Summary

From the discriminant analysis of effectiveness criteria, the discriminant functions emerging for effectiveness issues and factors appear to have dominant characteristics that reflect the opposing dimensions of rational/operational orientation versus strategic/community orientation in the assessment of local government recreation services. These differences appear to be related to local government clusters.

The variance in the ratings of importance of effectiveness criteria, identified in the ANOVA and examined in the discriminant analysis, was clearly determined by membership of local government cluster. This variance was also related to the prominence of effectiveness criteria evidenced in each cluster. Cluster 1, containing the large metropolitan local government authorities, shows relatively stronger associations with more rational, operational criteria. Cluster 2 (north-west authorities) conversely has a relatively stronger association with choice and facilities, but a lesser relationship with the rational aspects of marketing and management. Cluster 3 (small metropolitan/rural authorities) shows a relatively greater association with the more subjective, political elements of recreation service provision (e.g., councillors). The analysis

of effectiveness criteria factors suggested support for the emphasis on operations orientation shown by the large metropolitan local government authorities. However, the relatively low proportion of explained variance suggests that further refinement of the effectiveness criteria is required. Such refinement would reduce the strong linear associations evident in the analysis of effectiveness factors and maximise the variance between groups. These results suggest that geographic location, extent of the municipal area, size of the population, as well as the availability of resources to local government authorities, may influence the criteria used to assess effectiveness in recreation services.

Chapter 12

Perceived Effectiveness of Local Government Recreation Services

Introduction

The purpose of this present study was to identify criteria that recreation workers believe are important in determining effectiveness in local government recreation services, not to measure effectiveness. However, as well as exploring criteria considered appropriate for assessing organisational effectiveness, perceptions of recreation service effectiveness were investigated. Recreation workers responded to three relevant statements:

- * I believe that the recreation service offered by this organisation is effective*
- * The council believes that the recreation services offered by this organisation are effective*
- * The community believes that the recreation services offered by this organisation are effective.*

The responses to these statements of perceived effectiveness were analysed to determine relationships, explanations and possible predictions of organisational effectiveness between responses and characteristics of recreation workers (e.g., demographic and professional characteristics, employees of local authorities or state government departments, membership of perceived organisational culture and effectiveness criteria factor group).

Analysis of Perceived Effectiveness

A principal-components analysis was used to examine differences in the responses to the three statements of perceived effectiveness of local government recreation services. The analysis found one component with an eigenvalue greater than one that accounted for 62 percent of the variance in the data. As only one factor was produced, rotation was not possible. This factor was found to be moderately reliable (0.69). The one factor solution grouped around the individual perceptions of effectiveness of their respective recreation services, and their beliefs of respective council and community perceptions of effectiveness. It was not surprising that recreation workers' responses indicate a strong belief in the effectiveness of their recreation services (as shown by the mean scores of 4.65 to 5.3 obtained from a 7-point, agree-disagree Likert-type scale), as these perceptions of effectiveness are interdependent. The results of the analysis are shown in Table 30.

Table 30 Principal-Components Analysis of Perceived Effectiveness

Variables	Factor loadings	Communalities	Mean	Standard deviation
Personal perception	.84	0.70	5.2	1.4
Council perception	.68	0.47	5.3	1.1
Community perception	.82	0.67	4.65	1.3
Factor reliability	0.69	-	-	-
Eigenvalue	1.84514	-	-	-
Percent of total variance explained	61.5	-	-	-

Note: 243 cases - 3 cases (1.2 pct) missing

Comparison of Perceptions of Effectiveness of Recreation Services

Analysis of variance (ANOVA) was used to examine the perceptions of local government recreation workers and the Recreation Advisers of the Ministry of Sport and Recreation, to determine if the two groups of workers held different views of the effectiveness of local government recreation services. No significant difference was found. This result suggests that all respondents believed local government recreation services to be effective. The results of the ANOVA are shown in Table 31.

Table 31 Analysis of Variance - Perceived Effectiveness

Source of variation	Sum of squares	DF	Mean square	F	Sig. of F (p<0.05)
Main effects	2.639	1	2.639	2.661	0.104
LGA, MSR	2.639	1	2.639	2.661	0.104
Explained	2.639	1	2.639	2.661	0.104
Residual	239.068	241	0.992		
Total	241.707	242	0.999		

Note: 243 cases - 3 cases (1.2 pct) were missing

A Global Test of Perceived Effectiveness of Recreation Services

Finally, a global test (Mason, Lind & Marchal, 1991) was used to test a set of independent variables to explain the variation in the dependent variable - perceived effectiveness. Multiple regression (stepwise) analysis examined a set of 19 independent variables, that included personal characteristics of recreation workers (age, gender, years in

current position, organisation and industry, salary and level of position as professional, supervisory/operative); organisational culture perceptions, (group, developmental, rational, hierarchical); local government cluster; municipal or Ministry employee; and effectiveness criteria factor grouping (operations, strategic orientation, customer orientation, responsiveness, political influence).

No significant relationship was evident after the multiple regression analysis of the first 9 independent variables: the personal characteristics. With the addition of the organisational culture variables, three organisational culture variables were found to be significant at the 0.05 level of confidence: developmental ($t = 4.588$; $p = 0.0000$), rational ($t = 2.466$; $p = 0.0144$) and hierarchical ($t = -2.093$; $p = 0.0375$). Developmental and rational cultures appear to have a positive relationship with the perception of effectiveness. However, hierarchical culture has a negative association with the dependent variable, suggesting that recreation workers who perceive their organisation as having an hierarchical culture, are more likely to perceive its recreation service as ineffective, or at least, less effective.

At the final step, with the addition of effectiveness factors, two independent variables were found to be significant at the 0.05 level: developmental culture ($t = 8.709$; $p = 0.0000$) and customer orientation ($t = 2.207$; $p = 0.0283$). The generated regression equation is perceived effectiveness = 0.37 (developmental culture) + 0.19 (customer orientation). The two independent variables (developmental culture, customer orientation) were found to have a moderate positive correlation with the dependent variable (perceived effectiveness), accounting for 27

percent of the total variation in the dependent variable. The results of the regression analysis are shown in Table 32.

Table 32 Final Regression of Perceived Effectiveness using an Initial 19 Independent Variables

Variable entered CUSTOR (customer orientation)

Multiple R	0.51981
R Square	0.27020
Adjusted R Square	0.26371
Standard Error	0.85539

Analysis of Variance	DF	Sum of squares	Mean square	F	Sig. of F (p<0.05)
Regression	2	60.95341	30.47671	41.65220	0.0000
Residual	225	164.63138	0.73170		

Variables in Equation

Variable	B	SE B	BETA	T	Sig. of T (p<0.05)
Constant	2.662369	0.392066		6.791	0.0000
Developmental Culture	0.371073	0.042610	0.496856	8.709	0.0000
Customer Orientation	0.193751	0.087780	0.125932	2.207	0.0283

Additional Effectiveness Criteria

Recreation workers were asked to think about their own recreation services (or those with which they are associated, in the case of the regional Recreation Advisers of the Ministry) and identify the main factors that make a local government recreation service effective or ineffective. Additional themes of effectiveness and ineffectiveness emerged from responses to the open ended questions.

The new issues to emerge, that were different from or an extension to criteria already identified by the Delphi experiment, included: subsidisation of recreation services; the nature of the community; innovation and delegated authority; bureaucracy; tradition; and industrial relations matters. As with the Delphi criteria, some of these new issues appear to be related to either effectiveness (e.g., subsidisation) or ineffectiveness (e.g., bureaucracy or industrial relations matters). Some appear to be associated with effectiveness when present and positive, or with ineffectiveness when absent or poorly implemented (e.g., the nature of the community, delegated authority and innovation).

Subsidisation of recreation services had been initially identified as a criterion associated with ineffectiveness and was subsumed in the Delphi criterion *price*. However, it emerged in the main study as an assumption about the cost of services, rather than the actual application of prices. The tacit, as well as active, acceptance of the principle of subsidisation of recreation services was seen to reduce the pressure on recreation managers to make a financial return on their services. Subsidisation, as

an additional theme in the main study, was acknowledged as a means of increasing equity and access to recreation facilities and programmes.

The hierarchical structure of local government was frequently cited as a major contributor to the ineffectiveness of a recreation service. It was also identified in the analysis of organisational culture as a variable with a negative influence on effectiveness. The inability of staff to act quickly, the long delays in getting a decision from councils, the "red tape", and the lack of a suitable organisational structure to accommodate the recreation functions, all reflected the traditional bureaucracy of local government.

Industrial relations issues, including Union and Award constraints, low salaries and the nature of the work (long, irregular hours), were identified as contributing to ineffectiveness. These issues had not been raised in the Delphi, possibly as the panel members were not employed in local government at the time of the Delphi experiment.

The historical traditions of local government have several influences on recreation service provision. Community expectations of the recreation services a local government should provide, result in either unrealistic demands from the community or a minimalist approach in the perpetuation of traditional services, e.g., traditional sports facilities. The inability of local government to take commercial risks to compete with the private sector is associated with the historical and legal origins of local government. These traditional attitudes, a reluctance to change, lack of imagination and failure to respond to non-traditional recreation demands were cited as limiting creative and innovative services and thus

contributing to recreation service ineffectiveness. On the other hand, a willingness to be open to new ideas, to make creative use of inadequate resources, to be innovative and entrepreneurial were associated with recreation service effectiveness.

The extent to which authority is delegated within local government and within a recreation service was identified as having an impact on effectiveness. A lack of delegated authority was frequently cited as an issue related to ineffectiveness. This lack of delegated authority to recreation facility managers, in particular, restricted the use of discretion in adjusting prices and opening hours to meet user demands or community needs. On the contrary, sufficient autonomy and delegated authority to appropriate staff to manage their services, were identified as major positive influences on effectiveness in recreation services.

The nature of the community in which a recreation service is situated was cited as a factor in determining the effectiveness or ineffectiveness of the service, and beyond the scope of the Delphi criteria, *community development* and *participation*. Characteristics of public enthusiasm, the willingness of clubs and individuals to help themselves through voluntary effort and the co-ordination of this effort, were identified as contributing to the effectiveness of a local government recreation service. Other community characteristics (e.g., the small size of the population, geographic isolation, community apathy, too many towns and community recreation facilities too dispersed) were mentioned as contributing to ineffectiveness.

Summary

Generally no significant difference was found in the perceptions of recreation workers grouped by demographic and professional characteristics, geographic location, organisational culture or by effectiveness criteria factor. Further, these results indicate that the Ministry of Sport and Recreation officers held the same views about effectiveness of local government recreation services as local government recreation workers. The results suggest that the recreation workers, who identified the culture of their organisation as developmental (characterised by flexibility, growth, decentralisation, creativity and innovation) and with a customer orientation (with emphasis on quality, equity, marketing), were more likely to perceive their local government recreation services as effective. In local government authorities identified as having a hierarchical culture, recreation workers were more likely to perceive the recreation service as ineffective.

Recreation workers identified six additional issues related to effectiveness: bureaucracy, traditions, community characteristics, delegated authority, innovation, subsidisation and industrial relations. These additional elements need to be included for consideration in sets of criteria used for future evaluation of local government recreation service effectiveness.

PART FIVE

SUMMARY AND CONCLUSIONS

Within every aspect of life, a counterforce interacts with a major force to create a balance. One concept is interdependent with the other. For example, without darkness there would be no concept for light. Thus, the Taoist Theory of Yin-Yang is a concept that unifies all opposites.

(Henderson, 1991, p. 5)

Chapter 13

The Results and Implications for Future Research

Leisure Paradox Revisited

Reflecting on the personal and societal experience of leisure perpetuates an acknowledgment of the paradoxical nature of leisure, for what may be defined as leisure one day, may be a chore the next, and may even transform into work. Leisure is ephemeral and volatile. Kelly and Godbey (1992, p. 20) concluded that leisure "is self determined action with primary meaning contained in the experience". They acknowledged that it is not possible to precisely define what gives leisure its distinct nature, accepting that the variety of definitions is complementary and situational; social and experiential. Each definition focuses on one aspect of the complexity of leisure: stressing one, but not denying the others.

In the organisation of recreation and leisure, complementary roles have been adopted by the agencies established to provide leisure services. Some focus on specific activities and facilities; others act as social change agents; while others are concerned with programmes that enhance the environment or assist the recreational dependent. Public, private and commercial organisations offer a range of leisure and recreation opportunities determined by their philosophy, objectives and activities (Kelly & Godbey, 1992; Sessoms, Meyer & Brightbill, 1975). As the tier of government closest to the people, local government

extended its traditional responsibilities to provide a range of recreation and leisure services, programmes and facilities for ratepayers and visitors, based on this rationale, for "it is in the local community where recreation is closely wedded to the interests and needs of the people" (Sessoms et al., 1975).

The establishment of the Recreation Officer Scheme in the early 1970s marked this shift for local government in Western Australia. At first, only one Recreation Officer was seconded to each municipality as a community facilitator to stimulate community action, to develop recreation services and facilities. Since then recreation departments have emerged, staffed with up to 30 or 40 people, and often supported by numerous voluntary community advisory committees. Multi-million dollar recreation and sporting centres, theatres, swimming pools and other recreation facilities have been constructed to meet the stimulated demand.

The personal leisure experience became a public function, institutionalised in a rational economic framework. The extent to which the user pays for leisure and recreation services is a perennial debate in local government. There is continuing pressure on managers to justify recreation expenditure, and the quality and scope of local government recreation services. However, there has been little serious discussion about the direction leisure and recreation provision has taken in the past twenty years. Attempts to evaluate these developments focused around efficiency of recreation service operations and the results equated with effectiveness. Critics of this trend have noted the emphasis on business principles that are depersonalising leisure services. Whitson (1991, p.

168) argued that it " ... is necessary to insist that the public services embody meanings and values and social purposes which are different from corporations, and which cannot automatically be subordinated to the discourse of the 'bottom line' ".

The notion of the leisure management paradox is a means of explaining the competing perspectives and values of leisure experiences and is, therefore, of interest to leisure services management. In leisure, many conflicting dimensions represent the range of possible experiences and opportunities for optimum personal development, expression and satisfaction. These dimensions encompass: leisure versus anti-leisure (Parker, 1976; Roberts, 1978); free time activity versus serious leisure (Stebbins, 1992); work versus recreation (Parker, 1972); and social control (Brightbill, 1960; Kelly & Godbey, 1992) versus cultivation of the free mind (de Grazia, 1964). The role of the recreation service manager is one of balancing these competing dimensions reflected in the demands from elected councils and communities, and providing services from within highly structured organisations. The dilemma is to evaluate leisure services to take account of these competing values. In the same way, the paradoxical nature of organisational effectiveness is seen as essential in the broader organisational context, balancing the competing, often conflicting values (Cameron, 1986b; Quinn & Rohrbaugh, 1983).

Parallels can be drawn between these two constructs, and not only in perceiving leisure and organisational effectiveness as paradoxical. Leisure has escaped universal definition. The search for a theory of leisure is elusive for leisure researchers, in much the same way that the theory of organisational effectiveness is the Holy Grail for

organisational research (Mohr, 1982; Quinn & Rohrbaugh, 1981). The experience of leisure is complex; personal; subjective and value laden; and mutable over time. Organisational performance, and therefore, measures of effectiveness are also complex; subjective; unique to each organisation and occasion; and dependent on its assessors and their values. Both leisure and organisational effectiveness have been described as active processes, neither clearly defined nor static (Roberts, 1992; Steers, 1976; Zammuto, 1984).

Growth and development in the leisure industry are causing professionals and academics to review the way in which leisure experiences are examined, leisure theory is constructed (Henderson, 1991; Howe, 1991), and recreation services evaluated (Centre for Environmental and Recreation Management, 1993). The present study introduced the notion of the "leisure management paradox" using the organisational effectiveness construct to identify criteria local government recreation workers use to assess the effectiveness of their services in Western Australia.

Summary of Approach

The present study reviewed the development of the local government recreation service in Western Australia from the early 1970s. It considered the approaches taken to evaluate effectiveness and efficiency in local government recreation services generally. The organisational effectiveness literature offered limited evidence of research in recreation

services, so it was necessary to develop a framework for assessing effectiveness criteria relevant to local government in Western Australia.

The study focused on the recreation department and work unit as the organisational level of investigation, but acknowledged that other internal and external constituents also judge the results of organisational performance. Researchers agree that the subunit is the most appropriate level for the development of effectiveness criteria. (e.g., Hitt et al., 1983; Hitt & Middlemist, 1979; Van de Ven & Ferry, 1980). It was at this level that a model of effectiveness criteria was tested on current local government recreation workers.

The twenty-five criteria of organisational effectiveness were tested against a number of independent variables, that included demographic and professional characteristics of recreation workers, perceptions of organisational culture, and local government clusters based on geographic location and resources. Recreation workers' perceptions of the effectiveness of local government recreation services were also examined.

Summary of Results

Four research objectives were set for this study, from which specific questions about perceptions of effectiveness were developed. In responding to the research objectives, these questions were also addressed.

1. To identify criteria of organisational effectiveness relevant to local government recreation services in Western Australia.

A set of twenty-five organisational effectiveness criteria was derived from a Delphi experiment. Some of these criteria were similar to those contained in effectiveness criteria lists found in the literature, but others appeared to be specific to local government recreation services (e.g., facilities, community development, acceptance and councillors). Other criteria (e.g., turnover, growth, accidents), were not identified and therefore are not considered relevant to local government recreation services. Wallace (1991) found in his study of Australian universities, that the uniqueness of an organisational setting produced peculiar results and urged validation beyond that specific setting. The same claim could be made about the results from the present study.

Table 33 compares the set of organisational effectiveness criteria established in this study with those offered by Campbell (1977), Quinn and Rohrbaugh (1983) and Siderelis (1975). The local government effectiveness criteria are listed in rank order of importance.

It was anticipated that effectiveness criteria defined in the literature as determinants (predictors), inputs (resources), processes, outputs (ends) and effects (Cameron, 1978, 1986b; Cummings, 1983) would be evident. The effectiveness criteria found could be defined as one or more of these types of indicators.

Table 33 Comparison of Effectiveness Criteria

SIDERELIS (1975)	CAMPBELL (1977)	QUINN & ROHRBAUGH (1983)	WA LOCAL GOVERNMENT (1992)
Department effectiveness	Morale	Morale	Communication
Need for recreation services	Value of human resources	Value of human resources	Management
Task orientation of Boards	Training and development	Training and development	Quality
Recreation-city interdependency	Quality	Quality	Personnel
Administrative competence	Conflict/cohesion	Conflict/cohesion	Planning
Department size	Flexibility-adaptation	Flexibility-adaptation	Participation
Internal behaviour	Readiness	Readiness	Facilities
	Growth	Growth	Flexibility
	Utilisation of environment	Utilisation of the environment	Resources
	Evaluations by external entities	Evaluation by external entities	Assessment of needs
	Information management and communication	Information management and communication	Credibility
	Control	Control	Decision making
	Stability	Stability	Choice
	Planning and goal setting	Planning and goal setting	Marketing
	Productivity	Productivity	Evaluation
	Efficiency	Efficiency	Community development
	Profit	Profit	Acceptance
	Motivation		Policies
	Managerial interpersonal skills		Professional development
	Role and norm clarity		Image
	Absenteeism		Attributes
	Participation and shared influence		Equity
	Turnover		Price
	Achievement emphasis		Councillors
	Overall effectiveness		Political interference
	Managerial task skills		
	Goal consensus		
	Internalisation of organisation goals		
	Job satisfaction		
	Accidents		

Determinants might include attributes of staff, image, or professional development, as distinct from inputs that might include policies, personnel, resources and equity. Processes might include flexibility, decision making and political interference. Choice and facilities might be considered output indicators, while equity, professional development and participation might be adopted as indicators of effects. In future studies measuring organisational effectiveness in municipal recreation services, it will be important for researchers to distinguish the use of indicators as determinants, inputs, processes, outputs or effects, to overcome the ambiguities and limitations identified by Cameron (1986b).

2. To develop a conceptual model of organisational effectiveness criteria

The model (Table 19) was developed as the set of organisational effectiveness criteria ranked in order of perceived importance of their contribution to effectiveness in local government recreation services. The criteria range from *communication*, that was considered most important, to *political interference*, that was considered to contribute least to effectiveness and may be more associated with ineffectiveness.

Tentatively, twenty-four of these effectiveness criteria may be matched to the theoretical framework created by Quinn and Rohrbaugh (1981, 1983) and are shown in Figure 10, where the means group in the rational model and the ends desired group in the natural systems model. *Quality*, is not shown in this figure, for Quinn and Rohrbaugh (1983, p. 371)

found output quality, to be a central characteristic of each model. However, these associations (which were not tested in the present study, but based subjectively on the nature of the criteria) need to be examined in future research.

In addition, the list of effectiveness criteria relevant to local government recreation services may be expanded to accommodate the additional aspects identified in the main study, including: bureaucracy, traditions, community characteristics, delegated authority, innovation, subsidisation and industrial relations.

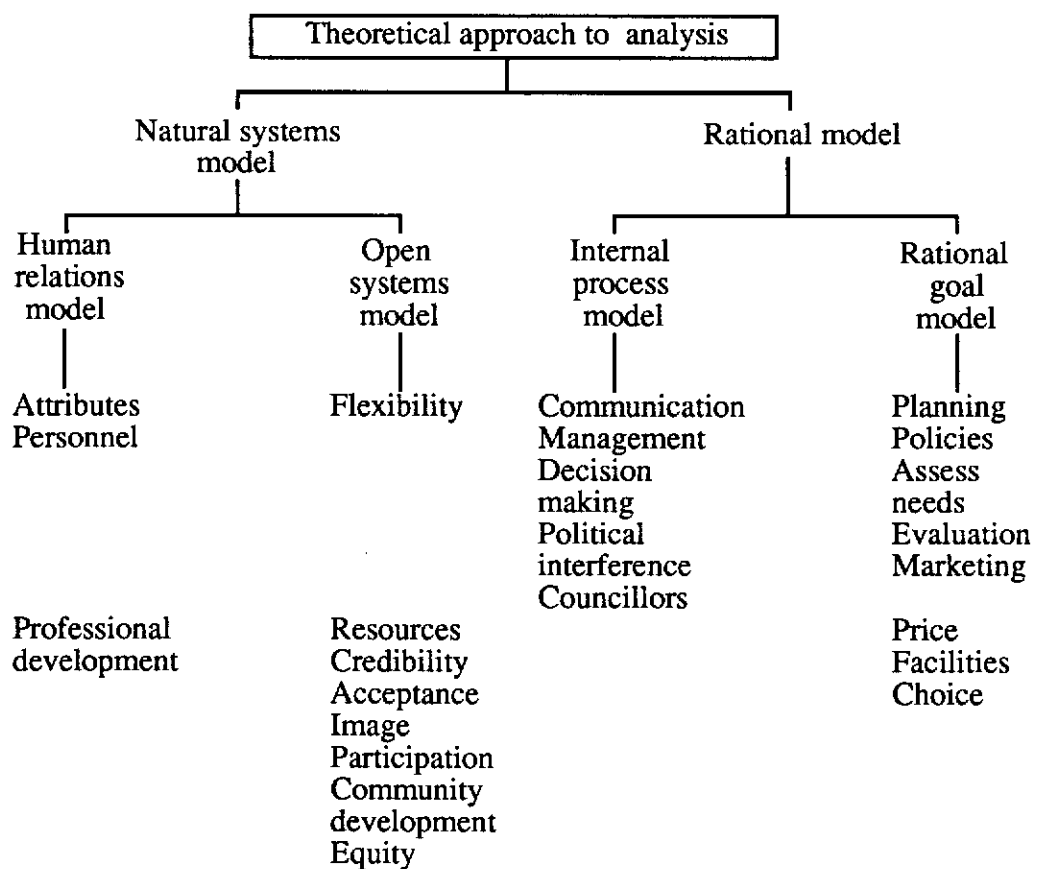


Figure 10 Recreation service effectiveness criteria related to theoretical approaches to organisational analysis (after Quinn & Rohrbaugh, 1983).

3. To test the developed model to confirm the appropriateness of the selected criteria.

The model was tested on a sample population to examine the relative importance of the effectiveness criteria in assessing recreation services. No significant difference was found in the rankings of importance of 19 of the 25 effectiveness criteria. The source of variance in the remaining 6 criteria (management, price, attributes, personnel, marketing and political interference) was associated with membership of local government clusters.

Large metropolitan local government authorities were associated with rational elements of service quality, price and marketing. The north-west local government authorities were associated with availability and accessibility of recreation activities, but the small metropolitan/rural municipalities were more associated with interdependence of councillors and staff. These results indicate that a number of objective variables, such as geographic location and availability of resources (both financial and human), may influence which criteria are considered important when assessing effectiveness in local government recreation services.

4. To determine if there are differences in the perceptions of organisational effectiveness held by different groups of recreation workers in different types of local government settings.

The results show a generally held perception amongst recreation workers that local government recreation services are effective. Further analysis

of the effectiveness variables revealed that recreation workers who believe their organisation has a hierarchical culture, were more likely to see the recreation service as ineffective. Recreation workers, who identified the organisational culture in which they work as a developmental culture, with a customer orientation, were more likely to perceive their recreation service as effective. The dominant organisational culture type is seen to have a relationship with effectiveness and may be a reliable predictor of the effectiveness of a recreation service, as Cameron and Freeman (1991) suggested it may be for institutions of higher education.

Research Conclusions and Implications

A number of conclusions can be drawn from the results of this exploratory study of the nature of organisational effectiveness in local government recreation services in Western Australia.

The study developed a model of 25 effectiveness indicators relevant to the subunit level of analysis in local government recreation services (see Tables 19 and 33). A Delphi experiment was used to generate relevant indicators and to reduce the reliance on criteria lists constructed for other research purposes. The model contains some criteria that correspond to lists constructed for previous research, but also includes criteria not identified in other studies. These new indicators seem to be specific to recreation services, but could be tested as effectiveness indicators for other community and local government services. The finding supports the claims of organisational researchers that effectiveness criteria may

be unique to each organisational setting or, as in this case of recreation services, more applicable to a specific field. The model establishes a benchmark to be reviewed over time to substantiate the reliability of the criteria and to determine shifts in the relative importance of the criteria as leisure services develop and change, in response to changing environmental conditions.

Recreation workers, whether Shire Clerk or activity leader, appear to have relatively homogeneous views of the importance of effectiveness criteria, as no significant difference was found to be related to demographic and professional characteristics of the recreation workers. However, the discriminant analysis indicates that some criteria are more pertinent to different local government authorities, depending on their location and available resources. Discriminant mapping demonstrates the differing effectiveness values associated with the three local government authority clusters.

The paradoxical quality of organisational effectiveness indicators becomes more evident in the analysis of perceived effectiveness of local government authority recreation services. Personal perceptions of effectiveness are shown to be positively associated with developmental cultures and a customer orientation, while negative perceptions of effectiveness were associated with hierarchical cultures. These findings are reflective of Quinn and Rohrbaugh's (1983) competing values framework in which the open systems or developmental model and the internal process or hierarchical model are perceptual opposites.

It may be concluded that recreation workers are acknowledging that recreation services, by their nature, need to be flexible and responsive to change, innovative, community orientated and outward looking. This finding is consistent with other studies (e.g., Cameron & Freeman, 1991; Ouchi & Wilkins, 1985) that found a culture supporting a set of dominant values (e.g., open systems model) will be effective in that domain. Cameron (1986a) also noted that institutions which are proactive and oriented to influencing the external environment, are more likely to be effective. However, the majority of recreation workers (see Table 15 and Figure 6) indicated that the culture in which they worked is hierarchical. Therefore, they are operating from a less effective organisational culture domain. The present results would seem to bear this out. These outcomes should hold some interest for managers of local government recreation services. Organisational culture may provide a useful diagnostic tool for managers, as it reports the emphasis on organisational values and may point to changing indicators of effectiveness.

The political nature of the environment emerged as a major element in the analysis of effectiveness indicators. The influence of the political environment was evident in the factors defined from the analysis of the effectiveness issues statements and the relatively low rating of the indicators *councillors* and *political interference*. The political arena of local government offers another important, but relatively unexplored field for investigation.

Future Research Directions

The recreation industry is unmapped territory for evaluation research. This study is an early, but significant investigation of the area of organisational effectiveness, identifying a set of effectiveness indicators for local government recreation services. It opens various avenues for new research initiatives around the issues of effectiveness and organisational culture in local government and other areas of the recreation industry. Caution is urged in the generalisation of the findings of this study to other recreation organisations as the focus was on the subunit level of organisational analysis in Western Australian local government recreation services.

The complexity of the issues requires that definition and refinement continue through further empirical studies. Research is necessary to reduce the number of variables and the overlap between them to create a parsimonious set of effectiveness indicators. Replication will be essential to establish and confirm the reliability and validity of the effectiveness indicators in local government and recreation services generally, in the way that validity measures were established for institutions of higher education and other organisations after years of investigation and testing (Cameron, 1986a).

This research could extend to studies of organisational effectiveness in other not-for-profit recreation services (e.g., youth and sporting organisations; arts; seniors organisations; and voluntary agencies), as well as to the profit sector of the leisure industry. Such research may reveal a core of effectiveness indicators that are relevant to recreation

services generally, or it may find criteria that are service- or area-specific.

The multiple constituency approach, adopted by a number of researchers (e.g., Zammuto, 1984; Tsui, 1990), would offer other perspectives of the effectiveness of a recreation service, as the differences across work units, and different internal and external groups were not explored in the present study. In this study, no separate comparisons were made about the perceptions of workers in recreation centres, swimming pools or other divisions found in local government recreation services. The relatively small numbers of specialist staff in some local government authorities and the exploratory nature of this study limited its focus to generalised groupings of professional and supervisory staff. Other local government departments were not investigated, nor were councillors.

Multiple evaluations by external constituencies (e.g., community committees, sports clubs, social groups, schools) may provide external perspectives of the effectiveness of a recreation service. Indicators for these groups of external constituents may focus on social utility (Dubin, 1976) or effects, rather than inputs or outputs of the effectiveness processes. Future studies of effectiveness in local government could investigate differences in perceptions of effectiveness held by these different groups of recreation service consumers. Such studies would be consistent with the current trends in management and marketing (referred to in Chapter 1) that emphasise a consumer orientation.

Longitudinal studies of recreation service effectiveness are as essential as for other dimensions of the leisure and recreation field (e.g.,

participation patterns, time budgets). There is scope to investigate effectiveness through the life stages of a recreation department in one or more local government authorities. There is evidence to suggest that effectiveness indicators change over time, as does organisational culture (Quinn & Cameron, 1983; Cameron & Freeman, 1991). Longitudinal studies could explore these changes and the relationships between effectiveness and culture.

The emerging importance of the relationship between organisational culture and effectiveness suggests that continued investigation of cultural types in local government authorities should be extended to include other subcultures (e.g., other departments, councillors, standing committees). The findings of this study are only indicative of organisational culture types. Further testing of the cultural model across a greater number of recreation services is needed to confirm the cultural items of the model in an Australian context.

Finally, this study offers a starting point and a model for the continuing assessment of organisational effectiveness in recreation services in local government. It comes more than ten years after Marriott (1982) challenged recreation workers to evaluate their recreation services and not wait for others to carry out an evaluation with less sympathy and possibly, with less desirable results. In the past decade, quantitative performance measures and other scientific management techniques have been adopted as managers of leisure services strive to become better managers. However, the time has come for recreation workers and researchers to heed Marriott's warning and to view evaluation in its broadest dimensions, initiating comprehensive, less quantitative reviews

of effectiveness and using this information in ongoing recreation service development and planning. Here is the challenge to recreation and leisure service managers and researchers for, notwithstanding all their best efforts, performance indicators and effectiveness criteria, the leisure experience may continue to elude management and evaluation.

The essence of managing leisure and human services is livability, lifestyle, joy, laughter, healing, wellness, learning and growing. The human factor relates to the development of work and lifestyle attitudes that are positive and life supporting and affirming. Leisure and human services managers need management techniques, but the use of these techniques must support a recreation and leisure ethic.

(Foley & Benest, 1990, p. 22)

References

- Australian Bureau of Statistics. (1990). Local Government Western Australia - 1988-1989 Cat. No. 1303.5. Canberra: Commonwealth of Australia.
- Bardecki, M. J. (1984). Participants' responses to the Delphi method: An attitudinal perspective. Technological Forecasting and Social Change, 25(3), 281-292.
- Barley, S. R., Meyer, G. W., & Gash, D. C. (1988). Cultures of culture: Academics, practitioners and the pragmatics of normative control. Administrative Science Quarterly, 33, 24-60.
- Barrett, C. (1989). The concept of leisure: Idea and ideal. In T. Winniffrith & C. Barrett (Eds.), The philosophy of leisure (pp. 9-19). Houndmills, UK: The Macmillan Press.
- Benarie, M. (1988). Delphi and Delphilike approaches with special regard to environmental standard setting. Technological Forecasting and Social Change, 33(2), 149-158.
- Bluedorn, A. C. (1980). Cutting the Gordian knot: A critique of the effectiveness tradition in organizational research. Sociology and Social Research, 64(3), 477-496.
- Boag, A. J. (1989). Recreation participation survey: Activities done away from home. In Ideas for Australian recreation: Commentaries on the recreation participation surveys (pp. 15-30). Canberra: Department of Arts, Sport, Environment, Tourism and Territories.
- Brewer, G. D. (1983). Assessing outcomes and effects. In K. S. Cameron & D. A. Whetten (Eds.), Organizational effectiveness: A comparison of multiple models (pp. 205-223). New York: Academic Press.
- Brightbill, C. K. (1960). The challenge of leisure. Englewood Cliffs, NJ: Prentice-Hall.
- Brudney, J. L., & Morgan, D. R. (1988). Local government productivity: Efficiency and equity. In R. M. Kelly (Ed.), Promoting productivity in the public sector: Problems, strategies and prospects (pp. 163-175). Hampshire, UK: The Macmillan Press.

Burden, J. (1993, April). Dual systems of feminist theory and leisure time: The case of young mothers. Paper presented at the Inaugural Conference of the Australian and New Zealand Association for Leisure Studies, Brisbane, Queensland.

Butler, G. D. (1967). Introduction to community recreation (4th ed.). New York: McGraw-Hill.

Cameron, K. S. (1978). Measuring organizational effectiveness in institutions of higher education. Administrative Science Quarterly, 23, 604-629.

Cameron, K. S. (1981). Domains of organizational effectiveness in colleges and universities. Academy of Management Journal, 24(1), 25-47.

Cameron, K. S. (1984). The effectiveness of ineffectiveness. Research in Organizational Behavior, 6, 235-285.

Cameron, K. S. (1986a). A study of organizational effectiveness and its predictors. Management Science, 32(1), 87-112.

Cameron, K. S. (1986b). Effectiveness as paradox: Consensus and conflict in conceptions of organizational effectiveness. Management Science, 32(5), 539-553.

Cameron, K. S., & Freeman, S. J. (1991). Cultural congruence, strength, and type: Relationships to effectiveness. Research in Organizational Change and Development, 5, 23-58.

Cameron, K. S., & Whetten, D. A. (1983). Organizational effectiveness: A comparison of multiple models. New York: Academic Press.

Campbell, J. P. (1977). On the nature of organizational effectiveness. In P. S. Goodman, J. M. Pennings, & Associates (Eds.), New perspectives on organizational effectiveness (pp. 13-55). San Francisco, CA: Jossey-Bass.

Campbell, J. P. (1976). Contributions research can make in understanding organizational effectiveness. In S. L. Spray (Ed.), Organizational effectiveness: Theory, research, and application (pp. 29-45). Kent, OH: Kent State University Press.

Carr, J., Bromley, J., & Dare, L. (1990). Review of unpublished recreation research in Western Australia, 1980-1990. Report to the Recreation Research Panel of the WA Recreation Council. Perth, WA: Ministry of Sport and Recreation.

Centre for Applied and Business Research. (1987). Health sector issues: Report on stage one of a study to identify the key issues confronting the health sector in the future. Centre for Applied and Business Research, University of Western Australia.

Centre for Environmental and Recreation Management. (1993, June). Performance Indicators Bulletin. 1(1). Centre for Environmental and Recreation Management, University of South Australia.

Chai, D. X. (1977). Future of leisure: A Delphi application. Research Quarterly, 48(3), 518-524.

Chapman, R. J. K., & Wood, M. (1984). Australian local government. Sydney: George Allen and Unwin.

Cheek, N. H., & Burch, W. R. (1976). The social organisation of leisure in human society. New York: Harper & Row.

Chetkovich, J., & Chetkovich, M. (1989). Are you being served? A report on local government to recreation. Perth, WA: Learning Centre Link.

Colyer, S. (1993a, March). A profile of local government recreation workers in the 90s. Paper presented at the Annual Recreation Conference of the Institute of Recreation (WA) Inc. and the Ministry of Sport and Recreation, Albany, Western Australia.

Colyer, S. (1993b). Establishing a framework for assessing organisational effectiveness in Western Australian local government recreation services. (Social Development and Research Report No 39). Perth, WA: Edith Cowan University, Centre for the Development of Human Resources.

Community Recreation Council. (1974). Annual report 1973/74. Perth, WA: State Government of Western Australia.

Connolly, T., Conlon, E. J., & Deutsch, S. J. (1980). Organizational effectiveness: A multiple-constituency approach. Academy of Management Review, 5(2), 211-217.

Coulter, P. B. (1979). Organizational effectiveness in the public sector: The example of municipal fire protection. Administrative Science Quarterly, 24, 65-81.

Crompton, J. L. (1978). Development of a taxonomy of a leisure service delivery system. Journal of Leisure Research, 10(3), 214-128.

Crompton, J. L. (1982, October). The market approach to parks and recreation. Paper presented at 55th National Conference of the Royal Australian Institute of Parks and Recreation, Perth, Western Australia.

Cronbach, L. J. (1951). Coefficient alpha and the internal structure of tests. Psychometrika, 16(3), 297-334.

Cummings, L. L. (1983). Organizational effectiveness and organizational behavior: A critical perspective. In K. S. Cameron & D. A. Whetten (Eds.), Organizational effectiveness: A comparison of multiple models (pp. 187-203). New York: Academic Press.

Cummings, T. G., & Huse, E. F. (1989). Organization development and change (4th ed.). St Paul, MN: West.

Cunningham, J. B. (1977). Approaches to the evaluation of organizational effectiveness. Academy of Management Review, 2(July), 463-474.

Dahl, R. A., & Lindblom, C. E. (1953). Politics, economics and welfare. New York: Harper & Brothers.

de Grazia, S. (1964). Of time, work and leisure (Anchor Books ed.). New York: Doubleday.

Delbecq, A. L., Van de Ven, A. H., & Gustafson, D. H. (1975). Group techniques for programme planning. Glenview, IL: Scott Foreman.

Delles, R. E. (1974). Assessment of effectiveness measures for local government recreation agencies in Oregon. Eugene, OR: Center of Leisure Studies, University of Oregon.

Denison, D. R., & Spreitzer, G. M. (1991). Organizational culture and organizational development. Research in Organizational Change and Development, 5, 1-21.

Dietz, T. (1987). Methods of analysing data from Delphi panels: Some evidence from a forecasting study. Technological Forecasting and Social Change, 31(1), 79-85.

Dillon, W. R., & Goldstein, M. (1984). Multivariate analysis: Methods and applications. New York: John Wiley & Sons.

Drucker, P. F. (1973). Managing the public service institution. The Public Interest, 33, 43-60.

Drucker, P. F. (1993). Managing for the future. Oxford: Butterworth-Heinemann.

Dubin, R. (1976). Organizational effectiveness: Some dilemmas of perspective. In S. L. Spray (Ed.), Organizational effectiveness: Theory, research, and application (pp. 7-13). Kent, OH: Kent State University Press.

Dunphy, D., & Stace, D. (1990). Under new management: Australian organisations in transition. Rosehill, NSW: McGraw-Hill.

Edginton, C. R., Madrigal, R., Lankford, S., & Wheeler, D. (1990). Organizational goals: Differences between park and recreation managers and boards or commission members. Journal of Park and Recreation Administration, 8(2), 70-84.

Elliott, G. R. (1987). The changing competitive environment for the Australian banking/finance industry: Review of a forecasting study. International Journal of Bank Marketing, 4(5), 31-40.

Epperson, A. F. (Ed.). (1986). Private and commercial recreation. State College, PA: Venture.

Etzioni, A. (1964). Modern organizations. Englewood Cliffs, NJ: Prentice-Hall.

Evan, W. M. (1976). Organization theory and organizational effectiveness: An exploratory analysis. In S. L. Spray (Ed.), Organizational effectiveness: Theory, research, and application (pp. 15-28). Kent, OH: Kent State University Press.

Foley, J., & Benest, F. (1990). The human factor in managing leisure and human services. World Leisure and Recreation, 32(3), 19-22.

Gifford, K. H. (1984). The Western Australian local government handbook (3rd ed.). Perth, WA: The Law Book Co.

Goodman, P. S., Pennings, J. M., & Associates. (1977). New perspectives on organizational effectiveness. San Francisco: Jossey-Bass.

Gray, R. K. (1983). The first forty years: The National Fitness and Community Councils of Western Australia, 1939-1978. Perth, WA: Department for Youth, Sport and Recreation.

Green, H., Hunter, C., & Moore, B. (1990). Assessing the environmental impact of tourism development: Use of the Delphi technique. Tourism Management, 1990(June), 111-120.

Green, P. E., Tull, D. S., & Albaum, G. (1988). Research for marketing decisions (5th ed.). Englewood Cliffs, NJ: Prentice-Hall.

Gregory, K. L. (1983). Native-view paradigms: Multiple culture and culture conflicts in organizations. Administrative Science Quarterly, 28, 359-376.

Greiner, L. E. (1972). Evolution and revolution as organizations grow. Harvard Business Review, 5(1), 37-46.

Gronroos, C. (1990). Service management and marketing. Lexington, MA: Lexington Books.

Handy, C. (1990). The age of unreason. London: Arrow Books.

Hatry, H. P., & Dunn, D. R. (1971). Measuring the effectiveness of local government services - recreation. Washington, D C: The Urban Institute.

Hatten, M. L. (1982). Strategic management in not-for-profit organizations. Strategic Management Journal, 3, 89-104.

Henderson, K. A. (1991). Dimensions of choice. State College, PA: Venture.

Hirsch, P. M. (1975). Organizational effectiveness and institutional environment. Administrative Science Quarterly, 20, 327-344.

Hitt, M. A., Ireland, R. D., Keats, B. W., & Vianna, A. (1983). Measuring subunit effectiveness. Decision Sciences, 14, 87-102.

Hitt, M. A., & Middlemist, R. D. (1979). A methodology to develop the criteria and criteria weightings for assessing subunit effectiveness in organizations. Academy of Management Journal, 22(2), 356-374.

Hofstede, G. (1986). Editorial: The usefulness of the organizational culture concept. Journal of Management Science, 23, 253-257.

Hofstede, G., Neuijen, B., Ohayv, D. D., & Sanders, G. (1990). Measuring organizational cultures: A qualitative and quantitative study across twenty cases. Administrative Science Quarterly, 35, 286-316.

House, E. R. (1983). Assumptions underlying evaluation. In G. F. Madaus, D. L. Stufflebeam, & M. S. Scriven (Eds.), Evaluation models: Viewpoints on educational and human service evaluation (pp. 45-64). Boston: Kluwer-Nijhoff.

Howard, H., & Harris, R. D. (1966). A hierarchical grouping routine: IBM 360/65 FORTRAN IV program. Philadelphia: University of Pennsylvania Computing Centre.

Howat, G. (1993). Australian local government park and recreation departments - an examination of organisational goals, 1985 and 1990. Australian Parks and Recreation, 29(1), 30-37.

Howat, G., & Edington, C. (1986). A study of the goals for Australian local government parks and recreation. Australian Parks and Recreation, 22(4), 12-15.

Howe, C. Z. (1991). Considerations when using phenomenology in leisure enquiry: Beliefs, methods and analysis in naturalistic research. Leisure Studies, 10(1), 49-62.

Hultsman, J. T., & Anderson, S. C. (1991). Studying leisure perceptions: A need for methodological expansion. Leisure Studies, 10, 63-67.

Iso-Ahola, S. E. (1979). Basic dimensions of definitions of leisure. Journal of Leisure Research, 11(1), 28-39.

Iversen, G. R., & Norpoth, H. (1987). Analysis of variance (2nd ed.). Newbury Park, CA: Sage.

Jillson, I. A. (1975). The National drug-abuse policy Delphi: Progress report and findings to date. In H. A. Linstone & M. Turoff (Eds.), The Delphi method: Techniques and applications (pp. 124-159). Reading, MA: Addison-Wesley.

Johnson, R. M. (1977). Multiple discriminant analysis: Marketing research applications. In J. Sheth (Ed.), Multivariate methods for market and survey research (pp. 65-82). Chicago: American Marketing Association.

Jones, C. G. (1975). A Delphi evaluation of agreement between organizations. In H. A. Linstone & M. Turoff (Eds.), The Delphi method: Techniques and applications (pp. 124-159). Reading, MA: Addison-Wesley.

Kaiser, H. F. (1958). The varimax rotation for analytic rotation in factor analysis. Psychometrika, 23, 187-200.

Kass, R. A., & Tinsley, H. E. A. (1979). Factor analysis. Journal of Leisure Research, 11(2), 120-138.

Katz, D., & Kahn, R. L. (1978). The social psychology of organizations (2nd ed.). New York: John Wiley & Sons.

Keeley, M. (1978). A social-justice approach to organizational evaluation. Administrative Science Quarterly, 23, 272-292.

Keeley, M. (1984). Impartiality and participant-interest theories of organizational effectiveness. Administrative Science Quarterly, 29, 1-25.

Kelly, J. R. (1991). Commodification and consciousness: An initial study. Leisure Studies, 10(1), 7-18.

Kelly, J. R., & Godbey, G. (1992). The sociology of leisure. State College, PA: Venture.

Kelly, R. M. (1988). Introduction: Success, productivity and the public sector. In R. M. Kelly (Ed.), Promoting productivity in the public sector: Problems, strategies and prospects (pp. 1-16). Hampshire, UK: The Macmillan Press.

Kim, J.-O., & Mueller, C. W. (1978). Factor analysis: Statistical methods and practical issues. Beverly Hills, CA: Sage.

Kimberley, J. R., & Rottman, D. B. (1987). Environment, organization and effectiveness: A biographical approach. Journal of Management Studies, 24(6), 595-622.

Klecka, W. R. (1980). Discriminant analysis. Beverly Hills, CA: Sage.

Kohli, A. K. & Jaworski, B. J. (1990). Market orientation: The construct, research propositions and managerial implications. Journal of Marketing, 54(2), 1-18.

Lewin, A. Y., & Minton, J. W. (1986). Determining organizational effectiveness: Another look, and an agenda for research. Management Science, 32(5), 514-538.

Linstone, H. A. (1975). Eight basic pitfalls: A checklist. In H. A. Linstone & M. Turoff (Eds.), The Delphi method: Techniques and applications (pp. 573-586). Reading, MA: Addison-Wesley.

Linstone, H. A., & Turoff, M. (Eds.). (1975). The Delphi method: Techniques and applications. Reading, MA: Addison-Wesley.

Local Government Act of 1960-1976 (as amended). Perth, WA: Western Australian Government.

London, M., & Howat, G. (1979). Employee commitment in park and recreation agencies. Journal of Leisure Research, 11(1), 196-206.

Madaus, G. F., Stufflebeam, D. L., & Scriven, M. S. (1983). Program evaluation: A historical overview. In G. F. Madaus, D. L. Stufflebeam, & M. S. Scriven (Eds.), Evaluation models: Viewpoints on educational and human service evaluation (pp. 3-22). Boston: Kluwer-Nijhoff.

Mahoney, T. A., & Weitzel, W. (1969). Managerial models of organizational effectiveness. Administrative Science Quarterly, 14, 357-365.

Marriott, K. L. (1983). Evaluation: A critical area for the recreation administrator. Recreation Australia, 3(1), 11-14.

Mason, R. D., Lind, D. A., & Marchal, M. G. (1991). Statistics - an introduction (3rd ed.). San Diego: Harcourt Brace Jovanovich.

Masser, I., & Foley, P. (1987). Delphi revisited: Expert opinion in urban analysis. Urban Studies, 24(2), 217-225.

MacKay, K., & Crompton, J. (1990). Measuring the quality of recreation services. Journal of Park and Recreation Administration, 8(3), 47-56.

Meek, V. L. (1988). Organizational culture: Origins and weaknesses. Organization Studies, 9(4), 453-473.

- Meidan, A. (1986). The corporate policies of non-profit oriented organizations. Management Decisions, 24(4), 92-101.
- Meyer, M. W. (1975). Organizational domains. American Sociological Review, 40, 599-615.
- Meyer, H. D., Brightbill, C. K., & Sessoms, H. D. (1969). Community recreation: A guide to its organisation (4th ed.). Englewood Cliffs, NJ: Prentice-Hall
- Meyer, M. W., & Zucker, L. G. (1989). Permanently failing organizations. Newbury Park, CA: Sage.
- Miles, R. H., & Cameron, K. S. (1982). Coffin nails and corporate strategies. Englewood Cliffs, NJ: Prentice-Hall.
- Milligan, G. W., & Mahajan, V. (1980). A note on procedures for testing the quality of a clustering of a set of objectives. Decision Sciences, 11(4), 669-677.
- Ministry of Sport and Recreation. (1992a). Asset value of local government recreation facilities. Ministry of Sport and Recreation, Perth, Western Australia.
- Ministry of Sport and Recreation. (1992b). Directory of Western Australian recreation personnel. Ministry of Sport and Recreation, Perth, Western Australia.
- Moeller, G. H., & Shafer, E. L. (1983). The use and misuse of Delphi forecasting. In S. R. Leiber & D. R. Fesenmaier (Eds.), Recreation planning and management (pp. 96-104). London: E & F N Spon.
- Mohr, L. B. (1982). Explaining organizational effectiveness. San Francisco: Jossey-Bass.
- Mohr, L. B. (1983). The implications of effectiveness theory for managerial practice in the public sector. In K. S. Cameron & D. A. Whetten (Eds.), Organizational effectiveness: A comparison of multiple models (pp. 225-240). New York: Academic Press.
- Molnar, J. J., & Rogers, D. L. (1976). Organizational effectiveness: An empirical comparison of the goal and systems resource approaches. The Sociological Quarterly, 17, 401-413.

- Mott, P. E. (1972). The characteristics of effective organizations. New York: Harper & Row.
- Mudd, S. (1989). Organizational image in health and human services sector. Journal of Applied Social Psychology, 19(1), 30-49.
- Murphy, J. F., Williams, J. G., Niepoth, E. W., & Brown, P. D. (1973). Leisure service delivery system: A modern perspective. Philadelphia: Lea & Febiger.
- Naisbitt, J. (1982). Megatrends: Ten new directions transforming our lives. New York: Warner Books.
- Narver, J. C. & Slater, S. F. (1990). The effect of a market orientation on business profitability. Journal of Marketing, 54(4), 20-35.
- Nicholls, P. (1989). An interstate comparison of leisure preferences. In Ideas for Australian recreation: Commentaries on the recreation participation surveys (pp. 111-128). Canberra: Department of Arts, Sport, Environment, Tourism and Territories.
- Osborn, R. N., & Hunt, J. G. (1974). Environment and organizational effectiveness. Administrative Science Quarterly, 19, 231-246.
- Ouchi, W. G. (1980). Markets, bureaucracies and clans. Administrative Science Quarterly, 25, 129-141.
- Ouchi, W. G., & Wilkins, A. L. (1985). Organizational culture. Annual Review of Sociology, 11, 457-483.
- Overall, J. E., & Klett, C. J. (1972). Applied multivariate analysis. New York: McGraw-Hill.
- Parker, S. (1972). The future of work and leisure. London: Paladin.
- Parker, S. (1976). The sociology of leisure. London: George Allen & Unwin.
- Parker, S., & Paddick, R. (1990). Leisure in Australia (1st ed.). Melbourne: Longman Cheshire.
- Parkhouse, B. L. (1991). The management of sport. St. Louis, MO: Mosby-Year Book.

- Payne, A. F. (1988). Developing a marketing-oriented organisation. Business Horizons, (May-June), 46-53.
- Pennings, J. M. (1975). The relevance of the structural-contingency model for organizational effectiveness. Administrative Science Quarterly, 20, 393-410.
- Pennings, J. M., & Goodman, P. S. (1977). Toward a workable framework. In P. S. Goodman, J. M. Pennings, & Associates (Eds.), New perspectives on organizational effectiveness (pp. 146-184). San Francisco: Jossey-Bass.
- Perrow, C. (1977). Three types of effectiveness studies. In P. S. Goodman, J. M. Pennings, & Associates (Eds.), New perspectives on organizational effectiveness (pp. 96-105). San Francisco: Jossey-Bass.
- Peters, T. J., & Waterman, R. H. Jr. (1982). In search of excellence. Sydney: Harper & Row.
- Peterson, R. A., & Mahajan, V. (1976). Practical significance and partitioning variance in discriminant analysis. Decision Sciences, 7(4), 649-658.
- Pettigrew, A. M. (1979). On studying organizational cultures. Administrative Science Quarterly, 24, 570-581.
- Petzall, S. B., Selvarajah, C. T., & Willis, Q. F. (1991). Management: A behavioural approach. Melbourne: Longman Cheshire.
- Pfeffer, J., & Salancik, G. R. (1978). The external control of organizations. New York: Harper & Row.
- Preble, J. F. (1984). The selection of Delphi panels for strategic planning purposes. Strategic Management Journal, 5, 157-170.
- Price, J. L. (1972). The study of organizational effectiveness. Sociological Quarterly, 13, 3-15.
- Quade, E. S. (1967). Cost-effectiveness: Some trends in analysis. (Report No. R3529). Santa Monica, CA: Rand Corporation.
- Quinn, R. E. (1988). Beyond rational management. San Francisco: Jossey-Bass.

Quinn, R. E., & Cameron, K. S. (1983). Organizational life cycles and shifting criteria of effectiveness: Some preliminary evidence. Management Science, 29(1), 33-51.

Quinn, R. E., Faerman, S. R., Thompson, M. P., & McGrath, M. R. (1990). Becoming a master manager. New York: John Wiley & Sons.

Quinn, R. E., & McGrath, M. R. (1982a). Moving beyond the single-solution perspective: The competing values approach as a diagnostic tool. The Journal of Applied Behavioral Science, 18(4), 463-472.

Quinn, R. E., & McGrath, M. R. (1982b). On catching up to the fall behind: The illusion of single-solution realities. The Journal of Applied Behavioral Sciences, 18(4), 477-479.

Quinn, R. E., & McGrath, M. R. (1985). Competing values perspective. In P. J. Frost, L. F. Moore, M. R. Louis, C. C. Lundberg, & J. Martin (Eds.), Organizational culture (pp. 315-334). Beverly Hills, CA: Sage.

Quinn, R. E., & Rohrbaugh, J. (1981). A competing values approach to organizational effectiveness. Public Productivity Review, 5(June), 122-140.

Quinn, R. E., & Rohrbaugh, J. (1983). A spatial model of effectiveness criteria: Towards a competing values approach to organizational analysis. Management Science, 29(3), 363-377.

Quinn, R. E., & Spreitzer, G. M. (1991). The psychometrics of the competing values culture instrument and an analysis of the impact of organizational culture on quality of life. Research in Organizational Change and Development, 5, 115-142.

Rainey, H. G., Backoff, R. W., & Levine, H. L. (1976). Comparing public and private organizations. Public Administration Review, 36(March/April), 233-244.

Roberts, K. (1978). Contemporary society and the growth of leisure. London: Longman.

Roberts, K. (1992). Counterpoints in the sociology of leisure. Leisure Sciences, 14(3), 249-253.

Roche, M. (1989). Lived time, leisure and retirement. In T. Winniffrith & C Barrett (Eds.), The philosophy of leisure (pp. 54-79). Houndmills, UK: The Macmillan Press.

Rohrbaugh, J. (1981). Operationalizing the competing values approach. Public Productivity Review, 5(June), 141-159.

Rowe, G., Wright, G., & Bolger, F. (1991). Delphi - A reevaluation of research and theory. Technological Forecasting and Social Change, 39(3), 235-251.

Rushing, W. (1974). Differences in profit and non-profit organizations: A study of effectiveness and efficiency in general and short-stay hospitals. Administrative Science Quarterly, 19, 474-484.

Sackman, H. (1974). Delphi assessment: Expert opinion, forecasting and group process. (Report No. R 1283 PR. US Air Force Project). Santa Monica, CA: Rand Corporation.

Salancik, G. R. (1984). A single value function for evaluating organizations with multiple constituencies. Academy of Management Review, 9(4), 617-625.

Schein, E. H. (1985a). Organizational culture and leadership. San Francisco: Jossey-Bass.

Schein, E. H. (1985b). How culture forms, develops and changes. In R. H. Kilmann, M. J. Saxton, R. Serpa, & Associates (Eds.), Gaining control of the corporate culture (pp. 17-42). San Francisco: Jossey-Bass.

Schneider, B. (1983). An interactionist perspective on organizational effectiveness. In K. S. Cameron & D. A. Whetten (Eds.), Organizational effectiveness: A comparison of multiple models (pp. 27-54). New York: Academic Press.

Scott, W. R. (1977). Effectiveness of organizational effectiveness studies. In P. S. Goodman, J. M. Pennings, & Associates (Eds.), New perspectives on organizational effectiveness (pp. 63-95). San Francisco, CA: Jossey-Bass.

Scott, W. R. (1987). Organizations rational, natural and open systems (2nd ed.). Englewood Cliffs, NJ: Prentice-Hall.

Seashore, S. E. (1983). A framework for an integrated model of organizational effectiveness. In K. S. Cameron & D. A. Whetten (Eds.), Organizational effectiveness: A comparison of multiple models (pp. 55-93). New York: Academic Press.

Sekaran, U. (1992). Research methods for business: A skill-building approach (2nd ed.). Brisbane: John Wiley & Sons.

Sessoms, H. D., Meyer, H. D., & Brightbill, C. K. (1975). Leisure services: The organized recreation and park system (5th ed.). Englewood Cliffs, NJ: Prentice-Hall.

Shafer, E. L., Moeller, G. H., & Getty, R. E. (1975). Future leisure environments. Ekistics, 40(236), 68-72.

Siderelis, C. D. (1975). Factors influencing municipal recreation departmental effectiveness: A model. (Doctoral dissertation, University of New Mexico, 1975). UMI Dissertation Abstracts, 76-7961.

Siehl, C., & Martin, J. (1988). Measuring organizational culture: Mixing qualitative and quantitative methods. In M. O. Jones, M. D. Moore, & R. C. Snyder (Eds.), Inside organizations: Understanding the human dimension (pp. 79-103). Newbury Park, CA: Sage.

Smircich, L. (1983). Concepts of culture and organizational analysis. Administrative Science Quarterly, 28, 339-358.

Soutar, G. N., & Clarke, Y. (1981). Life style and television viewing behaviour in Perth, Western Australia. Australian Journal of Management, 6(1), 1.9-123.

Spray, S. L. (1976). Organizational effectiveness, theory, research and utilization. In S. L. Spray (Ed.), Organizational effectiveness: Theory, research and application (pp. 1-3). Kent, OH: Kent State University Press.

Stebbins, R. A. (1992). Amateurs, professionals and serious leisure. Montreal: McGill-Queen's University Press.

Steers, R. M. (1975). Problems in the measurement of organizational effectiveness. Administrative Science Quarterly, 20, 546-558.

Steers, R. M. (1976). When is an organization effective. Organizational Dynamics, 5, 50-63.

Stufflebeam, D. L., & Webster, W. J. (1983). An analysis of alternative approaches to evaluation. In G. F. Madaus, D. L. Stufflebeam, & M. S. Scriven (Eds.), Evaluation models: Viewpoints on educational and human service evaluation (pp. 23-43). Boston: Kluwer-Nijhoff.

- Torgovnik, E., & Preisler, E. (1987). Effectiveness assessment in public service systems. Human Relations, 40(2), 103-118.
- Torkildsen, G. (1992). Leisure and recreation management (3rd ed.). London: E & F N Spon.
- Trice, H. M., & Beyer, J. M. (1984). Studying organizational cultures through rites and ceremonies. Academy of Management Review, 9(4), 653-669.
- Tsui, A. S. (1990). A multiple-constituency model of effectiveness: An empirical examination of the human resource subunit level. Administrative Science Quarterly, 35, 458-483.
- Van de Ven, A. H. (1983). Book review: In search of excellence: Lessons from America's best-run companies. Administrative Science Quarterly, 28, 621-624.
- Van de Ven, A. H., & Delbecq, A. L. (1974). The effectiveness of nominal, Delphi and interactive group decision-making process. Academy of Management Journal, 17(4), 605-621.
- Van de Ven, A. H., & Ferry, D. L. (1980). Measuring and assessing organizations. New York: John Wiley & Sons.
- Veal, A. J. (1987). Leisure and the future. London: Allen & Unwin.
- Vecchio, R. P., Hearn, G., & Southey, G. (1992). Organisational behaviour: Life at work in Australia (1st Aust. ed.). Sydney: Harcourt Brace Jovanovich.
- Waddock, S. A., & Mahon, J. F. (1991). Corporate social performance revisited: Dimensions of efficacy, effectiveness, and efficiency. Research in Corporate Social Performance and Policy, 12, 231-262.
- Wallace, J. P. (1991). Organisational effectiveness from a multiple constituency perspective and the prediction of organisational commitment in universities. Unpublished doctoral dissertation. Curtin University of Technology, Perth, W. A.
- Watkins, G. (1986). Parks and recreation - a changing community service. Australian Parks and Recreation, 23(1), 7-15.
- Webb, R. J. (1974). Organizational effectiveness and the voluntary organization. Academy of Management Journal, 17(4), 663-677.

Webler, T., Levine, D., & Rakel, H. (1991). A novel approach to reducing uncertainty: The group Delphi. Technological Forecasting and Social Change, 39(3), 253-263.

Wedley, W. (1980). Making Delphi decisions - a new participative approach. (Report No. 26). Waurm Ponds, Victoria: Deakin University, School of Management.

Western Australian Municipal Association. (1991). The Western Australian municipal directory 1991-1992. Perth: Australian Municipal Publications.

Wheeller, B., Hart, T., & Whysall, P. (1990). Application of the Delphi technique. Tourism Management, (June), 121-122.

Whitlam, E. G. (1975, April). Leisure: a new perspective. Paper presented at the 1st National Seminar of the Department of Tourism and Recreation, Canberra, ACT.

Whitson, D. (1991). Of managers and therapists: A deconstruction of the leisure discourses. In G. S. Fain (Ed.), Leisure ethics: Reflections on the philosophy of leisure (pp. 161-171). Reston, VA: American Association for Health Physical Education Recreation and Dance.

Wilkins, A. L., & Ouchi, W. G. (1983). Efficient cultures: Exploring the relationship between culture and organizational performance. Administrative Science Quarterly, 28, 468-481.

Williams, D. J. (1981). Policy analysis and performance review - efficiency, effectiveness and productivity. Local Government Administration, 18(10), 58-68.

Winnifrith, T., & Barrett, C. (Eds.). (1989). The philosophy of leisure. Houndmills, UK: The Macmillan Press.

Woudenberg, F. (1991). An evaluation of Delphi. Technological Forecasting and Social Change, 40(1), 131-150.

Yeung, A. K. O., Brockbank, J. W., & Ulrich, D. O. (1991). Organizational cultures and human resource practices: An empirical assessment. Research in Organizational Change and Development, 5, 59-81.

Yuchtman, E., & Seashore, S. E. (1967). A system resource approach to organizational effectiveness. American Sociological Review, 23, 891-903.

Zammuto, R. F. (1984). A comparison of multiple constituency models of organizational effectiveness. Academy of Management Review, 9(4), 606-616.

Zammuto, R. F., & Krakower, J. Y. (1991). Quantitative and qualitative studies of organizational culture. Research in Organizational Change and Development, 5, 83-114.

Appendix A
Delphi Definitions and Criteria

ROUND 3 QUESTION 1

Effectiveness in the delivery of a local government recreation service means:

...providing **QUALITY** facilities, programmes and experiences in safe, yet suitably challenging recreation environments which encourage participants to return.

...establishing and maintaining a **COMMUNICATION** flow between the Council and the community by:

- a) encouraging the community to express its views of recreation and by providing feedback;
- b) interpreting Council policies;
- c) providing an information service which is correct and timely;
- d) promoting Council's recreation activities.

...developing **MANAGEMENT** resources through engagement of qualified recreation staff with sound leadership and programming skills and management techniques, which are supported with ongoing training opportunities.

...promoting the **CREDIBILITY** of the recreation service by building confidence in the role of the recreation professional, particularly with the "traditional" local government staff and Councillors, as well as with the ratepayers, so that there is an awareness and recognition of the benefits and role of recreation.

...ensuring that the **PRICE** of the recreation activities encourages participation and yet yields both a social and financial return on the investment of the Council's "recreation dollar".

...being **FLEXIBLE** in decision-making and responding to change.

...achieving optimum use of recreation facilities with participants receiving maximum satisfaction and a desire to return and/or continue **PARTICIPATION** in their chosen activities.

...developing, through recreation activity and staff a quality of life and sense of pride in the **COMMUNITY**, with residents happy to live in their area.

...long term **PLANNING** of facilities and programmes that match community needs, with input from recreation professionals, balanced by consultation with the community and relating commercial and private contributions to the overall plan.

...**ASSESSING** on a regular basis the recreation **NEEDS** in the community (ie. Council, community and individual needs).

...building recreation **POLICIES** and establishing recreation **OBJECTIVES**, by consultation with the community as a basis for planning, and for the evaluation of recreation decisions.

...offering (from local government resources or accessing through other agencies) a wide **CHOICE** of recreation activities which are related to needs and preferences and accessible to the target sections of the community.

ROUND 3 QUESTION 2

Factors which make a local government recreation service effective:

PLANNING

Planning of recreation facilities and programmes which is preferably long term, within a comprehensive planning process, taking into account community needs determined by community participation, yet responsive to changing community and societal circumstances; with the ability to accommodate innovative ideas.

RESOURCES

Adequate resources (financial and human) provided by the local authority or attracted from the community with accountability delegated to the recreation service to enable achievement of recreation objectives.

FACILITIES

Provision of adequate, appropriate facilities, which are accessible, planned to maximise use and minimise costs, with appropriate management and maintenance policies, practices and systems.

DECISION-MAKING

An appropriate structure is essential within the local government administration to facilitate the input of the recreation personnel to the various decision-making processes of the Council.

COMMUNITY DEVELOPMENT

Support for the development of the community by encouraging an understanding of common problems, promoting local initiative, providing recognition of local achievements and acknowledging the value of community input to the recreation service.

EQUITY

Equity is promoted in the provision of services for community groups with differing needs.

PERSONNEL

Qualified, experienced and motivated staff are employed with status, salary and support appropriate to the relevant staff level.

IMAGE

The image projected by the local government recreation service is important.

PHILOSOPHY/POLICIES/OBJECTIVES

The Council will have a strong philosophical base for recreation, with clear objectives for the recreation service from which plans and actions are derived and which have been developed through community consultation.

COMMUNICATION

Open lines of communication will exist within the recreation service and between other Council departments, the Councillors, the community and relevant government and community agencies, requiring an exchange of recreation information, feedback to the community.

MARKETING

Identification of the recreation benefits sought by the community and creation of opportunities (and which are aligned to Council objectives) through deliberate physical distribution (location and access), promotional and pricing tactics.

EVALUATION

Continual evaluation of the recreation service and monitoring of recreation resources by appropriate and thorough methods.

ATTRIBUTES OF RECREATION PERSONNEL

Recreation personnel will have the skills and qualities which allow them to become involved in and understand the community in which they are working; such qualities include perception, sensitivity, professional integrity, commitment, enthusiasm, innovation; and be available and approachable.

MANAGEMENT

Sound management practices for facilities and programmes.

ACCEPTANCE (of recreation professional)

Acceptance by Council and senior staff (and the community) of the importance of recreation as a legitimate Council service, acknowledged by willingness to listen to, as well as to seek and accept a contribution from recreation personnel.

ROUND 3 QUESTION 3

Factors which make a local government recreation service ineffective:

RESOURCES

Lack of adequate financial, human and physical resources to achieve recreation objectives.

PHILOSOPHY/POLICIES/OBJECTIVES

Absence of philosophy, policies and objectives as a base for recreation planning and decision-making.

COMMUNICATION

Poor communications between the recreation personnel, Council and community.

SUBSIDISATION

Provision of unnecessarily heavily subsidised programmes which do not encourage Council or community support.

DECISION-MAKING

Absence of recreation professionals from Council decision-making processes, which may be dominated by some community lobby groups, so that recreation decisions are not always based on research and creative solutions.

FACILITIES

Facilities which are poorly designed, managed and marketed, often built without consideration of on-going management and maintenance options, provided on the premise that more buildings will satisfy all recreation needs.

PROFESSIONAL DEVELOPMENT

Low staff morale resulting from "burn-out", lack of support, lack of promotional opportunities and from professional isolation.

LOCAL GOVERNMENT SIZE

The size of a local authority should be between 10,000 - 30,000 population to permit staff to be involved in the development of the community as a whole.

ACCEPTANCE

Lack of support for recreation personnel and the recreation service by Councillors and senior staff due to professional rivalry and a lack of understanding of the value of recreation, resulting in recreation recommendations not being given due and serious consideration.

PERSONNEL

Staff who are not suitably qualified, experienced nor skilled, without motivation and vision, who may be restricted or choose to restrict their activities.

MARKETING

Poor marketing, not recognising that recreation services need to be targeted to specific client groups.

POLITICAL INTERFERENCE

Councillors (and some staff) making decisions on recreation issues to produce short term political gains, competing for status and vested interests to the detriment of all ratepayers.

COMMUNITY DEVELOPMENT

Community members lacking community spirit and motivation to participate in community processes; negative attitudes of volunteers and replacement of volunteers by paid personnel.

ABSENCE OF EFFECTIVENESS

Effectiveness factors should be seen on a continuum where ineffectiveness is associated with least effort and effectiveness with greater effort in a particular area.

COUNCILLORS

Councillors are reliant on advice of Council staff in matters of interpretation of the Local Government Act and other information when dealing with recommendations before them.

EQUITY

Resources not allocated on a basis of community need, but disproportionately to the more visible and vocal community groups.

MANAGEMENT

Poor management of staff and resources, particularly involving administrative tasks which keep recreation personnel "office bound" and prevent creative interaction in the community.

PLANNING

Lack of adequate planning, not based on research of community needs nor involving the community in the planning process, and not taking heed of developments in adjacent authorities and by other agencies, resulting in inappropriate facilities, duplication of services and inequitable distribution of resources.

Appendix B

Effectiveness Criteria in Order of Perceived Importance of Contribution to Local Government Recreation Services with Definitions and Issues Statements

(The statement numbers identify the sequence in the questionnaire)

COMMUNICATION

Open lines of communication exist within the recreation service and between other Council departments, the Councillors, the community and relevant government and community agencies, to exchange recreation information.

- 2 An effective recreation service must communicate with the key leaders and organisations within the community
- 12 Councils could better inform ratepayers about their recreation services
- 84 Clear and open lines of communication between the councillors of a council and its recreation service are important
- 94 The recreation staff often have difficulty communicating with other council departments

MANAGEMENT

Sound management of facilities and programmes by qualified recreation staff with strong leadership and management experience, supported by ongoing training opportunities.

- 22 Experience in managing recreation facilities and programmes is more important than formal recreation qualifications
- 33 Management responsibility for the recreation service has to be delegated to the lowest appropriate level possible
- 42 Recreation staff need to have an input to the development of the recreation budget
- 53 Recreation staff tend to become heavily involved in administrative tasks, reducing time spent in the community

QUALITY

Provision of high quality facilities, programmes and experiences in safe, yet suitably challenging recreation environments.

- 29 The provision of high quality services and programmes is the only way council recreation facilities can increase usage
- 39 Council by-laws and policies ensure there is minimum risk in the use of council recreation facilities and programmes
- 49 The private sector recreation providers can take more risks with the more hazardous recreation pursuits than local government
- 60 Staff in recreation services generally understand their roles in delivering a high quality service to their respective community

PERSONNEL

Staff will be suitably qualified, experienced and skilled, with motivation and vision, and not restricted in, nor restricting their professional activities.

- 66 Recreation staff receive salaries and status appropriate to their positions within the staffing structures of local councils
- 76 This council appoints qualified and experienced staff for its recreation service
- 87 Recreation staff have the same opportunities for staff training and advancement as other council staff
- 97 The place of recreation staff in the staffing structure of this council is not clearly defined

PLANNING

The planning of recreation facilities and programmes takes into account community needs, responds to changing community and societal circumstances, within the context of the total council planning processes.

- 27 Councils all adopt a long term planning approach for their recreation services
- 52 Community participation is an important component in the development of recreation plans

- 63 Often recreation needs assessment is a token exercise for Council, disguising political pressures
- 73 Planning should take into account the recreation developments in neighbouring authorities

PARTICIPATION

Optimum use of recreation facilities is achieved with participants receiving maximum satisfaction and a desire to return and / or continue participation in their chosen recreation activities.

- 9 It is important that users of recreation services have enjoyable experiences to encourage return participation
- 18 Councils need to encourage residents to participate in planning and conducting recreation activities for the local communities
- 30 A loyal clientele is essential for any recreation service, therefore user groups should be supported by recreation personnel
- 40 Responding to feedback from users of recreation services encourages people to participate in those services

FACILITIES

Recreation facilities will be well designed, managed and marketed, built with flexibility to accommodate changing approaches to recreation preferences, management and maintenance.

- 46 Local government councils provide only the traditional recreation facilities
- 56 Councils tend not to be concerned about sound management practices once a recreation building has been opened
- 67 Councils generally seek innovative and appropriate approaches to the management of their recreation facilities
- 77 Many recreation facilities have been provided by local governments authorities on the premise that more buildings will satisfy recreation needs

FLEXIBILITY

A recreation service will be flexible in decision-making and responsive to changing demand in the community.

- 10 Delegated management responsibility is essential for responsive management in local government recreation services
- 19 The recreation service should be one council service which can respond quickly to changing community interests
- 92 Flexibility in providing recreation services is frustrated by the formalities of council approval procedures
- 102 Councils are now freeing up decision making processes to be more responsive to community needs including recreation needs

RESOURCES

Adequate resources (financial and human) provided by the local authority or attracted from the community to enable achievement of recreation objectives.

- 5 The recreation staff to population ratio for councils permits the recreation staff to become closely involved in the community
- 14 The recreation service is allocated adequate financial resources within the council's budget
- 25 The recreation service has difficulty attracting resources from the community for its projects
- 36 Councils need to liaise with other community agencies to encourage funding of needed recreation services, but which the council cannot provide itself

ASSESS NEEDS

Recreation needs in the community (i.e., Council, community and individual needs) are assessed on a regular basis.

- 70 A community's recreation are rarely assessed regularly to give a basis to recreation planning
- 81 Recreation needs assessment exercises are too time consuming with results, yielding no useful outcomes
- 91 Vocal minorities have a strong influence on the outcomes of community recreation needs assessment in the recreation planning in most councils

- 101 Community input, supported by professional judgement, is the most appropriate way to assess community recreation needs

CREDIBILITY

Credibility of the recreation service is promoted by building confidence of the "traditional" local government staff, Councillors and ratepayers, in the role of the recreation professional, so that there is an awareness and recognition of the benefits and role of recreation.

- 50 Recreation is seen as a minor service in local government
- 61 Traditional local government staff and councillors do not have much confidence in recreation service managers
- 71 Professional management training and experience in recent years has enhanced the position of the recreation staff of local government recreation services
- 82 The members of the community view the recreation staff as the positive "face" in the council administration

DECISION MAKING

The local government administrative structure will facilitate the input of the recreation personnel to the various decision-making processes of the Council.

- 4 The contribution of recreation staff to the council decision making processes only receives token acknowledgment
- 13 Senior staff do not always adequately represent the interests of the recreation service to the council
- 86 The structure of the council administration allows recreation staff to fully participate in relevant decision making about recreation and related matters
- 96 The dominance of lobby groups in the council decision making processes often means that recreation decisions are not based on research and creative alternative solutions

CHOICE

A wide choice of recreation activities will be available and accessible to the whole community.

- 31 Recreation choice in local councils is not limited only to the traditional forms of recreation
- 41 Improving access to recreation programmes has become a priority for local government authorities
- 51 Limited resources (financial and human) have restricted the development of a wide range of recreation activities and facilities in local government
- 62 Ratepayers are demanding a greater variety of recreational opportunities from their local councils

MARKETING

Marketing recognises that local government recreation services need to be targeted to specific client groups.

- 68 The application of marketing techniques is not as relevant to local government recreation services as it is in commercial recreation services
- 78 The identification of recreation benefits sought by residents could encourage greater use of a council's recreation facilities and programmes
- 89 Recreation staff design specific recreation activities for specific community groups
- 99 The management of council recreation facilities is based more on council policy than community demand

EVALUATION

Continual evaluation of outputs of the recreation service and monitoring of recreation resources by appropriate and thorough methods.

- 24 Evaluation of local government recreation services focuses on financial return, not on the quality and accessibility of programmes and facilities
- 35 Most local governments do not keep detailed records of user statistics for recreation programmes and services
- 45 Evaluation of recreation services is as important as the initial planning of recreation facilities and programmes

- 55 A variety of evaluation methods have to be used to gather information from users of the recreation service

COMMUNITY DEVELOPMENT

Development of the community is encouraged by an understanding of common problems, promotion of local initiative, recognition of local achievements and acknowledging the value of community input to the recreation service.

- 44 Recreation is a means by which councils can promote the quality of life in the community
- 54 Recreation staff need to have a broad view of their respective communities and the role of recreation in community development
- 65 Community recreation committees are useful to develop community responsibility and to obtain community input to the recreation projects
- 75 The nature of communities makes it difficult to involve community members in recreation planning

ACCEPTANCE

Acceptance of the importance of recreation as a legitimate council service by Council and senior staff (and the community), acknowledged by willingness to listen to, as well as to seek and to accept a contribution from recreation personnel.

- 3 The provision of recreation services is a legitimate service of local government
- 8 Communities strongly support local government recreation services
- 23 Most councils do not accept recreation as a valuable council service
- 34 A lack of understanding of the value of recreation results in recreation not being given serious consideration by councils

POLICIES

Recreation policies and recreation objectives, to be used as a basis for planning and for the evaluation of recreation outcomes, are established in consultation with the community.

- 64 Most councils do not have a comprehensive recreation policy
- 74 Residents don't need to be involved in the setting and reviewing of a council's recreation objectives
- 85 It is too hard to write recreation objectives
- 95 I believe that policies and objectives provide useful guidelines for managing and evaluating recreation services

PROFESSIONAL DEVELOPMENT

Low staff morale results from "burn-out", lack of support, lack of promotional opportunities and from professional isolation of recreation staff.

- 48 Local government recreation services are now being structured to provide career paths for recreation staff
- 58 Lack of promotional opportunities for recreation personnel within local government accounts for the high turnover of staff
- 69 Low recreation staff morale in the recreation service of local government authorities results from professional isolation
- 79 Professional development for all council staff is actively supported by most local councils

IMAGE

The image of a local government recreation service is influenced by the ratepayers' view of the respective council.

- 6 Recreation services are frequently promoted by councils as the main community service provided
- 15 The diverse nature of recreation makes it difficult for a local government authority to develop a suitable image for its recreation service
- 88 A positive image projected by a local government recreation service is important to establish its credibility
- 98 The image of local government is generally negative and this influences the way recreation services are perceived

ATTRIBUTES

Recreation personnel will have special skills and qualities which allow them to become involved in and understand the community in which they are working.

- 1 Effective recreation personnel have strong leadership skills
- 11 Effective recreation personnel need special qualities in their work, such as enthusiasm and commitment
- 20 The best recreation professionals have worked in a variety of community settings
- 32 Recreation professionals have to be more management orientated, than community orientated in local government today

EQUITY

Equity in the provision of services for community groups with differing needs can assist in the allocation of resources on a basis of community need, not disproportionately to the more visible and vocal community groups.

- 26 Recreation service managers are aware of the issue of equity in planning and conducting local government recreation programmes
- 37 Councils tend to provide the same type of recreation facilities and programmes for all members of the community
- 47 Councils treat recreation needs assessment as an important issue
- 57 Recreation resources tend to be distributed to the more visible and vocal community groups

PRICE

Pricing recreation programmes and facilities to reduce heavy subsidisation, yet encouraging participation, while yielding both a social and financial return on the investment of the council's "recreation dollar"

- 72 Current pricing of recreation services does not encourage use of facilities and programmes
- 83 Subsidised recreation services still have a major place in local government community services

- 93 The social return on the investment of local government recreation dollars is more important than the financial return
- 103 Users should pay the full cost of all local government recreation services

COUNCILLORS

Councillors are reliant on advice of Council staff in matters of interpretation of the Local Government Act and other information when dealing with recommendations before them.

- 17 Councillors generally appreciate the positive benefits that support of an active recreation service can bring to their careers on council
- 21 While Councillors need information and advice from recreation staff, decisions are usually based on a Councillor's independent views
- 90 Councillors are too reliant on advice of council staff for the interpretation of the Local Government Act and other information when making recreation decisions
- 100 Councillors tend to be guided by recreation staff in making recreation decisions when assessing a recommendation for recreation

POLITICAL INTERFERENCE

Councillors (and some staff) often make decisions on recreation issues to produce short term political gains, competing for status and vested interests.

- 7 Most recreation decisions in councils are made to produce short term political gains
- 16 Competition for status may result in the traditional council departments being obstructive in the development of a recreation service
- 28 Political aspects of decision making in local government are no more detrimental to a recreation service than to any other council service
- 38 Decision making in local government recreation services will always be tempered by the political nature of the council

Appendix C

Organisational Culture Types, Values and Questionnaire Items

CULTURE TYPES & VALUES	CULTURE ITEMS
<p>GROUP</p> <ul style="list-style-type: none"> * Participation, open discussion * Empowerment of employees to act * Assessing employee concerns and ideas * Human relations, teamwork, cohesion 	<ul style="list-style-type: none"> * There is open discussion and employees are encouraged to participate in decision making. * Employees are empowered to act and take responsibility in their jobs * Employee concerns and ideas are considered important * There is an emphasis of human relations, teamwork and cohesion
<p>DEVELOPMENTAL</p> <ul style="list-style-type: none"> * Flexibility, decentralisation * Expansion, growth and development * Innovation and change * Creative problem solving 	<ul style="list-style-type: none"> * There is flexibility and decentralisation in the approach to management * Expansion, growth and development are encouraged * Innovation, change and risk taking are important * There is an emphasis on creative problem solving
<p>HIERARCHICAL</p> <ul style="list-style-type: none"> * Control, centralisation * Routinisation, formalisation and structure * Stability, continuity, order * Predictable performance outcomes 	<ul style="list-style-type: none"> * Control of management is centralised * Tasks are routine and formalised in the organisational structure * There is stability, continuity and order * The emphasis is on achieving predictable performance outcomes
<p>RATIONAL</p> <ul style="list-style-type: none"> * Task force, accomplishment, goal achievement * Direction, objective setting, goal clarity * Efficiency, productivity, profitability * Outcome excellence, quality 	<ul style="list-style-type: none"> * The focus is on goal and task accomplishment * Goal clarity and objective setting are important for direction * Efficiency and productivity are important * There is an emphasis on excellence and quality outputs

Appendix D
Covering Letters

17 July 1992

TO: SHIRE/TOWN CLERK



EDITH COWAN
UNIVERSITY

PERTH WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2810

Dear Sir

RE: STUDY OF EFFECTIVENESS IN LOCAL GOVERNMENT RECREATION SERVICES

Thank you for responding to the first questionnaire of this study.

It is noted that your Local Government Authority does not have a separate Recreation Department, although it still provides recreation facilities and services to the local area. This is a request for you, as Shire/Town Clerk and nominated officer(s), to complete the second questionnaire on behalf of your local authority.

The research is into the factors which influence the effectiveness of local government recreation services.

The enclosed questionnaire is designed to investigate the factors contributing to or inhibiting the effectiveness of recreation programmes and services in all local government authorities throughout Western Australia. The questionnaire is not asking you to evaluate the effectiveness of your service; although, in answering the questions, it will help if you relate the questions to your own situation. Please answer each question to the best of your ability. It will take about 45 minutes to complete the questionnaire.

The outcomes of the research will make a contribution to our understanding of the management of recreation services, possibly identifying areas for improvement in management effectiveness for recreation manager and in the teaching of recreation management.

The individual replies will be confidential to myself and Professor Geoff Soutar, with responses being reported as aggregated results. Anonymity will be maintained throughout the study.

This research depends on you for its success, and I hope you will help by completing the questionnaire and returning it in the stamped, return addressed envelope as soon as possible, or before Friday 14 August 1992.

Yours sincerely

JOONDALLUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 406 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 383 6333

CLAREMONT CAMPUS
Goldsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222

17 July 1992



EDITH COWAN
UNIVERSITY

PERTH WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2910

TO: SHIRE/TOWN CLERK

Dear Sir

RE: STUDY OF EFFECTIVENESS IN LOCAL GOVERNMENT RECREATION SERVICES

It is noted that your Local Government Authority does not have a separate Recreation Department, although it still provides recreation facilities and services to the local area. This is a request for you, as Shire/Town Clerk (or your nominated officer), to complete the attached questionnaire on behalf of your local authority.

The research is into the factors which influence the effectiveness of local government recreation services.

The enclosed questionnaire is designed to investigate the factors contributing to or inhibiting the effectiveness of recreation programmes and services in all local government authorities throughout Western Australia. The questionnaire is not asking you to evaluate the effectiveness of your service; although, in answering the questions, it will help if you relate the questions to your own situation. Please answer each question to the best of your ability. It will take about 45 minutes to complete the questionnaire.

The outcomes of the research will make a contribution to our understanding of the management of recreation services, possibly identifying areas for improvement in management effectiveness for recreation manager and in the teaching of recreation management.

The individual replies will be confidential to myself and Professor Geoff Soutar, with responses being reported as aggregated results. Anonymity will be maintained throughout the study.

This research depends on you for its success, and I hope you will help by completing the questionnaire and returning it in the stamped, return addressed envelope as soon as possible, or before Friday 14 August 1992.

Yours sincerely

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 362 8333

CLAREMONT CAMPUS
Goldsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222

17 July 1992



EDITH COWAN
UNIVERSITY

PERTH WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2610

Dear Recreational Professional

RE: STUDY OF EFFECTIVENESS IN LOCAL GOVERNMENT RECREATION SERVICES

I am undertaking research into the factors which influence the effectiveness of local government recreation services.

The enclosed questionnaire is designed to investigate the factors contributing to or inhibiting the effectiveness of recreation programmes and services in all local government authorities throughout Western Australia. The questionnaire is not asking you to evaluate the effectiveness of your service; although, in answering the questions, it will help if you relate the questions to your own situation. Please answer each question to the best of your ability. It will take about 45 minutes to complete the questionnaire.

The outcomes of the research will make a contribution to our understanding on the management of recreation services, possibly identifying areas for improvement in management effectiveness for recreation managers and in the teaching of recreation management.

The individual replies will be confidential to myself and Professor Geoff Soutar, with responses being reported as aggregated results. Anonymity will be maintained throughout the study.

This research depends on you for its success, and I hope you will help by completing the questionnaire and returning it, in the stamped, return addressed envelope as soon as possible, or before Friday 14 August 1992.

Yours sincerely

Enc

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 383 8333

CLAREMONT CAMPUS
Goldsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222

17 July 1992



EDITH COWAN
UNIVERSITY

PERTH WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2910

Dear Recreational Professional

RE: STUDY OF EFFECTIVENESS IN LOCAL GOVERNMENT RECREATION SERVICES

I am undertaking research into the factors which influence the effectiveness of local government recreation services.

The enclosed questionnaire is designed to investigate the factors contributing to or inhibiting the effectiveness of recreation programmes and services in all local government authorities throughout Western Australia. The questionnaire is not asking you to evaluate the effectiveness of your service; although, in answering the questions, it will help if you relate the questions to your own situation. Please answer each question to the best of your ability. It will take about 45 minutes to complete the questionnaire.

The outcomes of the research will make a contribution to our understanding on the management of recreation services, possibly identifying areas for improvement in management effectiveness for recreation managers and in the teaching of recreation management.

The individual replies will be confidential to myself and Professor Geoff Soutar, with responses being reported as aggregated results. Anonymity will be maintained throughout the study.

This research depends on you for its success, and I hope you will help by completing the questionnaire and returning it, sealed in the envelope provided, to your head of department, as soon as possible, or before Friday 14 August 1992.

Yours sincerely

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 383 6333

CLAREMONT CAMPUS
Girdsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robinson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222

Appendix E
Research Questionnaire

**SURVEY
of
LOCAL GOVERNMENT
RECREATION SERVICES
in
WESTERN AUSTRALIA
JULY 1992**

RESEARCH CONDUCTED BY:

Sue Colyer
Department of Recreation Studies
Edith Cowan University
Mt Lawley Campus
2 Bradford Street
Mt Lawley WA 6050

Tel: (09) 370 6314 (w)
(09) 344 5953 (h)
Fax: (09) 370 2910 (w)

LOCAL GOVERNMENT RECREATION SURVEY

GENERAL INSTRUCTIONS

The instructions for filling in the questions vary. The type of response most commonly required is for you to circle one number opposite a statement or phrase. For example:

	Strongly disagree						Strongly agree
I enjoy my work as a Recreation worker	1	2	3	4	5	6	7

Other questions ask you to tick the most appropriate alternative or fill in a number or response. Please read carefully the instructions before answering each question.

Please state the name of the local or state government authority in which you are currently employed:

Name of authority:

(Please note: Confidentiality will be preserved as the results will not be identified individually with any organisation)

1. EFFECTIVENESS IN RECREATION SERVICES

Listed below is a series of statements about factors which may influence the effectiveness of local government recreation services in Western Australia. You are asked to indicate how strongly you agree or disagree with each statement as it applies to the effectiveness of local government recreation services generally. If you have difficulty generalising your response, think about the statement as it might apply to your own local government authority or those with which you have contact.

Please indicate your degree of agreement or disagreement with each statement by circling a number on the scale opposite each statement.

If you agree strongly with the statement you should circle a number at the upper end of the scale (6 or 7). If you disagree strongly with the statement you should circle a number at the lower end of the scale (1 or 2). If your feelings are somewhere in between you should circle 3, 4 or 5.

	Strongly disagree						Strongly agree
Effective recreation personnel have strong leadership skills	1	2	3	4	5	6	7
An effective recreation service must communicate with the key leaders and organisations within the community	1	2	3	4	5	6	7
The provision of recreation services is a legitimate service of local government	1	2	3	4	5	6	7
The contribution of recreation staff to the council decision making processes only receives token acknowledgement	1	2	3	4	5	6	7
The recreation staff to population ratio for councils permits the recreation staff to become closely involved in the community	1	2	3	4	5	6	7
Recreation services are frequently promoted by councils as the main community service provided	1	2	3	4	5	6	7

	Strongly disagree					Strongly agree				
Most recreation decisions in councils are made to produce short term political gains	1	2	3	4	5	6	7			
Communities strongly support local government recreation services	1	2	3	4	5	6	7			
It is important that users of recreation services have enjoyable experiences to encourage return participation	1	2	3	4	5	6	7			
Delegated management responsibility is essential for responsive management in local government recreation services	1	2	3	4	5	6	7			
Effective recreation personnel need special qualities in their work; such as enthusiasm and commitment	1	2	3	4	5	6	7			
Councils could better inform ratepayers about their recreation services	1	2	3	4	5	6	7			
Senior council staff do not always adequately represent the interests of the recreation service to the council	1	2	3	4	5	6	7			
The recreation service is allocated adequate financial resources within the council's budget	1	2	3	4	5	6	7			
The diverse nature of recreation makes it difficult for a local government authority to develop a suitable image for its recreation services	1	2	3	4	5	6	7			
Competition for status may result in the traditional council departments being obstructive in the development of a recreation service	1	2	3	4	5	6	7			
Councillors generally appreciate the positive benefits that support of an active recreation service can bring to their careers on council	1	2	3	4	5	6	7			
Councils need to encourage residents to participate in planning and conducting recreation activities for the local communities	1	2	3	4	5	6	7			
The recreation service should be one council service which can respond quickly to changing community interests	1	2	3	4	5	6	7			
The best recreation professionals have worked in a variety of community settings	1	2	3	4	5	6	7			
While councillors need information and advice from recreation staff, decisions are usually based on a councillor's independent views	1	2	3	4	5	6	7			
Experience in managing recreation facilities and programmes is more important than formal recreation qualifications	1	2	3	4	5	6	7			
Most councils do not accept recreation as a valuable council service	1	2	3	4	5	6	7			
Evaluation of local government recreation services focuses on financial return, not on the quality and accessibility of programmes and facilities	1	2	3	4	5	6	7			
The recreation service has difficulty attracting resources from the community for its projects	1	2	3	4	5	6	7			
Recreation service managers are aware of the issue of equity in planning and conducting local government recreation programmes	1	2	3	4	5	6	7			
Councils all adopt a long term planning approach for their recreation services	1	2	3	4	5	6	7			

	Strongly disagree						Strongly agree	
Political aspects of decision making in local government are no more detrimental to a recreation service than to any other council service	1	2	3	4	5	6	7	
The provision of high quality services and programmes is the only way council recreation facilities can increase usage	1	2	3	4	5	6	7	
A loyal clientele is essential for any recreation service, therefore user groups should be supported by recreation personnel	1	2	3	4	5	6	7	
Recreation choice in local councils is not limited only to traditional forms of recreation	1	2	3	4	5	6	7	
Recreation professionals have to be more management orientated than community orientated in local government today	1	2	3	4	5	6	7	
Management responsibility for the recreation service has to be delegated to the lowest appropriate level possible	1	2	3	4	5	6	7	
A lack of understanding of the value of recreation results in recreation not being given serious consideration by councils	1	2	3	4	5	6	7	
Most local governments do not keep detailed records of user statistics for recreation programmes and services	1	2	3	4	5	6	7	
Councils need to liaise with other community agencies to encourage funding of needed recreation services, but which the council cannot provide itself	1	2	3	4	5	6	7	
Councils tend to provide the same type of recreation facilities and programmes for all members of the community	1	2	3	4	5	6	7	
Decision making in local government recreation services will always be tempered by the political nature of the council	1	2	3	4	5	6	7	
Council by-laws and policies ensure there is minimum risk in the use of council recreation facilities and programmes	1	2	3	4	5	6	7	
Responding to feedback from users of recreation services encourages people to participate in those services	1	2	3	4	5	6	7	
Improving access to recreation programmes has become a priority for local government authorities	1	2	3	4	5	6	7	
Recreation staff need to have an input to the development of the recreation budget	1	2	3	4	5	6	7	
I believe that the recreation service offered by this organisation is effective	1	2	3	4	5	6	7	
Recreation is a means by which councils can promote the quality of life in the community	1	2	3	4	5	6	7	
Evaluation of recreation services is as important as the initial planning of recreation facilities and programmes	1	2	3	4	5	6	7	
Local government councils provide only the traditional recreation facilities	1	2	3	4	5	6	7	
Councils treat recreation needs assessment as an important issue	1	2	3	4	5	6	7	

	Strongly disagree					Strongly agree		
Local government recreation services are now being structured to provide career paths for recreation staff	1	2	3	4	5	6	7	
The private sector recreation providers can take greater risks by offering more hazardous recreation pursuits than local government	1	2	3	4	5	6	7	
Recreation is seen as a minor service in local government	1	2	3	4	5	6	7	
Limited resources (financial and human) have restricted the development of a wide range of recreation activities and facilities in local government	1	2	3	4	5	6	7	
Community participation is an important component in the preparation of recreation plans	1	2	3	4	5	6	7	
Recreation staff tend to become heavily involved in administrative tasks, reducing time spent in the community	1	2	3	4	5	6	7	
Recreation staff need to have a broad view of their respective communities and the role of recreation in community development	1	2	3	4	5	6	7	
A variety of evaluation methods have to be used to gather information from users of the recreation service	1	2	3	4	5	6	7	
Councils tend not to be concerned about sound management practices once a recreation building has been opened	1	2	3	4	5	6	7	
Recreation resources tend to be distributed to the more visible and vocal community groups	1	2	3	4	5	6	7	
Lack of promotional opportunities for recreation personnel within local government accounts for the high turnover of staff	1	2	3	4	5	6	7	
The council believes that the recreation services offered by this organisation are effective	1	2	3	4	5	6	7	
Staff in recreation services generally understand their roles in delivering a high quality service to their respective communities	1	2	3	4	5	6	7	
Traditional local government staff and councillors do not have much confidence in recreation service managers	1	2	3	4	5	6	7	
Ratepayers are demanding a greater variety of recreational opportunities from their local councils	1	2	3	4	5	6	7	
Often recreation needs assessment is a token exercise for council, disguising political pressures	1	2	3	4	5	6	7	
Most councils do not have a comprehensive recreation policy	1	2	3	4	5	6	7	
Community recreation committees are useful to develop community responsibility and to obtain community input to the recreation projects	1	2	3	4	5	6	7	
Recreation staff receive salaries and status appropriate to their levels of responsibility within the staffing structures of local councils	1	2	3	4	5	6	7	
Councils generally seek innovative and appropriate approaches to the management of their recreation facilities	1	2	3	4	5	6	7	

	Strongly disagree				Strongly agree		
The application of marketing techniques is not as relevant to local government recreation services as it is in commercial recreation services	1	2	3	4	5	6	7
Low morale of staff in recreation services of local government authorities results from professional isolation	1	2	3	4	5	6	7
A community's recreation needs are rarely assessed regularly to give a basis to recreation planning	1	2	3	4	5	6	7
Professional management training and experience in recent years has enhanced the position of the recreation staff of local government recreation services	1	2	3	4	5	6	7
Current pricing of recreation services does not encourage the use of facilities and programmes	1	2	3	4	5	6	7
Planning should take into account the recreation developments in neighbouring local government authorities	1	2	3	4	5	6	7
Residents don't need to be involved in the setting and reviewing of a council's recreation objectives	1	2	3	4	5	6	7
The nature of communities makes it difficult to involve community members in recreation planning	1	2	3	4	5	6	7
This council appoints qualified and experienced staff to its recreation service	1	2	3	4	5	6	7
Many recreation facilities have been provided by local government authorities in the belief that more buildings will satisfy recreation needs	1	2	3	4	5	6	7
The identification of recreation benefits sought by residents could encourage greater use of a council's recreation facilities and programmes	1	2	3	4	5	6	7
Professional development for all council staff is actively supported by most local councils	1	2	3	4	5	6	7
The community believes that the recreation services offered by this organisation are effective	1	2	3	4	5	6	7
Recreation needs assessment exercises are too time consuming with results yielding no useful outcomes	1	2	3	4	5	6	7
The members of the community view the recreation staff as the positive "face" in the council administration	1	2	3	4	5	6	7
Subsidised recreation services still have a major place in local government community services	1	2	3	4	5	6	7
Clear and open lines of communication between the councillors of a council and its recreation service are important	1	2	3	4	5	6	7
It is too hard to write recreation objectives	1	2	3	4	5	6	7
The structure of council administration allows recreation staff to fully participate in relevant decision making about recreation and related matters	1	2	3	4	5	6	7
Recreation staff have the same opportunities for staff training and advancement as other council staff	1	2	3	4	5	6	7

	Strongly disagree							Strongly agree						
A positive image projected by a local government recreation service is important to establish its credibility	1	2	3	4	5	6	7							
Recreation staff design recreation activities for specific community groups	1	2	3	4	5	6	7							
Councillors are too reliant on advice of council staff for the interpretation of the Local Government Act and other information when making recreation decisions	1	2	3	4	5	6	7							
Vocal minorities have a strong influence on the outcomes of community recreation needs assessment in the recreation planning in most councils	1	2	3	4	5	6	7							
Flexibility in providing recreation services is frustrated by the formalities of council approval procedures	1	2	3	4	5	6	7							
The social return on the investment of local government recreation dollars is more important than the financial return	1	2	3	4	5	6	7							
The recreation staff often have difficulty communicating with other Council departments	1	2	3	4	5	6	7							
I believe that policies and objectives provide useful guidelines for managing and evaluating recreation services	1	2	3	4	5	6	7							
The dominance of lobby groups in the council decision making processes often means that recreation decisions are not based on research and creative alternative solutions	1	2	3	4	5	6	7							
The place of recreation staff in the staffing structure of this council is not clearly defined	1	2	3	4	5	6	7							
The image of local government is generally negative and this influences the way its recreation services are perceived	1	2	3	4	5	6	7							
The management of council recreation facilities is based more on council policy than community demand	1	2	3	4	5	6	7							
Councillors tend to be guided by recreation staff in making recreation decisions when assessing a recommendation for recreation	1	2	3	4	5	6	7							
Community input, supported by professional judgement, is the most appropriate way to assess community recreation needs	1	2	3	4	5	6	7							
Councils are now freeing up decision making processes to be more responsive to community needs including recreation needs	1	2	3	4	5	6	7							
Users should pay the full cost of all local government recreation services	1	2	3	4	5	6	7							

2. EFFECTIVENESS ISSUES

A panel of Recreation professionals was asked to identify the issues which they believe make a local government recreation service effective. The issues so identified have been refined into statements. On the following page is a list of these issues in random order. After reading the definitions of each issue given on the attached coloured sheets, rate each item in the list, according to how important you judge it to be in contributing to an effective recreation service.

There are two tasks: 1. rate each issue on its importance in an effective recreation service; 2. rank the items in order of importance.

1. Rate each item on the scale beside it according to how important you believe each to be in contributing to the effectiveness of a local government recreation service.
 If you believe an item is very important in determining effectiveness you should circle a number at the upper end of the scale (4 or 5). If you believe an item is not important you should circle a number at the lower end of the scale (1 or 2). If you believe an item is neither important nor unimportant you should circle somewhere in between.

	Not important			Most important		RANK
Communication	1	2	3	4	5	<input type="text"/>
Policies	1	2	3	4	5	<input type="text"/>
Management	1	2	3	4	5	<input type="text"/>
Quality	1	2	3	4	5	<input type="text"/>
Assessment of needs	1	2	3	4	5	<input type="text"/>
Planning	1	2	3	4	5	<input type="text"/>
Community development	1	2	3	4	5	<input type="text"/>
Participation	1	2	3	4	5	<input type="text"/>
Credibility	1	2	3	4	5	<input type="text"/>
Flexibility	1	2	3	4	5	<input type="text"/>
Choice	1	2	3	4	5	<input type="text"/>
Price	1	2	3	4	5	<input type="text"/>
Attributes	1	2	3	4	5	<input type="text"/>
Acceptance	1	2	3	4	5	<input type="text"/>
Decision making	1	2	3	4	5	<input type="text"/>
Evaluation	1	2	3	4	5	<input type="text"/>
Personnel	1	2	3	4	5	<input type="text"/>
Resources	1	2	3	4	5	<input type="text"/>
Facilities	1	2	3	4	5	<input type="text"/>
Image	1	2	3	4	5	<input type="text"/>
Equity	1	2	3	4	5	<input type="text"/>
Marketing	1	2	3	4	5	<input type="text"/>
Political interference	1	2	3	4	5	<input type="text"/>
Professional development	1	2	3	4	5	<input type="text"/>
Councillors	1	2	3	4	5	<input type="text"/>

Now complete the other task:

2. Rank at least seven (7) of the above items in the order of importance according to the contribution you find they make to the effectiveness of a local government recreation service, by writing the number 1 in the column titled RANK, against the item you believe is most important; number 2 against the next most important item, and so on until you have numbered up to seven (7) items. Identify the item you believe to be the least important by placing the number 25 against it in the box in the RANK column.

Thinking about your own local government authority recreation service (or those with which you liaise), identify those factors which make the service effective .

List these factors in the space provided.

What are the main factors which make a local government recreation service effective?

1.
2.
3.
4.
5.

Still thinking about your own local government authority recreation service (or those with which you liaise), identify those factors which make the service ineffective .

List these factors in the space provided.

What are the main factors which make a local government recreation service ineffective?

1.
2.
3.
4.
5.

3. ORGANISATIONAL CULTURE

Most organisations differ from each other in certain characteristics and the basic assumptions on which they are managed. This is also true of local government authorities. The culture of an organisation is defined by the values of organisational life; such things as organisational purpose, leadership style, decision making processes adopted, organisational form, motives and means of compliance.

This next question asks you to think about the local (or state) government authority in which you work and compare the descriptions in the following statements to the working environment in your organisation.

Rank each statement according to how closely it describes the organisation in which you work. If you agree that the statement closely represents the situation in your organisation, then circle a number at the upper end of the scale (6 or 7). If you believe that the statement does not represent your organisation, then circle a number at the lower end of the scale (1 or 2). If your feelings are somewhere in between you should circle 3, 4 or 5.

In this organisation:	Strongly disagree							Strongly agree						
There is open discussion and employees are encouraged to participate in decision making	1	2	3	4	5	6	7							
There is an emphasis on excellence and quality outputs	1	2	3	4	5	6	7							
Employees are empowered to act and take responsibility in their jobs	1	2	3	4	5	6	7							
The emphasis is on achieving predictable performance outcomes	1	2	3	4	5	6	7							
There is an emphasis on human relations, teamwork and cohesion	1	2	3	4	5	6	7							
Expansion, growth and development are encouraged	1	2	3	4	5	6	7							
Control of management is centralised	1	2	3	4	5	6	7							
There is flexibility and decentralisation in the approach to management	1	2	3	4	5	6	7							
There is an emphasis on creative problem-solving	1	2	3	4	5	6	7							
Employee concerns and ideas are considered important	1	2	3	4	5	6	7							
The focus is on goal and task accomplishment	1	2	3	4	5	6	7							
Innovation, change and risk taking are important	1	2	3	4	5	6	7							
There is stability, continuity and order	1	2	3	4	5	6	7							
Tasks are routine and formalised in the organisational structure	1	2	3	4	5	6	7							
Goal clarity and objective setting are important for direction	1	2	3	4	5	6	7							
Efficiency and productivity are important	1	2	3	4	5	6	7							

4. PERSONAL DATA

Finally, some questions about yourself.

What is your age? years

What is your sex? ☐ Female
(Please tick the appropriate box) ☐ Male

What is the title of the position you hold in this local (or state) government authority?

.....

How many years have you been in the position you now hold? years

How many years have you been with this organisation? years

Place a tick against the appropriate category in the two following questions

Would you classify this position as Professional?
(e.g. Head of Dept, Recreation Adviser, Facility Manager etc.)

Supervisory?
(e.g. Duty Manager, Programme Co-ordinator etc.)

Operative?
(e.g. Instructor, Coach, Activity Leader, Beach Inspector/Ranger etc.)

What is your current salary level?

<input type="checkbox"/>	under \$19,999	\$35,000 - \$39,999	<input type="checkbox"/>
<input type="checkbox"/>	\$20,000 - \$24,999	\$40,000 - \$44,999	<input type="checkbox"/>
<input type="checkbox"/>	\$25,000 - \$29,999	\$45,000 - \$49,999	<input type="checkbox"/>
<input type="checkbox"/>	\$30,000 - \$34,999	over \$50,000	<input type="checkbox"/>

How many years experience have you had in the recreation industry? years

Your highest academic qualification is?
(Title of award)

Your highest recreation qualification is?
(Title of award)

From which institution did you graduate with this recreation award?

..... (Name of Institution)

Appendix F
Definitions of Effectiveness Criteria
Attachment to Questionnaire

ATTRIBUTES OF RECREATION PERSONNEL

Recreation personnel will have special skills and qualities which allow them to become involved in and understand the community in which they are working.

ACCEPTANCE

Acceptance of the importance of recreation as a legitimate Council service by Council and senior staff (and the community), acknowledged by willingness to listen to, as well as to seek and to accept a contribution from recreation personnel.

DECISION-MAKING

The local government administrative structure will facilitate the input of the recreation personnel to the various decision-making processes of the Council.

EVALUATION

Continual evaluation of outputs of the recreation service and monitoring of recreation resources by appropriate and thorough methods.

PERSONNEL

Staff will be suitably qualified, experienced and skilled, with motivation and vision, and not restricted in nor restricting their professional activities.

RESOURCES

Adequate resources (financial and human) provided by the local authority or attracted from the community to enable achievement of recreation objectives.

FACILITIES

Recreation facilities will be well designed, managed and marketed, built with flexibility to accommodate changing approaches to recreation preferences, management and maintenance.

IMAGE

The image of a local government recreation service is influenced by the ratepayers' view of the respective council.

EQUITY

Equity in the provision of services for community groups with differing needs can assist in the allocation of resources on a basis of community need, not disproportionately to the more visible and vocal community groups.

MARKETING

Marketing recognises that local government recreation services need to be targeted to specific client groups.

POLITICAL INTERFERENCE

Councillors (and some staff) often make decisions on recreation issues to produce short term political gains, competing for status and vested interests.

PROFESSIONAL DEVELOPMENT

Low staff morale results from 'burn-out', lack of support, lack of promotional opportunities and from professional isolation of recreation staff.

COUNCILLORS

Councillors are reliant on advice of Council staff in matters of interpretation of the Local Government Act and other information when dealing with recommendations before them.



EDITH COWAN
UNIVERSITY

PERTH WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2910

24 August, 1992

Dear

EFFECTIVENESS IN LOCAL GOVERNMENT RECREATION SERVICES

Recently, I sent you a questionnaire as part of a research study of Local Government Recreation Services in Western Australia.

If you have returned the completed questionnaire, I thank you for your time and support in responding to the survey.

If you have not yet been able to complete the questionnaire, this is a reminder that your responses are important to the outcome of the project. An adequate response rate is important so that this study of effectiveness in Local Government Recreation Services can represent the broadest possible range of views across all local authorities, rural and metropolitan, small and large. This is the first study of this type of local government recreation services in Western Australia. I know that this time of year is busy in local government, but I am hoping you will find the time to complete and return the questionnaire.

You are assured that all responses will remain confidential.

If you have any questions about the survey or the return of questionnaires, please telephone me on (09) 344 5963.

It would be appreciated if you would return the completed questionnaire to me by Monday 31 August 1992.

Yours sincerely

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 383 8333

CLAREMONT CAMPUS
Goldsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222



EDITH COWAN
UNIVERSITY

PERTH, WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2910

9 September, 1992

Shire/Town Clerk

Dear Sir

**FOLLOW-UP SURVEY OF EFFECTIVENESS IN LOCAL GOVERNMENT
RECREATION SERVICES**

As you know from my recent correspondence to you, I am investigating the factors which make local government recreation services effective, as part of my doctoral research. This second follow-up letter is necessary, as I still require some more questionnaires to give sufficient data for an extensive statistical analysis.

Even though your municipality may have no formal recreation department or may not employ any recreation staff, undoubtedly recreation facilities are provided for ratepayers and residents, and support is given to community recreation clubs and groups. Your authority, therefore, provides a recreation service in some dimension.

The survey does not require you to assess the effectiveness of the recreation service of your local authority, but to reflect on the issues in making a recreation service effective. I am interested to know your opinion of the issues which are important in determining what makes local government recreation services effective or ineffective.

This is the first study of this type to investigate local government recreation services in Western Australia, and the broadest possible representation of local government will be essential to give a balanced view of the issues involved.

I know that this is a busy time of year for you, but I am hoping that you will be able to help this research by completing and returning the enclosed questionnaire.

You are assured that all responses will remain confidential.

If you have any questions about the survey or the return of questionnaires, please telephone me on (09) 344 5953.

It would be appreciated if you could return the completed questionnaire to me by **Monday 21 September 1992**.

Yours sincerely

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6016
Telephone (09) 383 8333

CLAREMONT CAMPUS
Goldsworthy Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 91 0222

Appendix H

Definitions of Categories of Recreation Workers

At the time of the survey of local government recreation services for the present study, the Local Government Officers' (Western Australia) Award, 1988 was in force. The classifications in this industrial award have since been replaced by broad banding and are no longer occupation based. The three occupational categories in the survey were loosely based on the award descriptions and responsibilities.

The "Professional" category included: Town/Shire Clerks; Deputy or Assistant Town/Shire Clerks; Recreation Service Managers (department heads); Recreation Advisers; Librarians; Community Arts Officers; Recreation Centre Managers; and Swimming Pool Superintendents or Managers. Officers in these positions are "appointed by Council to be in charge of " a service and have supervision of staff.

The "Supervisory" category included Council staff who assist a Recreation Service Manager or other professional officers and may assume some overall supervisory responsibilities in the absence of the officer in charge. Positions in this category are Assistant Managers; Programme Co-ordinators; and Administrative Officers.

The "Operative" category was used to group those recreation workers engaged in direct service delivery and included: Coaches; Instructors; Beach Inspectors; Park Rangers; and Receptionists.

There was a degree of self-definition of these positions, as the respondents were asked how they would classify their positions. Some manual, post hoc reassignment was required for some responses. The final groupings were considered acceptable as a representative classification of the positions of local government recreation services staff and suitable for use in analyses.

Source: Local Government Officers' (Western Australia) Award,
1988 as amended, 8 January 1991.

Appendix I
Summary of Demographic Characteristics of Local Government
Recreation Staff

Table 1 Age and Gender - Total Local Government

Age	F	%	M	%	Not stated	%	Total	%
<26	18	7	15	6	-	-	33	13
26-35	26	11	60	24	-	-	86	35
36-45	26	11	43	17	-	-	69	28
46-55	11	5	30	12	-	-	41	17
>55	3	1	6	2	-	-	9	4
not stated	2	0.8	1	0.4	4	2	8	3
Total	86	36	155	62	4	2	246	100

Table 2 Years in present position

Years	n	%
<6	177	72
6-10	38	15
11-15	19	17
>15	6	3
not stated	6	3
Total	246	100

Table 3 Years in present organisation

Years	n	%
<6	148	60
6-10	43	18
11-15	28	11
>15	20	8
not stated	7	3
Total	246	100

Table 4 Years in the recreation industry (Recreation personnel only)

Years	n	%
<6	69	38
6-10	42	23
11-15	34	19
16-20	16	9
21-25	5	3
>25	7	4
not stated	8	4
Total	181	100

Mean = 9.3

Range = 1-34

Table 5 Categories of recreation positions

Category	n	%
Recreation manager	26	11
Recreation centre staff	34	14
Swimming pool staff	43	18
Community Arts/Librarian	3	1
Children's services staff	10	4
Park Rangers/Beach Inspectors	5	2
Recreation Advisers/Consultants	41	17
Support staff	15	6
not stated	4	2
Total for recreation staff	181	74
Other LGA staff	65	26
Total	246	100

Table 6 Highest qualifications - all respondents

Qualification	n	%
Tertiary		
Post Graduate Certificate	11	5
Bachelors degree	65	26
Diploma/Assoc. Diploma	37	15
Professional Certificate	14	6
Trade Certificate	3	1
Secondary	67	27
not stated	49	20
Total	246	100

Table 7 Recreation qualifications - all respondents

Qualification	n	%
Post Graduate Certificate	3	1
Bachelors degree	48*	20
Diploma/Assoc. Diploma	9*	4
Professional Certificate	47	19
not stated	139	56
Total	246	100

* Three local government officers, other than recreation staff, hold recreation qualifications

Table 8 Highest recreation qualification held by recreation staff

Highest recreation qualification held by recreation staff:-		
Post graduate certificate	3	2
Bachelor's degree	46	25
Diploma/Assoc. Diploma	8	4
Professional certificate	97	54
Not stated	27	15
Total	181	100

Table 9 Institution where recreation qualification gained

Institution where recreation qualification gained:-		
Curtin University	1	0.5
Edith Cowan Univ.	53	29
University of WA	7	4
TAFE	43	24
Professional Institute	3	2
Overseas/Interstate	6	3
Not stated	68	37.5
Total	181	100

* Includes Shire/Town Clerks with responsibility for recreation services

Table 10 Salaries of Local Government Recreation Workers

Salary levels	Female	%	Male	%	Total	%
S1 <\$19,000	25	10	6	2	31	13
S2 \$20,000 - \$24,999	18	7	11	4	29	12
S3 \$25,000 - \$29,999	22	9	21	9	43	17
S4 \$30,000 - \$34,999	13	5	26	11	39	16
S5 \$35,000 - \$39,999	3	1	25	10	28	11
S6 \$40,000 - \$44,999	2	1	21	9	23	9
S7 \$45,000 - \$49,999	1	0.4	16	7	17	7
S8 >\$50,000	1	0.4	20	8	21	9
Salary not stated	1	0.4	9	4	10	4
Salary and gender not stated	-	-	-	-	5	2
Total	86	34	155	64	246	100

Appendix J

Maps 1, 2 & 3

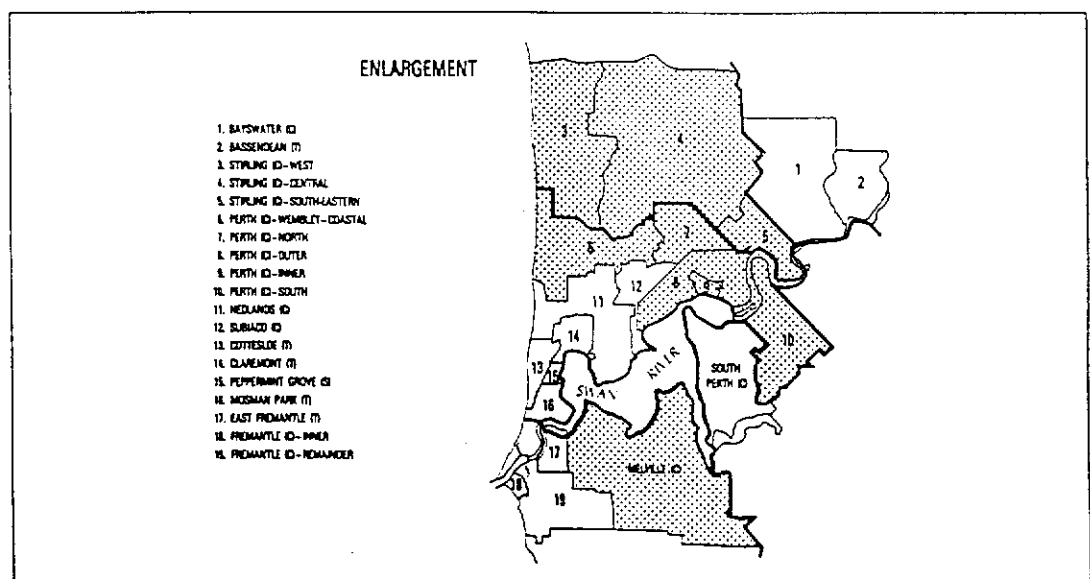
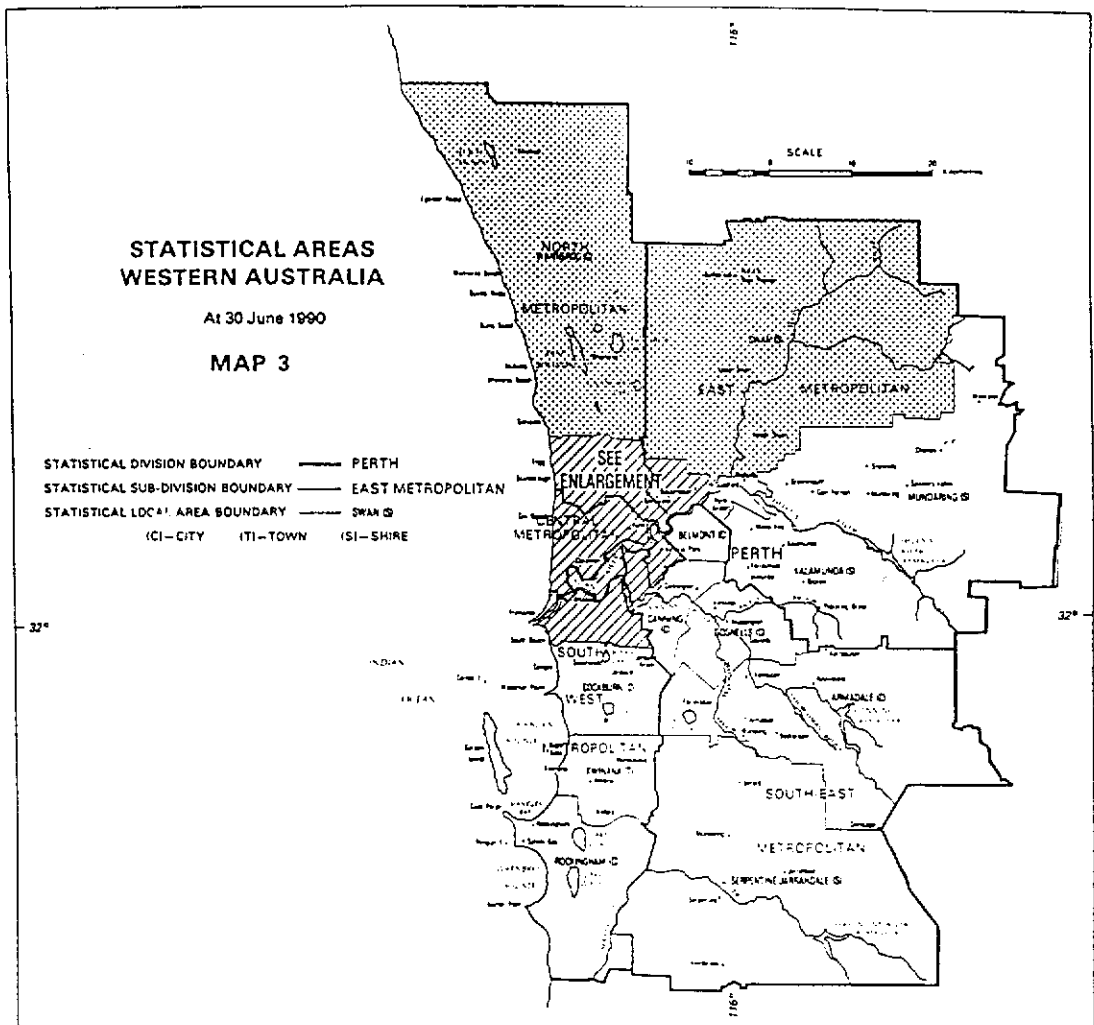
Local Government Boundaries and
other Statistical Areas
Western Australia



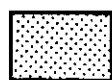
Map Courtesy of Australian Bureau of Statistics



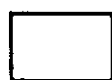
Local government authorities in Cluster 1
North-west



Map Courtesy of Australian Bureau of Statistics



Local government authorities in Cluster 1
Large metropolitan



Local government authorities in Cluster 2
Small metropolitan/rural

Appendix K

Letter of Permission



EDITH COWAN
UNIVERSITY

PERTH - WESTERN AUSTRALIA
MOUNT LAWLEY CAMPUS

2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111
Facsimile (09) 370 2910

9 March, 1992

istration

Dear Professor Quinn

RE: ORGANISATIONAL CULTURE

Your recent paper "The Psychometrics of the Competing Values Culture Instrument and an Analysis of the Impact of Organisational Culture on Quality of Life", which appeared in Woodman and Pasmore (1991) Research in Organisational Change and Development, attracted my interest due to PhD studies I am undertaking in the area of organisational effectiveness in Local Government recreation services in Western Australia. The research is being carried out with Curtin University of Technology, Perth, under the supervision of Professor Geoff Soutar and Dr Paul Ryder, co-supervisor, Bond University, Queensland.

In particular, I am interested in the Competing Values Culture Instruments as I believe inclusion of the analysis of the culture of the local authorities will add an important dimension to my study.

Therefore, having noted your permission for use of Instrument I and Instrument II for academic purposes, I seek to confirm your approval to use the instruments. I also ask if there is any further information available and which you are able to provide which will assist in the application of these instruments.

I look forward to your favourable reply, hopefully by 31 March 1992.

Yours sincerely

Studies

JOONDALUP CAMPUS
Joondalup Drive, Joondalup
Western Australia 6027
Telephone (09) 405 5555

MOUNT LAWLEY CAMPUS
2 Bradford Street, Mount Lawley
Western Australia 6050
Telephone (09) 370 6111

CHURCHLANDS CAMPUS
Pearson Street, Churchlands
Western Australia 6018
Telephone (09) 383 8333

CLAREMONT CAMPUS
Goldsborough Road, Claremont
Western Australia 6010
Telephone (09) 383 0333

BUNBURY CAMPUS
Robertson Drive, Bunbury
Western Australia 6230
Telephone (097) 81 0222



THE UNIVERSITY OF MICHIGAN
SCHOOL OF BUSINESS ADMINISTRATION
ANN ARBOR, MICHIGAN 48109-1234

March 25, 1992

Sue Colyer
Chairperson
Department of Recreation Studies
Edith Cowan University
Perth Western Australia
Mount Lawley Campus
2 Bradford Street, Mount Lawley
Western Australia 6050

Dear Sue:

Thank you for your letter of 9 March 1992. I am delighted to hear of your extended study.
Please feel free to use the instruments you have described.

Sincerely,

Robert E. Quinn
Professor of OBHRM

REQ:sdb

production, rules and procedures. The new stage is characterised by new controls and political interests which value criteria different from those in the previous stage, resulting in changes in structure and activities. Quinn (1988) suggested that the outcome of such a transition is usually conflict and confusion as the organisation moves from one development stage to another, reacting to shifting or imposed values. Without further exploration of the issues confronting the recreation service in this city, more specific conclusions are not possible. City 5 shows moderate cultural strength, with moderate scores for all cultural types. There was marginally higher emphasis on the group and developmental aspects.

It is interesting that the scores on the hierarchical dimension are low to moderate for local and state government organisations, which are often acknowledged as being typical examples of hierarchical structures. In a study of businesses, Yeung et al. (1991) found all groups had moderate scores on rational economic orientation and concluded that rational cultures, that may be essential for survival in a competitive economy, were not clearly articulated. In the same way, all cities and clusters in this study demonstrated relatively moderate to low scores for the hierarchical cultural type, that may suggest the inherent hierarchical environment of local government is not as evident to those working within this type of organisational environment. In the not-for-profit, and traditionally, non-competitive arena of local government, it was unexpected to find one city (city 1) driven by a rational cultural orientation. City 3 showed a similar rational orientation, but this was balanced by high scores in the other three quadrants. Organisations having strong comprehensive cultures (e.g., city 3) demonstrate inherent